



Planning applications committee

Date: Thursday, 27 April 2023

Time: 09:30

Venue: Council chamber, City Hall, St Peters Street, Norwich, NR2 1NH

Members of the public, agents and applicants, ward councillors and other interested parties must notify the committee officer if they wish to attend this meeting by 10:00 on the day before the committee meeting, please. The meeting will be live streamed on the council's YouTube channel.

Committee members:

Councillors:

Driver (chair)
Sands (M) (vice chair)
Bogelein
Champion
Davis
Grahame
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Agenda

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1 Apologies

To receive apologies for absence

2 Declarations of interest

(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting)

3 Planning application

Please note that members of the public, who have responded to the planning consultations, and applicants and agents wishing to speak at the meeting for item 3 above are required to notify the committee officer by 10:00 on the day before the meeting.

Further information on planning applications can be obtained from the council's website: <http://planning.norwich.gov.uk/online-applications/>

Please note:

- The formal business of the committee will commence at 9.30;
- The committee may have a comfort break after two hours of the meeting commencing.
- Please note that refreshments will not be provided. Water is available
- The committee will adjourn for lunch at a convenient point between 13:00 and 14:00 if there is any remaining business.

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Date of publication: **Wednesday, 19 April 2023**

Report to Planning applications committee

Item

27 April 2023

Report of Head of Planning and Regulatory Services

Subject Application no 22/00434/F - Anglia Square including land and buildings to the North and West, Norwich

3

Reason for referral Objections / major development raising issues of wider than local concern

Ward:	Mancroft
Officer contacts	Sarah Ashurst - Head of Planning and Regulatory Services sarahashhurst@norwich.gov.uk Tracy Armitage – Senior planner tracyarmitage@norwich.gov.uk

Development proposal

Hybrid (Part Full/Part Outline) application for the comprehensive redevelopment of Anglia Square, and car parks fronting Pitt Street and Edward Street for: up to 1,100 dwellings and up to 8,000sqm (NIA) flexible retail, commercial and other non-residential floorspace including Community Hub, up to 450 car parking spaces (at least 95% spaces for class C3 use, and up to 5% for class E/F1/F2/Sui Generis uses), car club spaces and associated works to the highway and public realm areas. Due to the size of this application, all plans and documents can be viewed online at www.norwich.gov.uk/angliasquare (full description - Appendix 1)

Representations summary

	Total	Object	Comment	Support
Representations	72	46	11	15
Total received over 4 stages of consultations				

Main issues

1. Principle of development
2. Development Viability
3. Impact of development on European designated sites
4. Principle of housing
5. Proposed retail and other town centre uses
6. Socio-economic considerations
7. Design and heritage
8. Landscaping and openspace
9. Amenity
10. Transport
11. Air quality

Other considerations

Recommendation: Approve, subject to S106 Obligation and the imposition of planning conditions

Appendices	
1	Full description of development
2	Application 18 00330 F - Call in decision letter and PINS report
3	Historic England consultation responses - dated May 2022 and 11 August 2022
4	NCC Economic development manager consultation response
5	Draft GNL0506 - Land at and adjoining Anglia Square
6	Applicant's comparison of the environment effects of the proposal and the Call-in scheme
7	Local Impact Area

The Site and Surroundings

1. The application site measures approximately 4.65 hectares and includes three parcels of land. Most of the application site comprises the existing Anglia Square Shopping Centre and associated adjoining land. This parcel forms an island of land and buildings enclosed by St Crispins Road/flyover, Pitt Street, Edward Street and Magdalen Street. Surrey Chapel and 100 Magdalen Street are both outside of the application boundary. Two small parcels of land are located to the north of the main site and comprise two separate areas of open land adjacent to Edward Street and west of Beckham Place.
2. The main site is currently occupied by the Anglia Square Shopping Centre, Sovereign House, Gildengate House, retail and other mixed-use properties, fronting St Crispins Road and surface level car parking. This part of the site also contains St Botolph Street and Cherry Lane and a service road for Anglia Square called Upper Green Lane.
3. Anglia Square was developed during the 1960s and 1970s following the construction of St Crispins Road. The urban renewal scheme comprises a precinct of retail, leisure and office units and buildings. The existing shopping centre has a range of retail units including large format stores occupied by QD, Iceland and Poundland and smaller units occupied by a mix of national and independent retailers. At the upper level there is a vacant 4 screen cinema (since 2019) and a multi-storey carpark (closed since 2012), both accessed via St Crispins and Upper Green Lane. Sovereign House and Gildengate House are substantial multi-storey office buildings 6- 7 storeys in height. Sovereign House was formerly occupied by Her Majesty's Stationary Office (HMSO) and at one time around more than 2000 office workers were based there. Neither of these buildings have been used as offices since the late 1990s. Gildengate House is currently used as temporary studio space by artists whilst Sovereign House has remained unused, fallen into disrepair and has become visibly dilapidating over the years.
4. Premises on Pitt Street are occupied by a few businesses and social enterprises including Men's Shed, Norwich Co-operative Arts, Print to the People and a car wash.
5. The application includes two smaller sites, to the north of and separated from the main site. The western of the two smaller sites fronts New Botolph Street and Edward Street (0.27hects). The eastern of the two sites lies north of Edward Street, to the west of its junction with Beckham Place (0.13hects). Both are in use for surface car parking.
6. The eastern part of the main site is bounded by Magdalen Street fronted by predominantly two and three storey buildings with retail units at ground floor level, as well as a large four storey late 20th century building immediately opposite, accommodating Roy's department store, a post office and Riley's Sports Bar. The former Barclays bank/Desh on the corner of Magdalen Street and Edward Street is connected to the shopping centre structure but excluded from the application. Magdalen Street is a key route taking vehicular and pedestrian traffic from the northern suburbs into the city centre, under the St Crispins Road flyover. Several bus stops are located on Magdalen Street adjacent to the flyover.

7. To the north of Edward Street, the area surrounding the land west of Beckham Place includes a variety of generally large-scale buildings, including Dalymond Court and 8-22 Edward Street (a pair of four storey residential apartment buildings) to the west, and the three storey Epic Studios building to the east. There are three storey residential properties to the north (2-10 Beckham Place).
8. The area to the northwest of the site is largely residential in character, comprising predominantly two storey 19th century terraced houses. St Augustine's Street is lined with older two storey properties many of which have retail / commercial uses at ground floor. Many of the properties on St Augustine's Street and connecting streets (e.g., Sussex St) are statutorily or locally listed. To the northwest of the junction of New Botolph Street and St Augustine's Street is St Augustine's Church (Grade I listed) the only surviving medieval church north of St Crispins Road. To the south of the church is a distinctive Grade II Listed terraced timber-framed residential terrace 2-12 Gildencroft Cottages. To the south of the terrace is Gildencroft Park which includes a large children's play area. Adjacent to the park there is a collection of commercial properties located towards the roundabout with St Crispins Road, on the west side of Pitt Street.
9. To the south of Anglia Square is St Crispins Road which is fronted by larger scale commercial buildings (up to 8 storeys) along with Grade II Listed Doughty's Hospital. This listed building, comprises two storey 19th century terraced almshouses for the elderly, built around a central garden.

Constraints

10. **Historic environment:** The application site is located within the City Centre Conservation Area (Anglia Square character area) and is in the vicinity of the Northern City and Colegate character areas. It also falls within the Main Area of Archaeological interest.
11. The site lies in the vicinity of several statutorily and locally listed buildings, including several buildings in Magdalen Street and at the junction of Pitt Street and St Augustine's Street. The closest Listed Buildings are Doughty's Hospital (Grade II, located immediately to the south of St Crispin's Road, opposite Upper Green Lane), and 75 Magdalen Street (Grade II, located immediately adjacent to the site on the opposite side of Magdalen Street), St Augustine's Church (Grade I) and the Gildencroft cottages (Grade II, adjacent to St Augustine's Street). Buildings 43-45 Pitt Street are locally listed. There are three Grade I listed churches nearby, to the east St Saviour's and to the south of St Crispin's Road: St Martin at Oak and St Mary's Coslany.
12. In the last 12 months third parties have made applications to the Secretary of State for Digital, Culture, Media and Sport for the statutory listing of buildings in the SW sector of the site. These include:
 - (i) 45 Pitt Street (currently locally listed)
 - (ii) 53 – 55 Pitt Street
 - (iii) Brick and flint warehouse building to the rear of 47-51 Pitt Street
 - (iv) Former Hollywood cinema

13. In relation to (i), (ii) and (iv) Historic England carried out initial surveys in their role as the Government's statutory adviser on the historic Environment. The Secretary of State considered their resulting advice and recommendations and decided not to take any of these applications forward to full assessment. None of these buildings have been added to the Statutory List.
14. The brick and flint warehouse building (iii) was subject to a full assessment by Historic England. It was concluded that it was built in the late-C18-C19. *'In the rubble walls it clearly incorporates earlier fabric, possibly some reused from the Church of St Olave, but it does not incorporate any standing remains of the church building. The building most closely represents its later use as an industrial building and livery stables but as such it does not have a strong claim to special architectural or historic interest and does not therefore meet the criteria for listing in a national context.'* As a result, this building was not added to the Statutory List.
15. **Flooding and drainage:** Anglia Square is located relatively close to the existing watercourse of the river Wensum that flows through the City Centre. Based on the Environment Agency's flood risk mapping data, the site is located within Flood Zone 1 and thus has a low probability of flooding. It is also located in the Norwich Critical Drainage Catchment Area.
16. **Landscape and trees:** the site includes two lime trees within the site and a group of London Plane trees fronting onto St Crispin's Road
17. **Large District Centre:** The main site falls within Anglia Square, St Augustines and Magdalen Street Large district centre identified in the Development Plan

Relevant planning history

18. The site now occupied by Anglia Square was originally cleared as part of the construction of the inner ring road (St Crispins Road) in the 1960s and included the clearance of land to the west of the shopping centre across to Pitt Street and St Augustine's Street. The original planning consent for Anglia Square included the shopping centre, cinema, car park and offices. Additional phases of development were designed for the western part of the site but never built, and much of this land has remained open and undeveloped since the site was cleared and is in use as surface car parking.
19. In terms of previous planning applications for the site, the most recent was submitted in 2018 (ref. 18/00330/F). The part full/outline application related to a 4.11ha site and proposed comprehensive redevelopment of Anglia Square and adjacent land on Edward Street for: up to 1250 dwellings, hotel, ground floor retail and commercial floorspace, cinema, multi-storey car parks, place of worship and associated works to the highway and public realm areas. Following resolution of Planning Applications Committee to grant permission, this application was called-in by the Secretary of State. The application was subject to a 4-week public local inquiry between 28 January and 28 February 2020. The Planning Inspector recommended that the application be approved. In a decision letter dated 12 November 2020 the Secretary of State (SofS) set out the reasons he disagreed with this recommendation and refused planning permission (Appendix 2 – full decision including Planning Inspector's report).
20. Evidence at the call-in inquiry centred around the following main issues:

- The extent to which the proposed development is consistent with policies for delivering a sufficient supply of homes
- The extent to which the proposed development is consistent with policies for building a strong, competitive economy
- The extent to which the proposed development is consistent with national and local policies for ensuring the vitality of town centres
- The extent to which the proposed development is consistent with policies for conserving and enhancing the historic environment
- Air quality

21. The Secretary of States conclusions on each are summarised below:

22. In relation to new homes:

- While the Secretary of State recognised that the flats would meet the technical standards required and have been carefully designed to overcome as far as possible the disadvantages of single-aspect dwellings (with floor to ceiling glazing, balconies, and access to communal outdoor roof gardens), he considered that the disadvantages cannot entirely be overcome in this way. He considered that the use of single-aspect dwellings in such large quantities to be a significantly sub-optimal design solution, and not outweighed by the advantages relating to access, frontages, and safety (IR441). He therefore found, contrary to the Inspector at IR612, that the proposal would conflict with the requirements in policy DM13 and DM2 for a high standard of amenity for future residents.
- He agreed with the Inspector that the proposal's significant contribution to meeting housing need in Norwich should attract significant weight, and the proposal's significant contribution to meeting the need for affordable housing in Norwich should also attract significant weight (IR544). Regarding Policy DM12, the Secretary of State disagreed with the Inspector at IR611 that the proposal accords with the policy. Policy DM12 sets out principles for all residential development, and criteria b) within that policy states that proposals should have no detrimental impacts upon the character and amenity of the surrounding area (including open space and designated and locally identified natural environmental and heritage assets) which cannot be resolved by the imposition of conditions.

23. In relation to the economy

- The Secretary of State agreed with the Inspector at IR452 that Anglia Square is not fulfilling its potential to contribute to the local economy, having regard to its size, its strategic location, and its designation as part of a Local District Centre (LDC). He noted that, while the proposal would result in some existing employment being displaced, overall, there would be a significant net gain in employment (IR452). He agrees with the Inspector that, insofar as the current condition of the site is a barrier to investment, that barrier would be removed (IR452). He agreed that the proposal would therefore be in accordance with those policies of the Framework which

seek to create a strong, competitive economy, and he attached significant weight to these benefits.

24. In relation to town centres:

- The Secretary of State agreed with the Inspector that the proposal would accord with the policies of the Framework relating to the vitality of town centres (IR462), as well as with policy JCS19 (IR602), and that this benefit should attract significant weight. However, he found conflict with some elements of policy DM18, given the proposal does not protect and enhance the physical, environmental and heritage assets of the city. Given the importance of the heritage assets affected and the location of the site within the NCCCA, he concludes overall that the proposal does not accord with Policy DM18.

25. In relation to conserving and enhancing the historic environment

- The Secretary of State concluded, contrary to the Inspector at IR535, that while the proposal would have elements of both beneficial and harmful effects on the character and appearance of the NCCCA, on balance there would be a neutral impact on the character and appearance of the NCCCA. In addition, there would be minor benefits to the significance of locally listed buildings on Magdalen Street (IR538), and minor benefits to the settings of some individual listed buildings (IR543). As these are all only minor, the Secretary of State considers they attract only limited additional weight in favour of the proposal.
- The Secretary of State concluded that there would be harm at the upper end of less than substantial to the settings of the two listed assets (Church of St Augustine & 2-12 Gildencroft) and minor harm to a larger number (IR537)), but that this would be less than substantial in terms of the Framework in all cases. There would also be a loss of locally listed buildings (43-45 Pitt St), and the proposal would not integrate with the context and grain of its surroundings in some important respect.
- The Framework requires any harm to, or loss of, the significance of a designated heritage asset (including from development within its setting) to require clear and convincing justification. It requires that great weight should be given to the asset's conservation; the more important the asset, the greater the weight should be.

26. Air quality: The Secretary of State agreed with the Inspector that the proposal would accord with the Framework and with DM11 (IR610), and that air quality is not a matter that weighs against the grant of planning permission.

27. In terms Planning balance and overall conclusion:

- The Secretary of State recognised that the regeneration of Anglia Square is an important strategic objective, and he is supportive of the benefits in terms of economic development and housing that such a regeneration could bring. However, given the importance of the affected heritage assets and the nature of the design flaws he considered that the application is not in accordance with Policies JCS1 and DM1 in relation to the preservation

and enhancement of heritage assets nor with DM9. Nor is it in accordance with JCS2 and DM3(a)(c) and (f) concerning design, DM12(b) in relation to heritage impacts, DM18 as it relates to DM1, and DM2 and DM13 in relation to residential amenity.

- The proposal would secure the regeneration of a strategic brownfield site, make a significant contribution to meeting housing need in Norwich, make a significant contribution to meeting the need for affordable housing in Norwich, provide a significant net gain in employment, helping to create the conditions in which businesses can invest, expand and adapt, and insofar as the current condition of the site is a barrier to investment, that barrier would be removed, and support the role that Anglia Square plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC. Each of these benefits carry significant weight in favour of the proposal. The proposal has a neutral impact on the character and appearance of the NCCCA. There would be minor benefits to the setting of some listed and non-designated assets, which carry limited weight, as do the air quality benefits identified.
- Although less-than-substantial in all cases, there would be harm to the setting of a number of listed buildings, in two cases towards the upper end of the scale. In accordance with the s.66 duty, the Secretary of State attributes considerable weight to the harm. In addition, there would be harm to the setting of some non-designated assets, and a non-designated building would be demolished and lost entirely.
- The Secretary of State has concluded that the identified 'less than substantial' harm to the significance of the designated heritage assets was not outweighed by the public benefits of the proposal.
- Overall, the Secretary of State concluded that the benefits of the scheme were not sufficient to outbalance the identified 'less than substantial' harm to the significance of the designated heritage assets identified. He considered that the balancing exercise under paragraph 196 of the Framework was therefore not favourable to the proposal.

28. Early planning history - Planning consent was granted in October 2009 (08/00974/F) for comprehensive regeneration of Anglia Square and its environs for mixed use development, including approximately 200 residential units, a foodstore (clarify size), a bridge link from St. Crispins, a health centre, the potential relocation of Surrey Chapel, and enhancement of landscaping including an enlarged square. The proposal for redevelopment included the demolition of all the units along Pitt Street (including the locally listed buildings), Surrey Chapel, Sovereign House, Gildengate House, some of the units around the Square, and the removal of Botolph Street and the twelve trees and open space adjacent to St Crispins Road.
29. A phased planning consent was granted in March 2013 for the comprehensive redevelopment of Anglia Square including land and buildings to the north and west of the Square (applications reference 11/00160/F, 11/00161/F). The first phase proposals were for mixed use development, including an enlarged Anglia Square, a new 7,792 sqm foodstore, supported by 507 car park spaces, amendments to the current access arrangements including enhanced pedestrian, cycle, public

transport accessibility, a bridge link from St Crispins Road, and closing of the subway under the same. The application also included additional retail and other town centre uses (Class A1, A2, A3, A4) totalling 3,565 sqm net, a crèche (Class D1) and up to 91 residential units (Class C3) in mixed private/housing association use. Outline planning permission was also granted for 16 housing association units on land west of Edward Street.

30. Planning consents were also granted for later phases of development in this area and included additional retail and food and drink uses (Class A1/A3) totalling of 2,985 sqm; rooftop parking providing 99 spaces and 29 private flats with temporary car parking; external refurbishment of Gildengate House offices and improvement to existing office entrance; additional retail and food and drink uses (Class A1/A3) of 2,094 sqm and the provision of a gym (Class D2) of 1,478 sqm.
31. Two further planning permissions were granted to facilitate the delivery of the development as set out above (references 11/00162/O and 11/00163/C).
32. The St Augustine's gyratory system, as required by condition 15 of planning permission 08/00974/F was completed resulting in the commencement of this consent. All the other planning permissions have expired.

The proposal

33. The application proposes demolition of all existing buildings on the site and a mixed-use redevelopment scheme including up to: 1100 dwellings; 8000sqm of flexible retail/commercial floorspace, a community hub, 450 parking spaces and new public realm. The full description of development is appended to the report (Appendix 1).
34. It is proposed that the development would be delivered in four phases. Phases 1 and 2 are submitted in full detail, phases 3 and 4 in outline. Masterplan drawings illustrate development proposed across the whole site, including the landscaping of public spaces and streets. The detailed blocks, comprising a total of 353 dwellings, 134 parking spaces and 5906 sqm Net Internal Area (NIA) of non-residential floorspace, are accompanied by a full set of plans showing internal layout and the elevations of each block façade. The outline portion of the site is accompanied by parameter plans. These set 'parameters' for outline blocks in terms of: siting (+/- 1.0m), maximum proposed building height, use (of each proposed storey), access and extent of public realm areas. The detailed design of these outline blocks would be subject to a further reserved matters application.
35. In total 12 blocks/development parcels are proposed. The table below shows the proposed phased delivery of the blocks and summary information of housing numbers.

Phase	Indicated dates of delivery	Blocks	Total no. dwellings	No. affordable dwellings
1	2023 - 2025	A, B, C, D, M	264	46

Phase	Indicated dates of delivery	Blocks	Total no. dwellings	No. affordable dwellings
2	2025 - 2026	K/L J3	89	28
3	2026 - 2028	H, G, J	425*	0
4	2028 - 2031	E/F, F	322*	36*
Proposed maximum totals			1100*	110*

* Indicative maximum figures – actual figures to be determined at reserved matters application stage

36. The proposal has been amended since first submission. A number of amendments have been made in response to comments and feedback made during the first and second rounds of consultation. The table below provides a summary of the amended scheme. Note that the quantum of development stated are maximum figures and indicative in respect of the outline elements of the proposal.

Summary information

Proposal	Key facts	
Residential		
Total no. of dwellings	Up to 1100	
Affordable dwellings	Minimum of 10% Tenure - Ratio of 85:15 social rent: intermediate tenure	
No. of dwellings meeting Part M4(2) Accessible and Adaptable Dwellings	10% of total	
	Total no. of open market dwellings	No. of affordable dwellings
Detailed		
Block A: 4-7 storeys	142 138 flats + 4 duplexes	0
Block B 2-4 storeys	-	25 11x 2 x bed houses +

Proposal	Key facts	
		14 x 1 bed flats
Block C 3-4 storeys	-	21 21 x 1 bed flats
Block D 2-5 storeys	28 flats 8 x1 bed + 20x 2 bed	-
Block M 3-7 storeys	48 43 flats + 5 duplexes	-
Block K/L 3-6 storeys	53 45 flats + 8 duplexes	28 26 x1 bed flats + 2x 2 bed
Block J3 1-3 storeys	8 flats	
Total dwellings in detailed blocks	279	74
Outline - Indicative figures (based on emerging reserved matters details)		
Block E	148	32
Block F	123	
Block G	146	
Block H	129	
Block J	131	
Indicative total for outline	677	32
Indicative overall total	954 (up to 990)	106 (up to 110)

Proposal	Key facts
Commercial development and other development	
Flexible use	<p>Total – up to 8000sqm NIA (8889sqm GIA)</p> <p>flexible retail, commercial and other non-residential floorspace (retail, business, services, food and drink premises, offices, workshops, non-residential institutions, community hub, local community uses, and other floorspace</p>
Community Hub (including community hall)	Located in Block D – ground floor and part of first floor – 697 sqm (NIA)
Public toilet and changing places facility	Located in Block A
Car club car park	Located on Edward Street – up to 5 spaces
Appearance	
Principal materials	Brick (red, grey and white of varying tones), metal work and tile
Energy and resource efficiency measures	<p>The development will meet or exceed Building Regulations 2021 (as amended by 2022 & 2023 changes)</p> <p>In relation to JCS 3, 56% of the development's energy needs will be met using air source heat pumps.</p>
Operation	
Ancillary plant and equipment	<p>Internal plant rooms</p> <p>Roof top plant</p>
Transport matters	
Access	<ul style="list-style-type: none"> • Modification of existing St Crispins Road access to provide access and egress • Creation of car park accesses on Edward Street and Pitt Street • Creation of internal routes within the site: Principal routes: N-S - referred to as 'St Georges Street' E-W – referred to as 'Botolph Street' <p>Secondary routes: E-W – referred to as 'Cherry Lane' Other shorter connecting routes</p>

Proposal	Key facts
	<ul style="list-style-type: none"> • Vehicular access to the site would be strictly controlled. The routes are designed to be car free. Emergency access and essential servicing would be permitted. • Cherry Lane would act as a public through route to Magdalen Street. It would also act as a service route and provide residents access to undercroft car parking and a limited number of on street parking spaces. • St Georges Street and Cherry Lane would include cycling routes. St Georges Street would include a segregated cycling facility connecting into the yellow pedalway network.
No of car parking spaces	<p>Up to 450 spaces – min of 95% for residents, max 5% for non- residential use</p> <ul style="list-style-type: none"> • Detailed in full: Block A – 123 covered spaces within undercroft (basement and ground floor) and Block C – 11 spaces. • Outline: Undercroft parking within blocks E, G and J <p>The residential car parking provision includes 100% active electric vehicle charging point provision and 6% disabled parking bay provision.</p> <p>Limited on street parking is proposed, accessed via Cherry Lane</p> <p>Up to 5 (min of 3) car parking spaces for car club</p> <p>Public parking: service layby along Edward Street will permit 20min parking bay outside refuse collection times</p>
No of cycle parking spaces	<p>Detailed in full:</p> <ul style="list-style-type: none"> • Residential – 555 spaces in 10 secure stores • Commercial – 63 spaces in 2 secure stores in Block A and J3 <p>Outline:</p> <ul style="list-style-type: none"> • Cycle parking for residential and commercial at the same ratio <p>Whole site</p> <ul style="list-style-type: none"> • Public - 110 spaces distributed across the site

Proposal	Key facts
Refuse arrangements	<p>Commercial – Designated covered service yard in block M, potential secondary yard in Outline Block J.</p> <p>Residential refuse - Communal bins stores are integrated into each block. Service bays are proposed on Pitt Street and Edward Street for use by refuse vehicles. In addition, Cherry Lane would act as service route.</p> <p>Residential deliveries – All parcel deliveries would be made to the community hub (Block D)</p>

Design approach

37. The Design and Access Statement (DAS) sets out the design process describing the site and contextual analysis and the evolution of the proposed scheme.
38. The DAS identifies a range of guiding design principles. These include:
 - Re-establishing primary historic routes reconnecting the site to the surrounding area and community
 - Creation of public spaces at key functions
 - Introducing a finer urban grain to the site
 - Creation of continuous street frontages
 - Creation of amenity spaces at street, podium and roof levels
 - Creation of gateway buildings
 - Respond to the character of Norwich – particularly in terms of street patterns, industrial architecture, yards, terraces broken up with distinctive part walls; rich architectural detailing and celebrating Norwich landmarks.
 - Building height, no taller than Sovereign House (34.1m)
39. The resulting masterplan is one that consists of 12 blocks of development, 2 of which are located on the 'satellite' sites to the north of the main site. The remaining 10 blocks are arranged across the site separated by 2 primary and 7 secondary routes.
40. The proposed 12 blocks vary in height between 2-8 storeys. The height of each of the detailed blocks is fixed and detailed in full on elevational drawing and cross-sections. Height of the blocks within the outline element of the application are shown as maximum storeys on the Building Height Parameter Plan.
41. The DAS describes the massing strategy in which predominantly north-south orientated buildings are taller and the predominantly east-west buildings lower. This strategy is proposed to optimise daylight and sunlight into the spaces and

routes. The Planning Statement describes further how the massing strategy has been influenced by a number of factors including: potential impact of heritage assets; sustainability objectives; local constraints; daylight/sunlight requirements and the marginal viability of the site.

42. Blocks A, M and K/L are ‘perimeter block’ aggregations, each constructed around an elevated internal (open) podium garden for residents. The podiums sit above, in the case of block A covered residential parking spaces, block M a service bay and block KL commercial floorspace. Similar podiums are shown for outline blocks E, E/F, G and J, above 2 levels of covered residential parking spaces.
43. The majority of the proposed flexible commercial space is located at ground floor level. The exception is block K/L which includes some mezzanine commercial floorspace and a four storey element (‘Stump Cross’) which is entirely commercial. Furthermore, outline block F, includes some mezzanine floorspace. The majority of ground floor commercial floorspace is shown located on: the Magdalen Street frontages of blocks KL and J3, blocks fronting the new Anglia Square and the E-W route through the site referred to as ‘Botolph Street’. In addition, the northern elevation of block KL includes a partial commercial frontage on to Annes Walk Lane, two commercial units are shown fronting Edward Street and the outline parameter plans show 3 commercial units fronting Pitt Street. The ground floor (and part first floor) of Block D is proposed for community use.
44. The detailed element of the application includes landscape proposals. Public realm proposals include (but are not confined to): a reconfigured Anglia Square, a public garden (St Georges gardens) and the primary N-S and E-W routes running through the site. Details of private gardens, communal residents’ gardens and green roofs are included for the detailed blocks. A landscape masterplan and strategy documents describe the strategy for the whole site and also includes matters such as play, lighting and sustainable urban drainage (SUD) features.

Representations

45. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. A total of 72 representations have been received citing the issues as summarised in the table below. Representations made via the Council’s website are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number. Those made in writing on the second consultation are held on file but cannot be viewed on-line as they contain personal information in accordance with the General Data Protection Regulations 2018.
46. It should be noted that compared to the previous application there has been significantly less representation. In relation to application 18/00330/F a total of 520 contributors submitted representations (436 objecting, 19 commenting, 63 supporting) and two petitions were received.

Issues raised	Response
Sovereign House (including iconic staircase) and the cinema have architectural value and character and	Sovereign House and the cinema are identified as negative buildings in the city centre conservation area

Issues raised	Response
are part of the history of the site and the city – consideration should be given to retention.	appraisal that harm the character and appearance of the conservation area. During the development of the current proposals for Anglia Square Historic England considered whether the buildings qualified for listed and concluded they did not
Historic buildings on Pitt Street including the church of St Olaves should be retained and integrated into the scheme.	Main issue 7
Insufficient consideration of demolition and the embodied carbon. Waste of resource, existing buildings should be repurposed. The proposed building will never repay the carbon debt caused by its creation	Retaining and reusing the existing buildings on the site would prevent a new development layout being created with greater permeability for pedestrian movement. The developer also concluded that the cost of retaining, upgrading and converting the buildings to residential use was not viable. There are currently no planning policies that would allow embodied energy to be considered when determining whether planning permission should be granted.
Existing tenants will be displaced.	Main issue 5 and 6
Poor consultation with existing tenants.	
Loss of Outpost (artist studio space) which provides an affordable resource for creative community.	Main issue 6
Loss of public parking.	Main issue 10
<p>Proposed buildings are out of scale not just to the immediate locality but to the city as a whole.</p> <p>Too dense, overbearing, overdevelopment</p> <p>The blocks will utterly dominate the 2 to 3 storey buildings/historic streets that surround the site.</p>	Main issue 7

Issues raised	Response
<p>The architects claim they want to recreate Norwich's yards and alleys but doing this with 6 to 8 storey blocks is absurd and nonsensical.</p> <p>Norwich is an individual city; this design makes it like anywhere else. It is not a human scale.</p>	
<p>Little regard to historic character of Norwich</p> <p>Development will loom over St Augustines Church, St Augustines Street and Magdalen Street</p> <p>Visible from St James Hill and Waterloo Park</p> <p>Historic street pattern is not being reinstated.</p> <p>Church of St Olaves should not be demolished.</p>	Main issue 7
<p>Architecture is bland and generic. This design does not respect the character of Norwich.</p> <p>Soulless</p>	Main issue 7
<p>Shop fronts – need to be more varied</p>	Main issue 7
<p>Magdalen Street is the best street in Norwich; Anglia Square is one of the most characterful areas in the city.</p> <p>There is a positive emotional feeling of being in and around Anglia Square now.</p> <p>This proposal to erase Anglia Square and replace it with 6-8 storey blocks of expensive flats is not something that is being done in the interest of the existing community.</p> <p>The existing character of the area should be preserved not lost – diverse and eclectic mix of people and shops, the range of different ethnic restaurants and cafes and the artistic elements.</p>	Main issue 7 and 8
<p>Independent retailers should be protected offer vital community support – need to retain access to affordable shopping.</p> <p>Should be a commitment to keeping not just the one low end retailer (Poundland?) but also QD and Savers and Iceland</p>	Main issue 5

Issues raised	Response
<p>Shops need to continue to serve the needs of the old, young families and those with limited mobility.</p> <p>Provisions should be put in place provisions in place to protect the businesses currently occupying Anglia Square.</p>	
<p>Concern about waiving of infrastructure payment</p>	<p>A decision on CIL ECR can only be made following the grant of planning permission, is subject to an application process and determination by Planning applications committee</p>
<p>Impact of construction on traffic movement within the city and on pollution</p>	<p>Main issue 10 and 11</p>
<p>Number of dwellings exceeds the 800 referred to in GNLP policy</p>	<p>Main issue 1 and 2</p>
<p>Number of dwellings exceed the 600 referred to by Historic England</p>	<p>Main issue 2</p>
<p>Too residential led – should be more mixed in use.</p>	<p>Main issue 5</p>
<p>10% affordable housing insufficient given level of housing need</p> <p>Need for good quality social housing.</p> <p>Amount of public subsidy should require higher levels of affordable housing</p>	<p>Main issue 2 and 4</p>
<p>The interior standards of the dwellings are inadequate other than for short-term occupation.</p>	<p>Main issue 9</p>
<p>New homes have insufficient gardens. Proposed standard of the residential environment is seriously deficient.</p> <p>External space – essential to mental health</p>	<p>Main issue 9</p>
<p>Impact of air quality.</p>	<p>Main issue 11</p>
<p>Lack of public greenspace provision.</p> <p>Needs to be more public parks in the area, otherwise there will be too great a strain on Gildencroft Park.</p>	<p>Main issue 8</p>

Issues raised	Response
<p>The proposed community 'hub' will not replace the established and vibrant communities who already use Anglia Square daily. Nor replacement for a cinema and a vibrant cultural scene.</p>	<p>Main issues 5 and 6</p>
<p>The value of the proposed dwellings is significantly above average values in that area. This development will profoundly change the character of the area by pushing up property prices and rents and pricing local residents out.</p> <p>Gentrification</p>	<p>Main issue 6</p>
<p>There is no real space for nature in the plans.</p> <p>The proposed courtyard gardens are a cosmetic veneer of greenery on the roof of covered car parking.</p> <p>The scheme does not offer sufficient biodiversity value.</p> <p>Ecology benefits have been overstated.</p> <p>Development should be greener and have more trees.</p>	<p>Main issue 8</p>
<p>The buildings are tall and close together, which means the streets will be dark.</p> <p>The public space in Anglia Square at the moment gets a lot of light and is beautiful place to sit on a sunny day. Some of the streets will get a lot of light and others will get very little</p>	<p>Main issue 8</p>
<p>Missed opportunity to increase Norwich's cultural offering by refurbishing buildings it to include concert hall facilities.</p> <p>The site also provides one the largest artist studio complexes in the country. These are the people who have helped to regenerate the cultural and retail offerings of the area.</p>	
<p>Increase in residents will place a massive strain on the already inadequate public transport offering.</p>	<p>Main issue 10</p>
<p>The proposed flats are far too close to the back of the Leonard Street properties and would block out what little sun they currently get.</p>	<p>Main issue 9</p>

Issues raised	Response
CCTV needed to manage anti-social behaviour	Condition 43 is proposed in relation to crime prevention and includes CCTV
Mix of housing provision is wrong with too many small units and not enough family-sized dwellings. Too many flats. Communal facilities are expensive to provide and costly to manage. Likely to create social and community problems in the future.	Main issue 4
Concern about GP access	Main issue 6
Traffic disruption and pollution during the long construction period	Main issue 10 and Noise section
Comments in support	
Existing buildings are an eyesore and need to go	
Development needs to go ahead – waited for too long	
How much longer are local residents going to have to put up with the current abandoned and rotting buildings dominating Norwich over the Water	
Scheme supports sustainable travel	
The revised plans mean that no building will be over eight storeys in height and the development will fit in to its surroundings and not overly dominate the nearby historic St Augustine's Church.	
The building sizes, designs and layout are an improvement from the previous plans.	
Developers have been in contact and are keen to support provision within the new development (Men's Shed)	

Consultation responses

47. 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 (AW)

48. No objection subject to imposition of condition. Confirm that there are AW assets within and close to the site. In relation to wastewater treatment, they indicate the

foul drainage from this development is in the catchment of Whitlingham Trowse Water Recycling Centre that will have available capacity for these flows. Conditions are recommended regarding on-site drainage and surface water disposal.

Broads Authority

49. Does not have any comments to make regarding this application.

Cadent Gas

50. No objection, informative note required.

Churches Conservation Trust

51. Object to the scheme as proposed.

52. We note the amendments made to the scheme; however, height, scale and character of the proposed development would still be detrimental to the setting of the church in the surrounding historic townscape and would have a significant and negative impact on the many valued views of the city.

Church of St Augustines

53. Remain deeply concerned about this development site.

54. Visual impacts as viewed from our church – do not agree with statements made in Heritage and Townscape Baseline Impact Assessment. Do not in our view represent the effect of the proposed buildings in terms of their height, darkness and proximity all of which would significantly impact the setting of the church and its immediate surrounds in an overpowering way.

55. In terms of green space concerned about the needs of such a densely populated new housing and impact on the safety and well-being of our existing parish residents. We question whether the housing mix genuinely reflects the needs of the area and concerned about the level of affordable provision.

56. Keen that design and purposes of the community hub complement rather than compete with church hall. Would be most interested in capital funds from the development that would allow investment in church hall and adjacent green space. Further investigation is required of the historical church site of St Olafs. Concern over construction process and prolonged periods of noise, dust, and disruption. Welcome opportunity to discuss how these can be mitigated to avoid sensitive times of worship and public use of our site.

Council for British Archaeology (CBA)

57. Response to first consultation. The CBA believe these proposals to be a considerable improvement on the previous scheme, although we recommend revisions are necessary regarding the proposed demolition of some 19th century and earlier structures. The CBA object to the demolition of 43-45 Pitt Street and the flint warehouse on both heritage and environmental grounds.

58. The CBA are aware that recent assessment of the flint and brick warehouse structure has suggested it may contain the built remains of the lost St Olave's medieval parish church. The CBA support and echo the stance taken by Save Britain's Heritage regarding the retention and conservation of this structure.
59. If your LPA do permit the demolition of these buildings at the corner of Pitt Street, the CBA are concerned that these structures are included in phase 1, no demolition of this corner of the site should be permitted until the redevelopment phase is due to happen and secured by full planning permission. This area of the site only has outline planning proposed at present.
60. The CBA recommend that development in this location should be viewed as an opportunity for substantial public benefits, as required by paragraph 201 of the NPPF as mitigation for the inevitable harm to buried archaeology, in the form of genuine public participation with that archaeology. The CBA believe that an expectation of public engagement should be included within the archaeological conditions for any planning permissions for the proposed development, as well as post excavation analysis and dissemination.
61. The CBA recommend the retention of 43-45 Pitt Street and the brick and flint warehouse building, believed to contain remnants of the lost medieval church of St Olaves are retained. Meeting the requirements of the Joint Core Strategy (amended 2014), policy 11 would be best achieved through adaptively reusing these structures. Non-designated heritage assets present fantastic opportunities for contemporary architecture and design to reimagine buildings as part of a place's evolution.

Environment Agency

62. Initially lodged a holding objection to the application on the grounds of foul water disposal. Latest response confirms that holding objection has been removed. The response includes the following:
63. Foul water disposal: The data which we currently have access to for Whitlingham Water Recycling Centre (WRC), which serves the catchment for this development, shows that the WRC is operating at approximately 99.9% capacity, and has very little headroom for accommodating additional growth connections. Through proactive discussions with Anglian Water, we were provided with information and assurances that there had been an anomaly in the 2021 data due to an erroneous flow meter. We agreed with AWS that we would currently take into consideration an assessment for Whitlingham WRC that is based on 2020 Q90 data as an interim position for calculating headroom capacity. We are satisfied that we can provide an updated position that now removes our holding objection, providing you are satisfied with the risks of using backdated data as an interim position.
64. Water Resources: We have evidence which indicates that groundwater abstraction to meet current needs of the population is already in some cases causing ecological damage to Water Framework Directive designated waterbodies (including chalk streams where applicable) or there is a risk of causing deterioration in the ecology if groundwater abstraction increases. This development has the potential to increase abstraction from groundwater sources. You should consider whether the water resource needs of the proposed development alone, and in-combination with other proposed development that the

relevant water company is being asked to supply, can be supplied sustainably without adverse impact to WFD waterbodies and chalk streams. You must have regard to River Basin Management Plans and be satisfied that adequate water supply exists to serve development, in accordance with the policies of your Local Plan. Any surplus in water companies' current WRMP is subject to further consideration of whether it can be taken without causing environmental deterioration. Residential - Should the development be permitted, we would expect you to ensure that the new buildings meet the highest levels of water efficiency standards, as per the policies in the adopted local plan.

The Gardens Trust and The Norfolk Gardens Trust

65. Object to the proposed development because of its effect on views from Waterloo Park and St James Hill/Kett's Heights
66. Waterloo Park - the height and bulk of the 8 storey blocks is considered to result in moderate harm to views
67. St James Hill/Kett's Heights - the height and bulk of the proposed 8 storey blocks is a concern. The development would result in significant harm to these important views rather than, as the applicant asserts, providing a development sitting comfortably in the visual background.

Historic Buildings and Places

68. We have objected to previous iterations of this redevelopment scheme and continue to object to the latest revision.
69. No substantive changes have been made to the scale, design and massing of this development and the latest revision has again failed to address the heritage concerns that have been raised on numerous occasions by Historic England and the other statutory and heritage consultees, and during the public inquiry in 2020.
70. Anglia Square forms a key part of the northern end of the Norwich City Centre Conservation Area (NCCCA) and HB&P recognises the huge opportunity to sensitively regenerate this site to 'enhance or better reveal' the significance of the NCCCA (Para. 206, NPPF, 2021) for the benefit of the wider city centre. The surrounding historic environment is largely 2-3 storeys in height and of a much more fine-grained building pattern and this should be reflected and respected in this scheme.
71. It is a great concern that the key justification for the excessive height and scale of the proposed development are those buildings that were constructed on the site the 1960s that are deemed to be 'negative' and detracting in the NCCCA Appraisal. This is a fundamental flaw with this application and results in a dense collection of large, taller buildings across the whole site that completely change the character of the wider area and dominates this part of the NCCCA. It is particularly detrimental to the historic Magdalen Street streetscape and harms the setting and significance of several nearby listed heritage assets.
72. In summary, HB&P consider that the application and the revised proposals do not have sufficient regard to the significance, character and appearance of the Norwich City Centre Conservation Area or to the setting of the heritage assets in the surrounding area.

Historic England

73. Submitted and amended schemes - Object. Response to first and second consultations attached in full (Appendix 3)
74. First consultation (summary) –

Historic England objects to the application on the grounds it would harm the historic character of Norwich and fail to meet the aspirations of the planning system of sustaining and enhancing the significance of heritage assets and creating well designed places that respond to local character and distinctiveness.

Norwich is one of England's finest historic cities, steeped in over 1000 years of history.

The existing failed and incomplete Anglia Square development detracts from the historic city, and we are keen to see it sympathetically redeveloped and townscape repaired.

There are aspects of the proposal that would have a beneficial impact on the historic city, notably the partial repair of the historic street pattern and the replacement of the existing buildings with a more considered design.

However, the scale of the development would be much greater than that of the historic city.

It would perpetuate the scale of the existing development and extend this across the site. This, and the character of the buildings, would harm the significance and historic character of Norwich. It would fail to take the opportunity to repair the damage of the past.

It would cause a high level of harm to the significance of St. Augustine's Church (grade I) and 2-12 Gildencroft (grade II) and harm to other listed buildings including those on St Augustine's Street, Magdalen Street and to Doughty's Hospital (grade II). It would harm the Norwich City Centre Conservation Area.

The proposal is at odds with legislation, national and local policy and guidance. This sets out the importance of sustaining and enhancing historic places and making a positive impact on local character and distinctiveness. These requirements are also reflected in national policy and guidance on good design. The local policy requirements reinforce this.

On these grounds Historic England object to the application. We continue to recommend that the quantum and scale of development is significantly reduced. In this way, the redevelopment of Anglia Square could be achieved in a way which removed the present blight, provided much-needed housing and other facilities and responded fully to Norwich's exceptional historic character.

Should, notwithstanding this, your Council broadly accept the case for the proposal, there remain significant improvements that could be made. We acknowledge notable positive changes have been made following the Inquiry scheme and pre application discussion. We feel these could be increased through further amendment of aspects of the scheme. In particular, at the southeast and

north-western parts of the development where it has the greatest impact on the historic environment. We would be pleased to discuss these further with you and the applicant.

75. Second consultation - *The revisions, while resulting in modest improvements to aspects of the scheme, do not address Historic England's objections to the scheme.*
76. Third consultation - *The proposed changes to the buildings' design largely relate to internal layouts, with minor external amendments to window, door and balcony positions. Other changes relate to the public realm landscaping. The additional CGI 7 of block D is helpful to illustrate the proposal but there are no significant changes to the overall design. Historic England therefore maintains its objection.*
77. Final response following publication of development viability evidence - *The fundamental viability question was the one we asked in our first letter, neither review has answered this. This was that a review of viability should consider not merely the figures, but the possibility that different approaches to development would produce different results. If the viability appraisals generate a scheme that is inappropriate to the character of Norwich, the assumptions on which the calculations rest should be revisited, including land value. The independent review seems to suggest that viability of the proposed scheme is uncertain.*

Health and Safety Executive (HSE)

78. Following feedback and amendment the HSE have confirmed that they are 'content' about this application.

Norfolk County Council – Lead Local Flood Authority

79. No objection subject to recommended conditions being attached to any consent if this application is approved and the Applicant is in agreement with pre-commencement conditions. Conditions relate to the following matters:
 - Water and water reuse facilities.
 - evidence in relation to discrete drainage areas
 - evidence of the achievement of permanent surface runoff rate; details of temporary treatment units
 - flood defence structures at the entrance to the Basement Car Park and the Edwards Street Service Yard
 - Blocks A and D, the applicant shall provide appropriate flood resistance measures for each of the affected properties.
80. Furthermore, a condition is recommended in relation to off-site flooding. The condition requires the applicant to develop and install appropriate highway drainage improvements in accordance with the Highway Authority, Anglian Water and the LLFA guidance along the neighbouring streets. This work is to ensure there is no increase in surface water flood risk within the highway due to the proposed development and the properties along the impacted road are not negatively affected. In addition, to the improvements scheme the applicant is required to undertake a threshold level and topographic survey of properties along

the impacted to better inform the impact assessment and in identifying any residual risk due to the development. Should any properties remain negatively affected by an increase in flood risk, the developer should offer to install suitable flood resistance measures to the properties affected by residual flood risk.

Natural England

81. No objection - subject to appropriate mitigation being secured.
82. Natural England considers that without appropriate mitigation the application would have an adverse effect on the integrity of:
 - The Broads Special Area of Conservation (SAC)
 - Broadland Special Protection Area (SPA)
 - Broadland Ramsar
 - Breydon Water SPA
 - Winterton-Horsey Dunes SAC
 - Great Yarmouth and North Denes SPA
 - North Norfolk Coast SAC
 - North Norfolk Coast SPA
 - North Norfolk Coast Ramsar
 - The Wash and North Norfolk Coast SAC
 - The Wash SPA
 - The Wash Ramsar
 - Norfolk Valley Fens SAC
83. And would damage or destroy the interest features for which the underlying Sites of Special Scientific Interest of the above European sites have been notified.
84. In order to mitigate these adverse effects and make the development acceptable, the following mitigation measures should be secured:

On-site greenspace as shown in drawings ANG-PLA-XX-XX-DR-L-0001 Revision P05 (01.04.2022) and ANG-PLA-XX-XX-DR-L-002 Revision P05 (01.04.2022)

 - *Ongoing management and monitoring of the on-site greenspaces*
 - *A financial contribution of £20,800 to improve access to and enhance the natural greenspace at Gildencroft Park and Wensum Park*
 - *A financial contribution of £204, 523 towards Norfolk GIRAMS*

- *Information provided to residents advising them of on-site and nearby recreation opportunities*

- *A financial contribution to secure the necessary credits for nutrient mitigation through the Norwich City Council mitigation scheme*

85. Natural England advises that an appropriate planning condition or obligation is attached to any planning permission to secure these measures.

Norfolk and Waveney Integrated Care System (ICS)

86. Seek contribution towards the costs of mitigating the impact of the development.

87. *This detailed proposal comprises a development of 353 residential dwellings, with a population growth of circa. 380 additional residents, in terms of net gain in population (allowing for movement in and out of the area), which will have an impact on the NHS funding programme for the delivery of healthcare provision within this area and specifically within the health catchment of the development. The ICS would expect these impacts to be assessed and mitigated. It is noted that this proposed development is part of a larger planned re-development of Anglia Square with a potential total of 1100 dwellings. This will have a significant impact on a number of healthcare services in the area of which some are already constrained.*

The proposed development will have an impact on the services of local GP practices, Acute healthcare, Mental healthcare, Community healthcare and the Ambulance service operating within the vicinity of the application site. The proposed developments would have an impact on healthcare provision in the area and its implications, if unmitigated, may be unsustainable. In order to be considered under the presumption 'in favour of sustainable development' advocated in the National Planning Policy Framework, the proposed developments should provide appropriate levels of mitigation.

This development would give rise to a need for improvements to capacity, which, in line with the ICS strategic estates strategy, would primarily come from Improvements/extension of existing infrastructure or the building of a new facility. It will also give rise to increased investment requirements within our acute, community and mental healthcare settings, where the investment will be required to provide and develop functionally suitable facilities for patients, providing the required beds and floorspace to manage the increased demand.

Estimated capital cost calculations of additional healthcare services arising from this proposed development (353 dwellings), as modelled through the nationally recognised and agreed (via the Planning in Health Protocol) HUDU tool, which in this case would be £424,082.

The ICS Estates Workstream and partner organisations do not have funding to support development growth; therefore, it is essential to effectively mitigate development impact and maintain sustainable healthcare services for the local communities of Norwich that developer contributions are secured.

Assuming the above concerns and requests are considered in conjunction with the current application process, the ICS Strategic Estates workstream would not wish

to raise an objection to the proposed development, however without any mitigation the development would not be sustainable.

Norfolk County Council – Local Highways Authority

88. No objection subject to conditions.
89. The application offers improvements to the surrounding highway, benefiting both the residents of the development and the wider community and promotes the use of active and sustainable travel. The highway authority considers that all the off-site works should be secured by condition. The works will then be delivered by a
90. Section 278 Agreement. If necessary, the Travel Plan will be the highway authority's only requirement for any S106 Agreement.
91. We have reviewed the revised layout plans as well as the Transport Assessment Addendum which includes a Stage 1 Road Safety Audit (RSA) commissioned by the applicant for the proposed off-site highway works. The RSA flags a number of issues that will need to be addressed prior to the detailed design stage of all off site highway works ready for technical vetting from the Highway Authority's internal highway design team.
92. It is also worth noting that the applicant proposes to plant a number of trees around the development on the highway within proposed visibility splays and adjacent to loading bays. The Highway Authority strongly objects to these trees on the basis that they will restrict intervisibility between road users and will pose a significant risk to highway safety. Notwithstanding the above, the Highway Authority accepts the principle of all the proposed off site highway works based on the indicative layouts that have been provided and understands that changes in detail will be required as part of the Section 278 detailed design checking.

Norfolk County Council - Planning Obligations Team

93. **Education** - It is predicted that the development will generate demand for additional school places: early education age: 82, infant primary school: 108, junior school 128, high school age: 122, sixth form age: 13. Taking into account the other developments in this area of Norwich would generate a total additional demand for spaces for 87 Early Education age children, 251 primary age, 130 high school age and 14 sixth form age. At the time of writing there is a decline in both birth rate and pupil rolls influencing the current spare capacity at Early Education, Primary, and Secondary sectors. It is anticipated that there will be a reversal of this decline in the foreseeable future so the County Council will monitor pupil numbers. If further expansion is required for the schools in the area a funding claim for additional places through CIL will be submitted as this is covered on the District Council's Regulation 123 list.
94. **Library:** New development will impact on the library service and mitigation is required to increase the capacity of the library service in Norwich.
95. **Fire Hydrant:** provision will be required for the development - Prior to the first occupation of the buildings a scheme should be submitted to and agreed by the Council in consultation with Norfolk Fire Service, and no dwelling shall be occupied until the hydrant serving the group of properties has been provided to the satisfaction of the Council in consultation with Norfolk Fire Service.

Norfolk County Council - Public Health

96. Public Health welcomes the submission of a separate Health Impact Assessment (HIA) submitted as part of the application and is limiting its comments to the HIA report.
97. The assessment methodology for the HIA is appropriate and is based on best practice. Public Health agree that there are unlikely to be any significant, long term adverse health impacts from the development compared to baseline conditions. It should however be noted that the area within which the development is located (Lower Super Output Area Norwich 007E) is one of the 10% most deprived neighbourhoods in the country, with people in the local impact areas experiencing poorer health outcomes than Norwich as a whole, particularly in terms of mental health.
98. The construction phase impacts are assessed as having medium term, adverse impact on the following health determinants: access to healthcare services, social infrastructure, open space and nature, as well as on air-quality, noise and neighbourhood amenity, accessibility and active travel; crime and community safety and social cohesion principally as a result of disruptions and route diversions and street closures to accommodate construction activities and the erection of hoardings. The associated risk to health, particularly for priority/vulnerable groups will be minimised through the implementation of Construction Environmental Management Plan via a planning condition. Given the assessment states that opportunities for the community to participate in the planning of services has the potential to impact positively on mental health and wellbeing and can lead to greater community cohesion, the CEMP should commit to including community participation, especially given the long construction timescales envisaged. Equally a similar approach should be applied to the design of open and communal spaces during the construction phase.
99. Lastly the HIA was unclear about future healthcare provision for new residents. It states that there is existing capacity in primary care in the area, but it was unclear if this capacity will meet the needs of the anticipated population in the area once construction is complete. It also says that there will be commercial space that could be used for provision of healthcare facilities but again it is unclear if this will happen. Further work should be done with the NHS to ensure planning to meet primary healthcare needs as this is a sizeable development.

Norfolk Fire and Rescue

100. No objection providing the proposal meets the necessary requirements of the current Building Regulations 2010 – Approved Document B (volume 2 – 2019 edition) as administered by the Building Control Authority. Recommend planning conditions in relation to provision of fire hydrants.

Norfolk Historic Building Trust

101. Objection:
102. **1. Substantial heritage harm:** The overwhelming **scale** and **bulk** of the proposed blocks are harmful to the existing character of the City Centre Conservation Area which is predominantly characterised by two- and three-storey buildings. The 14

large urban blocks proposed would overwhelm the medieval city centre and the historic grain of low-scale streets and terraces which surround Anglia Square. Important historic buildings nearby whose **settings** would be particularly badly affected are the Grade I listed St. Augustine's Church, the Grade II Gildencroft Almshouses, as well as listed buildings on St. Augustine's Street, Magdalen Street and Doughty's Hospital in Golden Dog Lane. Weston Homes also propose demolishing a row of locally-listed buildings in Pitt Street which are the sole survivors of the area's history before redevelopment in the 1960s, including the remains of St. Olave's Church, a relic of Norwich's Anglo-Scandinavian history, the original Church having been dedicated to the Norwegian King St. Olaf in the early C11th.

103. **2. Housing type and density:** The proposal for 1,100 one- and two-bedroom flats is excessive and does not fulfil the need for larger family units in this part of the City. In addition, the single aspect design of at least half these units, with windows on only one side, will provide poor quality day-round even access to light and air, with those backing onto parking facilities probably experiencing additional noise and air pollution. It is the Trust's assertion that Norwich is already over-subscribed with one- and two-bedroom flats and that larger, more family-oriented accommodation with good access to safe outside space is what is sorely needed and will substantially contribute to a more cohesive, lively, community-focused development which is what the area used to be before the 1960s development of Anglia Square ripped the heart out of it. To this end, like other commentators, we commend the **Ash Sakula Architects Vision**, commissioned by SAVE Britain's Heritage, for Anglia Square, to provide a more forward-thinking, sustainable, lower-impact, community-based development, more in keeping with its historic surroundings and geared towards providing a good quality of life for residents, businesses and visitors.
104. **3. Public subsidy and viability arguments:** It is deeply disappointing that, despite being set to receive £15m of government subsidy from Homes England, Weston Homes has also been granted exemption from paying £1.3m of Community Infrastructure Levy to Norwich City Council.
105. **4. Sympathetic Redevelopment:** Everyone agrees that Anglia Square desperately needs regeneration but, along with other commentators, such as Historic England, SAVE Britain's Heritage, The Norwich Society and many other local societies, businesses, professionals and individuals, the Trust is deeply concerned that there is a real danger of repeating the costly mistakes of the 1960s and developing Anglia Square in a way that will not be fit for purpose. We all know that good design hugely affects our well-being and our behaviour for the better and that poor design does the opposite. There is a real opportunity here for a sympathetic, sustainable, conservation-led development which can be held up as a great example of city centre regeneration which meets the needs of residents and businesses. We again commend The Ash Sakula plans as an example of what can be achieved and would ask the Council and Weston Homes to revise their plans along those lines, for the benefit of all. There is a golden opportunity here to provide something really exemplary for the City to be proud of well into the future, and notwithstanding the current position, we urge you to grasp it.

Norfolk County Council - Historic Environment Service

106. The proposed development site has a high potential to contain heritage assets with archaeological interest (buried archaeological remains) of at least of local and regional significance. These include (though not exclusively) potential for evidence of Anglo-Saxon and later settlement, the Anglo-Saxon defensive ditch and the remains of St Olave's Church and St Botolph's Church and their associated burial grounds.
107. The site has been subject to development which to varying degrees had an archaeological impact. An overall deposit model, or heat map detailing the depth and nature of impacts from previous construction will be required.
108. There will be the need for a large amount of archaeological work, but we are content that this can be dealt with through a post-consent programme of archaeological works.
109. A planning condition is recommended, the wording can be tailored to reflect the phased nature of the development and allow demolition of existing structures to existing ground level/floor slab level without the need for an approved archaeological Written Scheme of Investigation and associated discharge of condition application being in place.

Norfolk Police (architectural liaison)

110. Recommend the applicant fully embraces principles of Crime Prevention through Environmental Design (CPTED) and that security measures recommended by Secured by Design (SBD) guidance Homes 2019 and Commercial Developments 2015. Detailed comments made in relation to the scheme particularly regarding secure access to car parks, cycle stores and ensuring that residential frontages do not become vulnerable to crime.

Norwich Airport

111. Object unless conditions are attached relating to landscaping proposal ensuring hazardous species of birds are not attracted to the site (birdstrike risk) and cranes (during construction)

Norwich Cathedral

112. (From the Dean and Chapter of Norwich Cathedral):
113. Are grateful for the seriousness with which Weston Homes have engaged with the community in preparation for offering this application. The plans are on a more human scale appropriate to Norwich and with a greater respect for the historic shape and fabric of the neighbourhood. In an ideal world, the scale and height of the buildings would be reduced yet further, but we recognise the commercial pressures faced by the developers.
114. However, we do wish to object to the proposed demolition of the remains of the historic church of St Olave, a significant witness to the flourishing Scandinavian community and culture that preceded the Norman conquest. The remains should be protected, preserved, and interpreted for the benefit of the community. This is by no means incompatible with the continuation of the commercial development.

Norwich City Council - Design and conservation

115. These are included within the assessment section of the report (Main issue 7)

Norwich City Council - Ecology

116. The revised scheme has increased the level of vegetated areas from the previous versions under this application and the value that the proposed development would contribute to the ecological value of the site. The site is largely urban in character with the dominant feature the built environment, and this would remain the case following development.
117. The scheme has taken advantage of the many flat roofs present in the design by proposing a variety of green roofs, to include sedum roofs, wildflower roofs, and podium gardens which would include a variety of planting such as herbaceous plants, shrubs, and small trees. The wider variety of the green roofs is supported; however, the sedum roofs and wildflower blankets remain as the lowest scoring type of green roof in the BNG metric, and therefore providing the lowest ecological value for a green roof; it is a shame that their value has not been increased still further.
118. The revisions have also increased the level of ornamental hedges. The number of hedges proposed makes the species selection important. They should consist of a mixture of species and ones that provide ecological benefits such as food as well as shelter. Ideally the mix should include some if not all native species.
119. As discussed above the proposed scheme would significantly improve the ecological value of the site, however it must be noted that the ecological value is currently relatively poor even for an urban area. The revisions have resulted in a scheme which would provide for a variety of habitats, and although the scheme could be more ambitious in terms of the ecological value that it would provide, it would result in a significant BNG and with appropriate conditions would provide a variety of habitats which should serve to support and increase the wildlife in the area.

Norwich City Council - Economic Development

120. Support the application - appended to the report (Appendix 4)

Norwich City Council - Environmental protection

Noise:

121. No Objection subject to the imposition of conditions
122. The Environmental Noise Assessment (ENA) submitted by Stansted Environmental Services (SES) with regards to the Anglia Square Masterplan has been reviewed. On-site noise monitoring was carried out which aimed to characterise the environmental noise in the vicinity of the application site. The concerns raised in the MCAL review have been addressed by Stanstead Environmental who have noted and agreed with the issues raised. Should the application be approved, the matters will be further addressed through the planning conditions.

123. It is expected that appropriate daytime and night time internal noise levels are to be demonstrated to be achieved such that future residents are not impacted by excessive levels of road traffic noise.

Air quality:

124. No objection subject to the imposition of conditions.
125. Having reviewed the data, it is apparent that air quality will not be adversely affected by the development and the conclusion is the same as the Planning Inspector's for the previous application, "that air quality is not a matter that weighs against the grant of planning permission". This conclusion is considered appropriate for this revised scheme and therefore mitigation is not required.
126. Dusk Risk Assessment: Aether Ltd on behalf of Weston Homes has undertaken a demolition and construction dust risk assessment. As stated in the introduction to the assessment "emissions and dust from the construction phase of a development can have a significant impact on local air quality". The Institute of Air Quality Management's (IAQM) Guidance on the Assessment of Dust from Demolition and Construction has been employed and its methodology has been employed within the document. The recommendation from the dust risk assessment is that a dust management plan is produced. This should be required through the imposition of a condition. This plan is required to be extensive, targeted and robust. It should cover all the appropriate areas identified in the IAQM Guidance together with related nuisance issues. It is further recommended the condition should also include matters related to asbestos dust/fibres and odorous dusts and effluvia from the site.

Contamination:

127. No objection – subject to the imposition of condition
128. Since first submission the applicant has submitted an updated Preliminary Risk Assessment report with an updated Envirocheck data report and walkover survey. The PRA sufficiently characterises the site. The report makes recommendations for an intrusive investigation. It is recommended that planning conditions are imposed to secure the details and implementation of further investigation, where necessary the agreement of a remediation strategy, implementation and verification.

Norwich City Council – City Services

129. The applicant has submitted a Refuse Strategy. This shows the location and size of bins stores within the detailed blocks and sets out on site management arrangements. In general, with the exception of blocks B, C and D (smaller blocks), the strategy relies on a weekly collection. This reduces the size of bin stores and potential odour associated with high refuse volumes. The additional refuse collection would need to be privately funded as it would not be covered by council tax charges. Bins stores from which bins would be collected by the refuse operator are positioned either adjacent to the highway (where laybys are proposed) or in locations where refuse vehicles would not impede road traffic. Given the location of these 'collection stores' there is a need for on site management to move bins from stores elsewhere in that block (and adjacent

blocks) ahead of scheduled collections. The strategy is acceptable, but a planning condition is recommended to ensure that full details of on site management arrangements and additional collections are agreed and secured prior to first occupation. These details should also include arrangements to ensure that laybys are available on collection days.

Norwich City Council - Housing strategy

130. Comment: Development proposals for this large, north city, brownfield site are welcomed.
131. The housing and tenure mix largely meets need in this area of the city. The current affordable housing need in this area is for one-bedroom flats, two-bedroom houses and larger family homes (four or more bedroom). It is noted that the mix of housing comprises predominantly one bed flats.
132. The housing options manager has confirmed that there is an ongoing and overwhelming need for one-bedroom properties in the centre/north area and any development of this scale will help to address this. We currently have 2017 applicants on our Choice-based Lettings (Home Options) register requiring a social rent, one bedroom property. Of these, 663 are single people or couples registered in the NR3 postcode area.
133. To address some of this need, we will design a Local Lettings policy. This will ensure that residents in housing need in the local impact area of the development will have the opportunity to benefit from the new homes.
134. The local housing needs assessment 2021 (LHNA), prepared as evidence for the Greater Norwich Local Plan, shows a need for a mix of tenures across the city. The requirement in Norwich across the plan period of 2018-2038 shows a need for a total of 11854 new homes of which 6768 are for market housing and 5086 for affordable housing.
135. Of these homes there is a requirement for a total of 3750 1 and 2-bedroom apartments with 2061 of these being for affordable housing of which 1017 are required to be for social rent and as such the proposed social rented properties would make a significant contribution to addressing this specific need in this part of the city.
136. The LHNA has shown a change in tenure requirements from the 2017 strategic housing market assessment, with a greater need for low-cost home ownership, however it is accepted that with a reduced level of 10% affordable housing being viable to be delivered we would wish to focus the affordable housing delivery on social rented dwellings to meet the greatest need. It is therefore proposed to retain the original tenure split for the affordable housing of 85% social rented dwellings and 15% intermediate tenure, most likely to be delivered as low-cost home ownership to meet the identified need.
137. The council particularly welcomes delivery of most of the affordable housing in the earlier phases of the scheme.

Norwich City Council – Landscape

138. The general approach of the Landscape strategy and Landscape masterplan are supported.
139. The hierarchy of proposed streets and spaces would be largely safe, accessible, and attractive. The layout includes a mix of reinstated historic street layout with new public spaces. The creation of a new Botolph Street linking St Augustine's Street and Magdalen Street through a new Anglia Square, together with a new north-south route comprising St George's Square and Street would tie the development into the existing urban fabric. The key focal space of the development retains the location of Anglia Square and its' community functions with an enhanced quality of space.
140. Street widths are somewhat constrained in relation to proposed building heights, although the overall amount of space is sufficient to allow the streets to perform a range of necessary functions. Streets and spaces would be multi-functional accommodating movement, public and private amenity, biodiversity, green infrastructure, and play.
141. The ratio of building heights to width of streets and spaces would cause overshadowing and lack of sunlight in some locations. However, given the higher density of development appropriate to the city centre context, these effects are not excessive. Existing streets around the site perimeter would gain extra space for public benefits, helping to mitigate the effects of taller buildings.
142. Residents would benefit from private and semi-private amenity space in the form of small garden spaces, courtyards, and roof terraces. Although space would be limited, the lack of large-scale open space provision within the development is accepted considering the city centre location, proximity of nearby green spaces and the alternative public realm approach. There is also potential for improving access to and enhancing off-site green infrastructure via a Section 106 agreement.
143. The scale of the built form implies a need for interest and detail at street level to provide quality and functionality in the spaces created by the built form. A lower quantity of green space can also be offset by higher quality provision. The Landscape masterplan includes a palette of hard and soft landscaping elements which would be of sufficient quality to provide character and useable spaces.
144. The Landscape strategy highlights the concept of a layered landscape, with accessible spaces provided at ground level, levels 1 and 2, and with roof terraces adding another layer of landscape. Other non-accessible roof treatments provide further green layering. The 3D layering would provide a variety of external spaces performing a range of functions and is a positive aspect of the overall scheme.
145. The soft landscape scheme would increase biodiversity across the site above existing levels and enable better ecological connectivity both within the site and with the surrounding area.
146. The planting plan provides a significant number of trees in the city centre where finding space for new trees is often difficult. The planting also includes a variety of habitat types to support wildlife, while giving visual interest. Green infrastructure is

integrated into the landscaping and drainage schemes for the site, the design of communal amenity spaces and in green roof treatments.

147. Where there are unresolved issues, these are considered capable of being addressed at a detailed level by Conditions. Quality outcomes for external spaces are dependent on good detailing, which is achievable without necessarily impacting other elements of the development.
148. Overall, a balance between the high-density building led approach and the creation of safe, inclusive, and accessible spaces would be achieved.
149. The scheme provides a layout of streets and spaces with a level of landscape provision which would essentially fulfil landscape policy requirements.
150. The public realm proposals would provide a much-needed improvement of the existing site and would contribute to the creation of a sense of place for the development.

Norwich City Council - Tree protection officer

151. No objections, subject to the imposition of planning conditions
152. The tree group containing T14 and T15 (trees to be removed) is a significant landscape feature in the area, and, as a group, possesses high amenity value. Removal of T14 and T15 will diminish this value (but not to an unacceptable level). However, it is extremely important to secure the future of this group, and the continuing contribution it makes, therefore, I would like to see replacement planting at the eastern end of the group utilizing species that will attain the same stature as the retained trees (e.g., planting 3-4 heavy standard planes or limes).
153. Once T14 and T15 are removed, the new highway access/egress will be next to T16. Details on distances/dimensions, and a tree protection plan with method statements will be required prior proposed works being undertaken.
154. Due to the number of trees proposed as mitigation, removal of G1, T2, T3 and T6 is acceptable.
155. In terms of replacement planting throughout the site, restrictions may occur due to the presence of underground services. Details around number of trees/planting pit design/exact locations would need to be confirmed. Responsibility for watering/aftercare of new trees would also need to be confirmed, as well as long term responsibilities in terms of costs/future maintenance.

Norwich Cycling Campaign

156. Response to the scheme as first submitted - We broadly welcome the proposals, and we note you have confirmed that the design of cycle routes will adhere to the currently in-force design guidance LTN 1/20 "Cycle Infrastructure Design".
157. Specific comments made to the North- South route - welcome that is to be 4m wide, will be coloured tarmac and will have kerbs to mark its edges. We are however concerned that the route as indicated is not continuous and has sections where the route is unsegregated & shared with pedestrians which will disrupt the route and introduce potential conflicts between different users. Whilst a level

surface maybe used for pedestrian crossing points, the cycling route should be indicated by change of surface colour or contrasting paving.

158. East-west cycle access and Cycling permeability - We note intention not to provide a segregated route along the re-created east-west route (Botolph Street) through the new Anglia Square. We are concerned that the present plans will lead to conflict between cyclists and pedestrians. We expect to see signage saying considerate cycling will be permitted on all the internal routes crossing the site.
159. Southern east-west route - We support the new east-west route along the southern edge of the site. This will provide a useful link and expect it to be designed for Cycling as per LTN 1/20 and should connect with Magdalen Street near the existing flyover.
160. Edward Street crossing - There appeared to be some confusion on the plans so we would like to confirm that the Yellow Pedalway crossing of Edward Street should be a parallel light-controlled crossing, such as on Magpie Road (with separate areas for pedestrians and cyclists) not just a Toucan crossing (which mixes pedestrians and cyclists).
161. Cycle parking - These should be of the Sheffield stand design and located at many locations throughout the development especially close to locations where people will want to go (e.g. near Anglia Square). Stands to be installed with a minimum clearance of 800mm from each other and any building nearby, so that both sides can be easily accessed.

Norwich Society

162. Submitted and amended schemes – Object. The Norwich Society objects to the planning application in its revised form and believes that, as it presently stands, the scheme should be refused permission for the following two reasons.
163. Heritage impact - The revisions have made only very modest changes to the scale and massing of small areas of the overall development and have therefore failed to address the fundamental heritage concerns that were raised in May, both by the statutory body, Historic England, and by other consultees, including the Norwich Society and SAVE Britain's Heritage and many individuals. The Society believes that the revised development proposals still pay insufficient regard to the character and appearance of the Norwich City Centre Conservation Area and to the important heritage assets in the vicinity. Consequently, the development will cause significant harm to heritage interests because of its heights, massing and layout.
164. As the Society said in response to the first consultation, this development has not drawn its primary inspiration from the historic buildings that once occupied this site, nor from the site's current neighbours, which are typically 2-3 storeys in height. Instead, it has taken its lead from the height and bulk of Sovereign House and other blocks which had such a harmful effect when dropped onto Norwich in the 1960s. Taking and exploiting this precedent, and extending it across the entire site, produces large blocks which create an abrupt change in character, dominate their neighbours and transform the street scene to the detriment of the Norwich City Centre Conservation Area.

165. The Society fully agrees with the continuing heritage concerns which are set out in detail in Historic England's objection - In particular, the setting of the grade 1 listed St. Augustine's Church and the grade 2 listed almshouses at 2-12 Gildencroft would still be adversely affected to a high degree. Meanwhile, the opportunity has not been taken to correct the past harms that Anglia Square caused to the setting of Doughty's Hospital.
166. Residential environment - The latest revisions do not adequately address the concerns which the Norwich Society and others raised in May about the poor residential environment which is being built into the proposed development. The Norwich Society believes that the development would not provide the standard of residential environment that should be expected of such an important site, due to its high density and the layout and orientation of the units proposed. On average this proposed development contains only 2.56 habitable rooms per residential unit and it is squeezing 229 of these units into every hectare of land. The Norwich Society's concern extends beyond the overall density of this residential development and goes to the issues of layout, orientation, and amenities that arise from it. The revisions now show a small increase in the number of dual aspect units in the overall development, but this is only a minor improvement, and can only be so within the constraints of the developer's chosen master plan. Half of the units will remain single aspect. Some will face north, or eastwards into an enclosed courtyard, and will receive little or no direct sunlight. Others would enjoy southern or western outlooks where the occupants would need to screen their only habitable rooms from full sunlight at times. Eventually, something approaching 550 households at Anglia Square will find themselves not being able to move between the warmer and cooler sides of their home during the passage of the day or enjoy the benefit of cross ventilation. Those flats which back onto parking podiums would potentially have to endure additional noise and air pollution difficulties. For the great majority of future residents, personal amenity space would be restricted to a single, small balcony.
167. A major residential-led development of high quality is clearly possible here and could certainly be designed with dual aspect living throughout if the will is there. The latest Ash Sakula alternative vision, commissioned by SAVE Britain's Heritage, is not the only possible alternative but it neatly serves to illustrate some key features of a sustainable residential environment that the City Council should be insisting upon in an age of accelerating climate change.
168. The Society asks the Council to vigorously assess the viability evidence now presented in this case and reflect on the potential future consequences of any decision that rests on the belief that there is once again no viable alternative to the current planning application. A development's viability rests on numerous variables and is often subject to volatile market conditions. Of particular interest to the Norwich Society is the site's acquisition costs

SAVE Britain's Heritage

169. Submitted and amended schemes - Object.
170. (Taken from Conclusion from response to first consultation) The existing Anglia Square sits like a cuckoo in the nest within the remarkable medieval core of the city, a comprehensive development that is regarded now by the vast majority of its citizens as a mistake of the 1960s. The success of the new scheme will be judged

in the future not on what was there before, or the previous refused scheme, but the quality of the new development that is built. The public inquiry has presented the owners and developer of this site with a unique opportunity and responsibility to build a high-quality development of an appropriate scale that fits within its historic conservation area context. We are concerned that the plans presented do not achieve this aim, and do not reflect the high importance that the Secretary of State placed on heritage and design issues in his decision.

171. SAVE objects to these proposals on grounds that the scale, massing, and density of blocks proposed will cause substantial and unjustified harm to the character of the Norwich City Centre Conservation Area. Notwithstanding the three outstanding listing applications, we consider the demolition of undesignated heritage assets proposed under the scheme to be unacceptable and substantially harmful to the conservation area.
172. We also consider the total number of units proposed to be excessive for this site, with the number of single aspect home unacceptably high, especially for a scheme in receipt of substantial Homes England grant funding. The mix of unit sizes fails to accord with the objectively assessed housing needs of central Norwich, with insufficient information provided in the plans regarding the amount and management of private and public amenity space proposed for these units. Inconsistencies pertaining to buildings heights in the planning documentation provided, as highlighted above, also require clarification.
173. For these reasons, we consider the plans to be in contravention of national and local planning policy for the protection of Norwich's historic environment and the provision of appropriate housing density, types and design. We therefore call on the Local Planning Authority to refuse planning permission for the scheme in its current form.
174. Whilst we acknowledge the reduction to building heights by one storey at two locations across the scheme (Blocks A and D), we consider these changes to be small in scale and therefore incapable of addressing the harm caused by the overall scale, massing and footprint of the proposed blocks. We also note that extra storeys have been added to Blocks E/F and F, largely annulling any sense of overall reduction of the scheme bulk. Tweaks to dormers and roof gable heights also do nothing to mitigate the scheme's inherently dominant scale and character.
175. The scale and bulk of these blocks remains fundamentally at odds with the finer grain and much lower scale of the surrounding streets to Anglia Square. The amended proposals continue to seek the demolition of the unlisted historic buildings at the southwestern corner of the site, which we consider to be unacceptable in heritage terms. We remain of the view that as the only surviving links to the historic fabric of the area, they should be retained as part of any redevelopment of the site.
176. For these reasons, we consider the cumulative harm of the scheme on the character and significance of Norwich City Centre Conservation Area remains substantial in heritage terms and contrary to the adopted development plan and the NPPF.
177. Second consultation response - Housing provision. Despite minor changes to the number and type of housing units to be built between the detailed and outline

phases of the scheme, the total number of flats proposed (1100) remains unchanged and excessively high for this site. The scheme therefore continues to be at odds the emerging site allocation guidance for Anglia Square - 'Policy GNLPO506' (currently under Regulation 19 consideration) which states that: "*The site will deliver in the region of 800 homes.*" We continue to question the justification for proposing 300 more units than the policy recommendation. The mix of housing continues to conflict with overall housing need and requirements for affordable housing.

178. Design and amenity - We consider the high concentration of single aspect homes can only be a result of the excessive number of units proposed for the site. We continue to consider that a lower scale, conservation led approach to the re-development of Anglia Square is the appropriate design and town planning response to such a key site within the city centre conservation area. Our recent and well-publicised alternative vision by Ash Sakula Architects presents such an approach.
179. For the reasons outlined above, we consider the amended plans do little to allay out previous concerns regarding the harm the scheme will cause in heritage terms and the shortcomings identified in terms of housing provision, design and tenure. As a result, we consider the plans remain in contravention of national and local planning policy, and we call on the Local Planning Authority to refuse planning permission for the scheme in its current form.
180. Third response - we consider the plans remain in contravention of national and local planning policy, and we call on the Local Planning Authority to refuse planning permission for the scheme in its current form.

The Society for the Protection of Ancient Buildings

181. Object to the proposals.
182. Objections to previous iterations of this scheme identified the scale and massing of the proposed structures as fundamentally at odds with the finer grain and lower scale of the streets surrounding Anglia Square. Indeed, Historic England observed that the development would exacerbate the harm of the existing arrangement by consolidating and expanding its mass. This would be detrimental to the significance of the historic city and several listed buildings within the immediate area.
183. The demolition of locally listed historic buildings in the south-west corner of the site was also considered problematic on heritage grounds, with objections stressing the need to retain these buildings as the only surviving links to the historic fabric of the area.
184. The previous proposals were therefore unacceptable on the basis that they would introduce substantial harm to the character and significance of Norwich's City Centre Conservation Area, at odds with legislation, national and local policy, and guidance.
185. Having reviewed the amendments set out in early 2023 (Revision C). There is no change to the scale and building heights, the total number of blocks proposed, or

the overall housing totals, mix and tenure. The demolition of locally listed buildings on Pitt Street remains integral to the proposals.

186. We do not consider that the recent amendments (Revision C) offer meaningful alterations to the scheme, nor do they mitigate the substantial harm the proposals would introduce to the character of historic Norwich.

UK Power Network

187. No objection – informative recommended

Victorian Society

188. Object to the proposals

189. It is incumbent on any proposed redevelopment to respect the surrounding scale of historic buildings and ensure that the setting and views of heritage assets of high significance are protected. Unfortunately, the present scheme fails to ensure this, with multiple buildings between 4 and 8 storeys proposed. Amendments made since the initial proposal have not addressed these concerns, which have been raised by statutory consultees such as Historic Buildings and Places, and other heritage groups. We agree with the comments of SAVE Britain's Heritage that the proposal would cause substantial harm to the significance of the Conservation Area.

190. The proposal also continues to envisage the demolition of non-designated heritage assets at the southern end of Pitt Street. These early C20 buildings have local significance and represent a rare survival in an area which has seen so much postwar development. Considering the level and density of the redevelopment of the rest of the site, we are unconvinced of the need to demolish these non-designated heritage assets for yet further intensive development.

Assessment of planning considerations

Relevant development plan policies

- **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
 - JCS8 Culture, leisure and entertainment
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS19 The hierarchy of centres

- **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
 - DM6 Protecting and enhancing the natural environment
 - DM7 Trees and development
 - DM8 Planning effectively for open space and recreation
 - DM9 Safeguarding Norwich's heritage
 - DM11 Protecting against environmental hazards
 - DM12 Ensuring well-planned housing development
 - DM13 Communal development and multiple occupation
 - DM16 Supporting the needs of business
 - DM17 Supporting small business
 - DM18 Promoting and supporting centres
 - DM19 Encouraging and promoting major office growth
 - DM20 Protecting and supporting city centre shopping
 - DM22 Planning for and safeguarding community facilities
 - DM28 Encouraging sustainable travel
 - DM29 Managing car parking demand in the city centre
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing
 - DM33 Planning obligations and development viability

Other material considerations

- **Relevant sections of the National Planning Policy Framework July 2018 (NPPF):**
 2. Achieving sustainable development
 4. Decision-making
 5. Delivering a sufficient supply of homes
 6. Building a strong, competitive economy
 7. Ensuring the vitality of town centres
 8. Promoting healthy and safe communities
 9. Promoting sustainable transport
 11. Making effective use of land
 12. Achieving well-designed places
 14. Meeting the challenge of climate change, flooding and coastal change
 15. Conserving and enhancing the natural environment
 16. Conserving and enhancing the historic environment
- **Supplementary Planning Documents (SPD)**
 - Affordable housing adopted July 2019
 - Main town centre uses and retail frontages adopted Dec. 2014
 - Open space & play space adopted Oct. 2015
 - Landscape and Trees adopted June 2016

- **Greater Norwich Local Plan**
 - Policy 1 The Sustainable Growth Strategy
 - Policy 2 Sustainable Communities
 - Policy 3 Environmental Protection and Enhancement
 - Policy 4 Homes
 - Policy 6 The Economy (including retail)
 - Policy 7.1 The Norwich Urban Area including fringe parishes
 - Policy GNLP0506 Land at and adjacent to Anglia Square
- **Other**
 - Anglia Square Policy Guidance Note (PGN) adopted 2017
 - Northern City Centre Area Action Plan (2010) expired

Case Assessment

191. 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 Council's 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.
192. The Greater Norwich Local Plan was submitted to the Secretary of State for independent examination on 30 July 2021. Hearing sessions commenced in March 2022 with further sessions on topics such as the housing trajectory and nutrient neutrality being scheduled for March 2023 and sessions relating to Gypsy and Traveller sites being scheduled for July 2023. It is not anticipated that the plan will be adopted until early 2024. Once adopted the plan will supersede the Joint Core Strategy and the Site Allocations Documents for each of the authorities.
193. The National Planning Policy Framework (NPPF) sets out in paragraph 48 that Local Planning Authorities may give weight to relevant policies in emerging plans according to:
- (a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
 - (b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

- (c) the degree of consistency of the relevant policies in the emerging plan to the Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).
194. References are made throughout the report to various GNLP policies. Advice regarding weight to be attached to individual policies is given as the policies are discussed.
195. At pre-application stage the local planning authority screened the project that is the subject of this application as Schedule 2 development under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (EIA Regulations) with the potential to cause significant environmental effects and therefore 'EIA Development' under the EIA Regulations. The Council confirmed to the applicants that the proposal would need to be subject to an Environmental Impact Assessment (EIA) and an Environmental Statement (ES) would need to be prepared. The planning application therefore includes an Environmental Statement (ES) which considers the likely significant effects of the development on the environment. The issues included within the ES relate to matters identified by the LPA through a scoping exercise and include impacts on: highways, traffic and transport, built environment; archaeology, noise, air quality, social - economic, European protected sites and townscape and visual.
196. Schedule 4 of the EIA Regulations set out what should be included in an ES including the scope of the assessment to include the consideration of direct effects and any indirect, secondary, cumulative, transboundary, short-term, medium-term and long-term, permanent and temporary, positive and negative effects of the development during the construction and operational stages. The EIA process also requires the consideration of reasonable alternatives (for example in terms of development design, technology, location, size and scale) studied by the developer, which are relevant to the proposed project and its specific characteristics, and an indication of the main reasons for selecting the chosen option, including a comparison of the environmental effects. The findings set out in the ES are referred to throughout the report and the consideration of Alternatives are considered in Main issue 2 of the report.
197. In addition, chapter 12 (including various appendices) of the ES relates to the potential effects of the development on protected habitats. Under Regulation 61 of the Conservation of Habitats and Species Regulations 2017 (often referred to as a "Habitats Regulation Assessment") the local planning authority is further required to carry a Habitats Regulation Assessment. This is addressed in Main issue 3 of the report.
198. As advised in paragraph 19, the application site was the subject of a previous planning application (ref: 18/00330/F) which was called in for a decision by the Secretary of State. The application was jointly submitted by the landowner (Columbia Threadneedle) and Weston Homes. The key differences between the previous and current proposals in terms of quantum and mix of development are set out in the table below. The planning decision for application 18/00330/F is appended to the report (Appendix 2). The decision comprises a 134 page Planning Inspector Report (minus Appendices, produced following the four week planning inquiry) and the Secretary of State decision letter.

	18/00330/F	22/00434/F
No of dwellings	Up to 1250	Up to 1100
Commercial space	Up to 11,000 sqm	Up to 8000 sqm
Cinema	3400sqm	-
Hotel	11,350sqm	-
Replacement chapel	On Edward St	Chapel outside of application site and replacement not needed
Public multi-storey car park	600 spaces	-
Residential parking	Up to 910	Up to 450
No of development blocks/parcels	6	12
Range in height (storeys)	3 - 20	1 - 8
Gross Internal floor area (GIA)	176,584sqm	114,148sqm

199. The following assessment considers in detail the planning merits of the proposed development. However, reference is also made to the call-in planning decision. These are circumstances where matters of policy, assessment and judgement, addressed in detailed at the call-in decision, are material to the evaluation and consideration of the proposed scheme.

Main issue 1: Principle of development

200. Key policies and NPPF paragraphs – JCS11, 19, DM12, NPPF sections 5 and 11.
201. Anglia Square is the most significant regeneration opportunity in the northern part of the city centre and one of Norwich City Council’s most important priorities for regeneration.
202. Currently the site is significantly under-utilised, and the shopping centre is tired and outdated. The degraded appearance of Sovereign House and the site in general is detrimental to the local historic townscape and a highly visible indicator of decades of dereliction and lack of developer interest in this part of the city. Although the centre remains important for the local community the image of the site is poor and the substantial amount of vacant floorspace and land means that Anglia Square does not fulfil the full potential of the site. Out of hours, the centre is unused, unwelcoming, unsightly, and attracts anti-social behaviour and heightened levels of crime.

203. The wider northern city centre is one of the most ethnically and culturally diverse parts of the city, with distinctive local shopping, a vibrant local community and popular location for artists and small start-ups businesses. However, this part of the city also faces a number of challenges. The local impact area, studied as part of the application, is amongst the 10% most deprived neighbourhoods in England in terms of income, employment, health and disability and crime. Focusing more closely on income, the site is also in a neighbourhood within the top 10% in the country for the indices of income deprivation affecting older people and children. The Health Impact Assessment submitted with the application highlights that circa 18.3% of the population within the local impact area have a long-term health problem or disability. There is high unmet need for affordable housing. Across Norwich there are currently 2017 applicants on the choice-based lettings (Homes Options) register requiring a social rent one bedroom property. Of these 663 are single people or couples registered in the NR3 postcode area.
204. Unlocking this site for development provides the opportunity to deliver significant and permanent socio-economic and environmental benefits. Development of the site has the potential to deliver environmental enhancement through the remediation of derelict land and buildings; benefits to local people through the creation of new jobs, a substantial number of new homes; an improved district centre; and a significant boost to the local economy through investment and new expenditure which will support both existing businesses and the growth of new enterprise.
205. Significant inward investment in this site would be a statement of confidence in the city of Norwich and boost the city's profile and attractiveness to other inward investors. The council's economic development manager has advised that major redevelopment would be very high profile, the scale of the investment would put Norwich on the "investment map" and would likely act as a catalyst attracting further new investment into the city which could transform the myriad of stalled brownfield city sites which currently await redevelopment. Key sites including Barrack Street site, St Mary's Works on Duke Street, and St George's Works are all within approximately 500m of Anglia Square. The development has the ability to act as a stimulus for transformative change within the wider northern city centre area. The timely development of Anglia Square is considered of strategic importance and a factor in determining whether Norwich achieves its full economic potential.
206. NPPF paragraph 119 states that as much use as possible should be made of previously developed or 'brownfield' land. Paragraph 120(c) indicates that 'substantial' weight should be given to the *value of using suitable brownfield land within settlements for homes and other identified needs, and supports appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land*. In terms of Anglia Square, historic land uses increase the likelihood that parts of it are contaminated. Of the 49,241sqm Gross Internal Area (GIA) of existing floorspace on the site, currently 67% (33,267sqm GIA) is vacant. Continued dereliction of the site is neither a sustainable option for Anglia Square nor for Norwich. Bringing forward such sites for development is a core objective of the planning system and the system fails if such sites remain unutilised at a time when sustainable development is a national priority.
207. Development plan policies have reflected this objective for the last two decades. The City of Norwich Replacement Plan (2004) first identified the redevelopment

opportunity presented by Anglia Square and the scope for investment in this site assisting in the regeneration of the surrounding area. The adopted JCS currently provides the policy context for Anglia Square until 2026 and provides a framework for future development of the site. The site lies within the city centre and is subject to JCS Policy 11. This policy seeks an enhanced regional role for the city centre, as the main focus for retail, leisure and office development, with housing and educational development reinforcing its vibrancy. It is stated that the redevelopment of brownfield sites will contribute to the economic, social, physical and cultural regeneration of the city centre. Anglia Square is a large and highly prominent brownfield site within the city centre and its redevelopment forms an integral part of meeting the strategic objective for Norwich city centre as a whole.

208. JCS 11 identifies the Northern City Centre in particular for comprehensive regeneration, with the objective of achieving physical and social regeneration, facilitating public transport corridor enhancements, and utilising significant redevelopment opportunities. The City Centre key diagram specifically identifies Anglia Square as an 'Area of change' for mixed use development (residential, commercial and retail) with an improved public realm. In addition, JCS policy 19 identifies Anglia Square/Magdalen Street as a Large District Centre (LDC), where new retailing, services, offices, and other town centre uses will be encouraged at a scale appropriate to its form and function. The LDC is intended to meet the shopping needs of residents of north Norwich and provide for a mix of activities, however currently the centre lacks a sufficient diversity of stores to meet this role.
209. The Northern City Centre Area Action Plan (NCCAAP) was adopted in March 2010 to guide the regeneration of the northern city centre area. This plan allocated Anglia Square for a comprehensive mixed-use development anchored by a new major supermarket. Policy LU3 set a minimum of 900 dwellings for the plan area as a whole of which a minimum of 250 were to be provided within a redeveloped Anglia Square. The expiry of the NCCAAP has had the effect that since April 2016 there has been no site-specific policy relating to development of Anglia Square.
210. Following the expiry of the NCCAAP, Norwich city council adopted the Anglia Square Planning Guidance Note (PGN) in 2017. The council's aim in producing the PGN was to assist with the delivery of a viable and deliverable form of comprehensive development on the site, which is acceptable in policy terms, which delivers the council's long-held aspirations for the site and stimulates the regeneration of the wider northern city centre area. The Anglia Square PGN remains a non-statutory guidance document but intended to be a material consideration in planning decision taking.
211. The PGN, which was subject to public consultation, sets out the broad principles of development for the site, identifies constraints, provides specific policy guidance on a range of issues relevant to the proposed form of development which was emerging during pre-application discussions in 2017.
212. The PGN includes a stated future vision for the site along with specific development objectives. These are set out below:
213. *Vision - A rejuvenated Anglia Square, with a distinctive identity that compliments the neighbouring area and reflects its location in the heart of the historic northern city centre. The development will have, a clear relationship in built form with the surrounding area, and a safe and attractive public environment, including*

enhanced public spaces. Enhancement of a strong and diverse District Centre function, serving the wider suburban areas of North Norwich, an improved convenience offer, and enhanced leisure offer with a new cinema, cafes and restaurants to continue the use of the area into the evening. A surface link will cross the existing St Crispin's Road improving walking and cycling connections into the core city centre, and there will be an enhanced public transport offer. All this will be supported by new residential development to create additional footfall, natural surveillance and activity that will enhance the vitality and viability of the Large District Centre and help to meet the housing needs of Greater Norwich.

214. The PGN sets a number of development objectives, including: to regenerate its physical environment, including open spaces and public areas, and help to preserve or enhance the historic character of the surrounding area and key views; to revitalise the retail and service provision of Anglia Square as a key element of the Large District Centre serving the wider area of North Norwich; and to provide significant levels of residential development in order to make effective use of this sustainable city centre location, thereby assisting in the delivery of new homes to meet Norwich's needs and creating a vibrant, sustainable community which will support the viability of the enhanced retail and leisure provision.
215. The draft Greater Norwich Local Plan (GNLP) includes two policies relevant to Anglia Square.
216. GNLP Strategic Policy 7.1 relates to Norwich City Centre and the role it plays as a driver for the Greater Norwich economy. The strategy is for the city centre to provide a high density mix of employment, housing, leisure and other uses and that Anglia Square, as part of the city centre, will be comprehensively redeveloped acting as a catalyst for change in that part of the city.
217. Draft policy GNLP0506 is the proposed site-specific policy for Anglia Square site-specific policy (set out in full in Appendix 5). Under this policy the site is allocated for a residential-led, mixed use development as the focus for an enhanced and improved large district centre and to act as a catalyst for wider investment and redevelopment within the Northern City Centre strategic regeneration area. During the consultation stages of the plan and at the local plan examination hearing sessions, the policy has been subject to a significant level of representation. At issue is not the principle of comprehensive redevelopment of the site but the proposed quantum of development, in particular the proposed number of dwellings.
218. Draft policy GNLP0506 indicates that the site will deliver in the region of 800 homes. Historic England, Norwich Society (NS), Norwich Green Party (NGP) and the landowner/Weston Homes have submitted representations to the policy and participated (with the exception of NS and NGP) in the inquiry hearing sessions. Historic England have challenged the soundness of the proposed quantum of housing, indicating that site capacity has not been sufficiently justified as it is not based on robust supporting evidence, in particular a heritage impact assessment. It has been argued that in the absence of appropriate evidence the policy is unlikely to deliver sustainable development that conserves and enhances the historic environment. In their representations Historic England suggest a figure closer to 600 dwellings might be more appropriate in terms of density and historic grain of the city. The landowner and Weston Homes have jointly made a number of representations to the policy, including to the dwelling numbers, indicating that

the dwelling figure should be determined at planning application stage having regard to the quantum of other uses that are proposed, the sensitivity of the conservation area and development viability.

219. Other aspects of draft Policy GNLP0506 have also been subject to representations by the landowner/developer, in particular the detailed wording of policy criteria relating to retail/leisure offer and parking provision.
220. On this basis, whilst the GNLP is quite well advanced it is advisable to exercise caution in the amount of weight that is given to GNLP0506. Limited weight should be applied to GNLP0506 and the application should largely be determined in light of the policies within the adopted Joint Core Strategy and DM policies plan. Notwithstanding this, the emerging GNLP does show the direction of travel which, in common with development plan policies since 2004 and the 2017 policy guidance note, continues to identify Anglia Square as a site for comprehensive redevelopment. Furthermore, although the 'called in' application was dismissed by the Secretary of State, the reason for dismissal was not due to the principle of development, with the inspector concluding that the regeneration of Anglia Square is an important strategic objective. There is general consensus amongst parties for the need for development and that it should be mixed use recognising both the location of the site within the city centre and the role the site plays in the Anglia Square/Magdalen Street large district centre. The proposition that the development should be residential led is not contested and indeed all parties recognise that the site has capacity to support a large number of new homes. On that basis some weight can be attached to the overarching intent of the policy. Current JCS and DM policies provide a robust framework to consider the planning application for Anglia Square. Regeneration benefits resulting from the site being unlocked for comprehensive regeneration are capable of being afforded substantial weight in the planning balance. Design and quantum of development, the impact on Norwich's historic environment and the quality of new homes are all material considerations in judging the acceptability of the overall scheme. These matters and compliance with relevant development plan policies are considered in detail in the report.

Main issue 2 – Development viability

221. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraph 34.
222. As discussed in the previous section of the report the regeneration of Anglia Square has been sought by a number of previous owners and by the Council for a considerable period of time. Although major schemes have been proposed by previous owners and granted planning approval in 2008 and 2013, these retail-led developments proved unviable to implement. In the case of the 2018 planning application the Secretary of State agreed with the Inspector's conclusion that if planning permission was to be granted there was a reasonable prospect that the scheme would be delivered as a whole. However, the Secretary of State went on to refuse permission on other grounds.
223. In all these cases viability has had a bearing on either the decision made by a developer not to proceed with development or in the case of the 2018 application influenced the quantum and mix of development being promoted by the developer and the level of affordable housing proposed. In the absence of any reasonable prospect of public ownership of the site, this cycle of failed regeneration attempts

will only be broken by a development scheme which proves sufficiently attractive for the private sector to deliver.

224. The Anglia Square PGN includes reference to viability, stating 'ensuring that the proposed redevelopment of Anglia Square will be viable will be a key consideration affecting the deliverability of what is proposed'. The PGN acknowledged that in 2017 there was evidence that delivering development on this site may be compromised by a number of factors including the scale of planning obligations requirements and the payment of the Community Infrastructure Levy (CIL).
225. The council in the knowledge of potential financial barriers to delivering comprehensive development of the site took steps in 2018 to increase the prospects of development being viable. In that year the council submitted a bid for £12.2m of marginal viability funding from the Homes England Housing Infrastructure Fund (HIF). The bid was successful, and Homes England notified the Council of conditional approval of HIF funding in March 2019. This showed that the level of potential grant funding available to support the delivery of the Anglia Square scheme had been increased to £15m (at that time this was the third highest grant award across 94 projects being funded nationally). It is important to note that the bid was supported by evidence around development costs, including substantial costs in relation to site assembly, demolition, site preparation and remediation which at that time were in excess of £16million. Furthermore, the grant approval process included Homes England commissioning an independent development viability assessment. The Council entered a contract with Homes England at that time. In October 2019 Homes England confirmed that the 'availability period' for the HIF grant had been extended to March 2024 given the call-in of the previous scheme and in the knowledge that the developer was actively working on a resubmission.
226. Due to the passage of time, several of the deadlines and milestones in the contract with Homes England have passed. As such, we are in technical breach of the contract, and HE have issued a 'Reservation of Rights' letter. In the event of planning permission being granted for a scheme which could benefit from this time limited funding, the council would immediately enter into discussions with Homes England to expedite a review of the contract and seek amends to both milestones and deadlines, update the contract in light of the changes to the scheme and request an extension of time to the HIF funding Availability Period (to March 2025). Homes England remain positively engaged in the process and are still supportive of providing HIF funding to aid delivery of the scheme. Whilst withdrawal of the HIF funding is a possibility, given on-going discussions and positive engagement from HE, officers are of the view that this is not probable, but Members need to note the risk.
227. Homes England have been clear that they will only enter discussions to revise the contract following a decision on the application. Updated information from the developer is being provided around cash flow, the infrastructure the HIF money will be spent on, and a timetable for spend in order to facilitate discussions quickly should permission be granted.
228. The applicant's consultant, Carter Jonas (CJ) has submitted a Financial Viability Assessment (FVA) with the planning application. This has been amended following changes to the scheme, in response to comments from the council's

independent viability adviser – Avison Young (AY) - and to ensure that it remains up to date, particularly in relation to construction costs.

229. The CJ FVA (February 2023) is based on an assessment of construction and other development costs and residential and commercial values. In terms of construction costs, the initial FVA (April 2022) was accompanied by a detailed cost plan. Given build cost inflation over the past year, with the agreement of AY, the latest version of the FVA uses Building Cost Information Service Construction Data (BCIS) to establish residential and non-residential construction costs. Development costs include S106 contributions totalling £4.5m, which are set out in detail in paragraph 784 of this report. These costs are substantially higher than those previously identified in connection with the call-in scheme given the need to now address nutrient neutrality. For this development, nutrient neutrality mitigation is estimated at £3.79m (based on 2023 values). In relation to value, the appraisal assumes that the scheme will be eligible to benefit from the £15m of HIF funding. In terms of residential values, the assessment takes average 2023 values for comparable developments in Norwich (e.g. Canary Quay, Beckham Place, St James Quay) and applies value growth in phases 2, 3 and 4 of the Anglia Square development. In terms of affordable housing, the FVA includes 10% and values assume a tenure split of 85% social rent units and 15% shared ownership/or other intermediate housing.
230. Based on these and other cost assumptions the latest CJ FVA indicates the following in relation to development profit:

	Net Realisation	Total Costs	Profit	Profit on Gross Development Value
CIL Paid	£313.8m	£286.6	£27.2	9.1%
With CIL ECR	£313.8m	£278.9	£34.9m	11.7%

231. To reiterate, these profit levels are based on current development costs and the prospect of an uplift in development values in the years over which the development will be constructed. Avison Young refer to this as a 'Regeneration Uplift'.
232. In terms of CIL, liability for the detailed element of the application is £2,384,609.36 and the outline is estimated at £5,285,811.29. A CIL total of £7,670,421 (2023 charging levels) has been factored into the CIL Paid appraisal. In paragraph 6.2 of the CJ FVA it is stated that:

CIL exceptional circumstances relief is necessary in order to ensure the development is deliverable:

Without paying CIL, the Scheme secures 11.7% profit and there is a reasonable chance – with cost savings and additional value uplifts - that a profit margin of 15% or greater is achievable. There is considerable market risk, but a level which a competent developer may consider proceeding [with].

If CIL was required to be paid – this would generate a lower (9.1%) profit margin – this materially increases the risk to the developer, making development much less likely.

233. On this basis, Weston Homes have confirmed, in the event of planning permission being approved, their intention to make an application to Norwich City Council for CIL exceptional circumstances relief (ECR). The CIL Regulations only allow applications to be made for CIL ECR once development becomes ‘chargeable’, that is after the grant of planning consent. On the grant of planning consent, only the development covered by the detailed part of the application would become chargeable. Development covered by the outline part of the application would become chargeable on the approval of reserved matters and therefore if relief was to be sought, a second ECR application would need to be made.
234. Following first submission of the planning application, Avison Young on behalf of the council carried out an independent financial viability review (FVR) of the proposed scheme. This review included a full independent cost audit of the proposed construction costs, an assessment of residential and commercial values and an assessment of Benchmark Land Value (BLV). The assessment of the BLV is an important part of the financial viability assessment process. The Planning Practice Guidance (PPG) and Royal Institute of Chartered Surveyors (RICS) Guidance on viability identifies EUV+ (Existing Use Value) as the primary approach for assessing BLV. The EUV+ method is based on the current use value of a site plus an appropriate site premium. The principle is that a landowner should receive at least the value of the land in its ‘pre-permission’ use plus an additional incentive to release the site for development. Norwich’s Affordable Housing Supplementary Planning Document (SPD) (2019) advocates a 15% premium on brownfield sites. AY have assessed the EUV + value for the site to be £11.65m. AY have undertaken a further review of the latest CJ FVA (dated February 2023). The latest CJ FVA reviewed by AY includes £11.65m as the EUV+ for the site.
235. The AY latest review indicates the following:

	Base Appraisal		Regeneration Uplift	
	Including CIL	Excluding CIL	Including CIL	Excluding CIL
Net Realisation	£288.2m	£288.2m	£326.8m	£326.8m
Total Costs	£283.2m	£275.8m	£283.8m	£275.8m
Profit	£5.0m (1.8% on GDV)	£13.1m (4.8% on GDV)	£42.9m (13.7% on GDV)	£51.0m (16.3% on GDV)

236. The AY FVR assumes the availability of HIF funding. Grant funding in the early phases of the development has a significant impact on cash flow, finance costs and developer risk. The AY assessment also assumes the provision of affordable housing at 10%, 85:15 tenure split.

237. The viability outputs in the AY table above (columns 2 and 3) relate to the current 'Base' position, that is current development costs and values. For comparison purposes columns 4 and 5, apply the 'Regeneration Uplift' used in the CJ FVA. AY assumptions regarding baseline residential values are more optimistic than values used by CJ. This accounts for most of the differential between the profit on GDV percentages. It is important to note that both the CJ and the AY 'Regeneration Uplift' appraisals do not take account of future build cost inflation or finance costs. They therefore represent the 'best case' scenarios. On this basis Avison Young have advised that they do not believe the scheme can support more than the proposed 10% affordable housing.
238. The viability position raises a number of questions:
- (i) Whether it has been demonstrated that the development is providing the maximum level of affordable housing that is viable;
 - (ii) Whether there is a reasonable prospect that the development will be delivered as a whole;
 - (iii) Whether there are alternative development approaches that may be viable and deliverable; and
 - (iv) The weight to be attached to a deliverable scheme in the planning balance.

(i) Whether it has been demonstrated that the development is providing the maximum level of affordable housing that is viable

239. With the 10% affordable housing levels proposed, the base level profit projections are 1.8% including CIL and 4.8% excluding CIL. The best-case scenario forecasts produce profit levels of 9.1% (CJ) and 13.7% (AY). In all cases, the profit levels forecast are below industry profit targets. In relation to what constitutes an acceptable profit level for development to come forward, the PPG states that for the purposes of plan making *"an assumption of 15-20% of gross development value (GDV) may be considered a suitable return to developers in order to establish the viability of plan policies. Plan makers may choose to apply alternative figures where there is evidence to support this according to the type, scale and risk profile of planned development. A lower figure may be more appropriate in consideration of delivery of affordable housing in circumstances where this guarantees an end sale at a known value and reduces risk. Alternative figures may also be appropriate for different development types."* (Reference 10-018-20190509).
240. Norwich's Affordable Housing SPD states *that given the significant need for affordable housing in Norwich, the council will require reasonable profit for the developer to be at the lower end of the range set out in the PPG (i.e. at around 15%) but will consider enabling this to rise to 17.5% only if it is demonstrated by the applicant that this is justified on grounds of risk and could impact on delivery of the scheme. However, there may be exceptions to this approach, for example, as referenced in the PPG, where a lower rate of profit may be more appropriate for affordable housing schemes where the risk to the developer is significantly reduced.*
241. In relation to the above considerations, the risk profile of this development is considered to be high. Anglia Square is a large brownfield site with significant physical and operational constraints. A 5% cost contingency has been factored

into the appraisals, but this is relatively low given the complexity of the site and recent trends in the costs of building materials and labour. HIF grant has the potential to reduce the level of risk, particularly in the early phases of the development. However, notwithstanding this risk and potential lower profit returns, the landowner and developer were advised by officers early on in discussions that the provision of affordable housing was an absolute requirement of any housing led scheme for this site. This advice was based on the scale of housing being discussed at pre-application stage, the socio-economic objectives for the northern city centre and the core aims of DM1 to ensure development promotes mixed, diverse, inclusive and equitable communities. Without the proposed quantum and mix of affordable housing the development would not be considered acceptable in planning terms notwithstanding viability constraints. The implication of this is that regardless of policy DM33 and evidence around development viability, the applicants have been advised that affordable housing requirements would not be adjusted below a meaningful minimum level of 10%.

242. The current viability evidence suggests developer profits are likely to be below 15% on GDV as referenced in Norwich's SPD. The 'best scenario' appraisals indicate that there is a prospect of viability improving over the course of the development. However, these rely on assumptions regarding future residential values along with no construction cost inflation and therefore are not at this stage proven. On this basis, at this stage there is no reliable viability evidence to substantiate the provision of higher levels of affordable housing than the 10% proposed. However, AY have recommended that in the event of planning permission being approved, the Section 106 agreement should include a requirement for further development viability reviews to be carried out. The draft S106 requires future reviews at: reserved matters stage; in the event of substantial delay in the development commencing and/or a phase proceeding and at 30% / 60%/ 90% occupation of the development. Once construction and sales commence, reviews can be based on actual costs and values. If the appraisal(s) indicate that developer returns are exceeding expectations and agreed profit levels, the legal agreement would require additional affordable housing to be provided on site unless the council agrees to financial contribution instead. In the case of the final review (90% occupation), additional provision would be in the form of an affordable housing financial contribution.

(ii) Whether there is a reasonable prospect that the development will be delivered as a whole

243. At the call-in inquiry a main matter for consideration by the Planning Inspector was whether or not the development would be delivered in its entirety, i.e., what was the risk of the development stalling before completion. Viability evidence was central to the assessment of this issue. Where development is either not viable or only marginally viable, there is a risk that either a developer will not be in a position to proceed or that development may stall and not be completed. For sites like Anglia Square where development has been identified as a strategic objective, neither of these scenarios would deliver comprehensive development and the broad regeneration benefits sought for the northern city centre and the wider city.
244. In the CJ FVA it is stated that that the scheme is viable, and deliverable based on the following circumstances:

- A delivery strategy where the existing landowner (Columbia Threadneedle) is able to partner with a developer (Weston Homes) and structure land payments/ returns in a way which maximises scheme viability through minimising the need for project finance.
- Significant, stepped premiums in residential values in Norwich, driven by the quality of placemaking and the ability to re-position this part of the city.
- Cost savings and efficiencies from a vertically integrated developer who can deliver at a significantly lower cost level.

245. It is further stated that Weston are willing to progress the scheme because they believe their development is the 'right product' to achieve value growth ('regeneration uplift') and that as a building company they are able to achieve significant cost efficiencies and savings going forward. Weston Homes have indicated that their business model is different to the majority of housebuilders and developers in that they are a vertically integrated organisation that not only buys land and manages development but also manages the build process itself. It has in-house operational functional capability including planning & design, utility and infrastructure engineering, technical detail drawing and commercial estimating, surveying and buying. Furthermore, they have wholly owned subsidiaries which provide multi-disciplinary environmental consultancy services; plant hire (cranes, forklifts, cabins etc.) and supply a broad range of materials (such as bathroom fixtures, granite for paths and roads, glass for balconies etc.). This gives Weston more control and greater certainty in managing and delivering large scale construction projects. Notwithstanding this competitive advantage, as referred to in paragraph 232, the applicant has stated that delivery of the scheme would be made much less likely if the payment of CIL was a development requirement.

246. Based on the advice from Avison Young and input from the applicant, officers are satisfied that the development viability position is such that, subject to planning permission being granted, there are reasonable prospects of the development proceeding. Furthermore, given the time limited HIF offer from Homes England, for any development to benefit, it would need to commence in 2023 and proceed at pace. As the HIF grant must be drawn down by the end of March 2024, works eligible for the grant would need to be completed by that date and the development delivered in accordance with the milestones agreed with Homes England.

(iii) Whether there are alternative development approaches that may be viable and deliverable

247. Chapter 3 of the ES sets out a range of alternative development options for this site. This information is important in two respects. Firstly, it is a requirement of Schedule 4 of the EIA Regulations to include a 'description of the reasonable alternatives ... studied by the developer, which are relevant to the proposed project and its specific characteristics, and an indication of the main reasons for selecting the chosen option, including a comparison of the environmental effect'. It will become evident in later sections of this report that this development is judged to have a number of environmental effects, in particular impact on the historic environment to which Historic England, as statutory consultee on heritage, object. Secondly, the information is important in reaching a decision on this application and understanding the likely development options for the site in the event of this scheme not proceeding.

248. The table below sets out alternatives considered by the applicant (rows 1-4). The table is based on the information and analysis set out in chapter 3 and includes a brief description of each option, 'comparison environmental effect' and the applicant's judgement on that option. It should be noted that the applicant has assessed all options as not leading to comparable beneficial environmental improvements to the submitted scheme. Rows 5 and 6, have been added by officers.

Option	Description	Applicant's assessment of comparison environmental effect	Applicant's judgement on the option
1	Alternative sites/site boundaries	-	Ruled out: No alternative sites were considered by the applicant due to their 'subject to planning' ownership of the whole site.
2	Do Nothing	<p>Adverse environmental effects related to demolition avoided</p> <p>Moderate adverse impacts on the Church of St Augustines avoided</p> <p>Following Environmental benefits not realised:</p> <p>Moderate beneficial socio-economic effects (employment, expenditure by residents and crime)</p> <p>Major/moderate beneficial socio-economic effects (deprivation experience by existing residents)</p> <p>Moderate heritage impacts on 71 Botolph St, former churches of St Saviour and St James</p>	Significant investment in the existing shopping centre or in the surface level car park is not commercially viable – costs not justified by a sufficient increase in income.
3	Call-in Scheme	See Appendix 6	Planning permission refused by the Secretary of State

Option	Description	Applicant's assessment of comparison environmental effect	Applicant's judgement on the option
4	Alternative Designs (e.g. layout, heights, massing and other aspects)		Environmental testing of various iterations of the scheme that were considered prior to the submission of the current scheme.
5	Ash Sakula scheme		Added by officers - see paragraph 254
6	Residential - led scheme approximately 800 dwellings		Added by officers – see paragraph 257

249. In terms of Option 1, in relation to this scheme the applicant indicates that no alternative sites have been considered given the commercial agreement with the landowner relates only to the redline boundary of this planning application. However, it should be noted that the boundary of the application site is different to the call-in scheme, in that land to the south side of Anglia Square and extending eastwards towards Magdalen Street is now included. The inclusion of this land allows for greater development and design flexibility.
250. In terms of Option 2, the ES indicates that in this scenario the site would largely remain in its present condition. Compared to the proposed scheme this would avoid short term adverse environmental effects related to demolition and construction as well as the moderate adverse impact of the development on the Church of St Augustines. Without development the socio-economic benefits identified in terms of employment, new housing, supporting existing businesses, reduced crime and addressing deprivation would not be realised. Additionally, the negative impacts of the declining condition of the current buildings will become more pronounced.
251. In terms of Option 3, the ES includes a detailed comparison of the environmental effects of the proposed scheme and the call-in scheme. The assessment highlights the difference between the two schemes in terms of built heritage and townscape impact. In relation to the call-in scheme the applicant identified moderate adverse impact to heritage assets on St Augustines Street as well as eight other statutory listed buildings including Church of St Augustines, Norwich Cathedral and the City Walls and Towers. It should be noted that the SofS found less-than-substantial harm to the setting of a larger number of listed buildings, in two cases towards the upper end of the scale. For the proposed scheme the applicant identifies a moderate adverse impact on St Augustines Church.
252. In terms of Option 4, the ES sets out environmental testing of various iterations of the scheme that were considered prior to the submission of the current scheme. The project has evolved over several iterations since June 2021 through

consultation with various stakeholders and interested parties, including NCC and Historic England. The applicant has indicated that through these stages of development they have attempted to reduce harm while maintaining a viable quantum of development and levels of regeneration benefits.

253. The ES concludes in the absence of the proposed development being implemented, the site would remain in its existing condition, i.e., as a partially vacant site in a central location. It is stated that it would also be reasonable to say that, in the absence of the proposed development, the site's physical fabric and infrastructure is likely to continue to deteriorate. The opportunity to bring the site back into full active use, contribute towards housing provision across Norwich and generate employment opportunities would not be realised.
254. In terms of Option 5, at the call-in inquiry Historic England presented an alternative development approach for the site in the form of a scheme prepared by architects Ash Sakula. The scheme was not put forward as a deliverable planning application. It was said to demonstrate an alternative approach that would produce heritage benefits whilst catering for development consistent with a large district centre. At the inquiry both Historic England and SAVE Britain's Heritage (SAVE) accepted that the scheme was not viable or deliverable in economic conditions at that time nor that the situation was likely to change in a realistic timescale. On that basis the planning Inspector stated that *'whatever the design merits of the Ash Sakula scheme, there is no evidence that it could actually deliver the regeneration of the site that is promoted in the development plan'* and therefore he attached limited weight to it. Since the call-in decision, SAVE have commissioned Ash Sakula to progress the scheme further. The scheme, which has been presented in the press and to the city council, comprises a mixed-use scheme with just under 800 dwellings. SAVE have indicated that the scheme is viable and capable of being delivered without public subsidy, but they have submitted no evidence to substantiate this claim. Therefore, as at the call-inquiry, limited weight can be attached to this scheme as a deliverable form of development.
255. Historic England in their response to the submission scheme commented - *The justification for the quantum of development is the viability of the scheme. We do not have the capacity to undertake a detailed review of this. We would strongly encourage your Council to commission an independent detailed review of the work. This should consider not merely the figures, but the possibility that different approaches to development would produce different results. If the viability appraisals generate a scheme that is inappropriate to the character of Norwich, the assumptions on which the calculations rest should be revisited, including land value.*
256. The council has commissioned independent advice on viability in relation to the proposed scheme, and this has included an assessment of land value (EUV+). Avison Young have undertaken this assessment having regard to RICS Guidance, the PPG and Norwich's Affordable Housing SPD. The FVA prepared by AY includes their estimate of BLV figure as does the FVA produced by CJ. The council has not asked AY to assess other different approaches to development and it is questionable how they could do this in the absence of worked up options. However, it is important to note that if there is broad support for the comprehensive development of the whole site, then the BLV and the cost of clearing and preparing the site for redevelopment become substantially 'fixed

costs' and would have a bearing on all alternatives whatever the development approach.

257. Option 6. The previous paragraph is relevant in the context of the draft GNLPP policy for Anglia Square which indicates in the region of 800 dwellings for the site and Norwich Society comments that development should be capped at 6 rather than 8 storeys. Although a reduction in height and massing will reduce construction costs, fixed costs remain unchanged. Furthermore, the residential values for upper floors are higher and therefore contribute more profit towards scheme viability. Therefore, based on the financial assessment of the proposed scheme, a similar development approach but with fewer dwellings, would be less viable.

(iv) The weight to be attached to a deliverable scheme in the planning balance

258. There is broad agreement that Anglia Square needs to be developed and indeed redevelopment is now well overdue. The regeneration benefits of replacing unsightly underused buildings with a development that can invigorate the local economy and provides new homes are indisputable. However, there is also evidence that despite well-resourced developer interest over the last 18 years, attempts to unlock the site for development have failed. Such failure has consequences. Firstly, the delay has increasingly disincentivised investment in the site, resulting in existing buildings becoming liabilities given escalating maintenance costs and deterioration in their suitability for beneficial occupation. Secondly, it affects the attractiveness of the site to investors and developers. The size and brownfield nature of the site to some degree limits potential developer interest. When the existing condition of the site, the very substantial upfront costs associated with demolition and site preparation, the costs and complexity of managing a multi-phased construction project and an operational shopping centre and finally risk associated with previous failed planning attempts, are factored in, the field is further narrowed.
259. The applicant has indicated that they are willing and committed to progress this scheme. Both the applicant's and Avison Young's FVA demonstrate HIF funding underpins viability to a significant degree. At this point in time, HIF remains available but is at risk depending on any decision on the application scheme and given the requirement for the entire grant to be drawn down by 31st March 2024. It is not known at this time whether the offer would be withdrawn if an eligible scheme was not able to start this year. Therefore, there is strong evidence that the grant of planning permission for this scheme would unlock this regeneration site and that redevelopment would proceed. As there is no evidence that a viable alternative development would follow in short succession the likely consequence of this scheme not proceeding would be the continuation and worsening of the existing situation. The council's economic manager has commented that, '*Anglia Square will be cited as a high-profile failure which sends a negative message about the city to owners/developers of other sites and to prospective purchasers*'. In this context officers consider substantial weight should be attached to the 'prospect of delivery' of a scheme which is both capable of removing barriers to the redevelopment of Anglia Square and acting as a much-needed stimulus to developers to rejuvenate other neglected or derelict sites in the city.

Main issue 3: Impact of the development on European designated sites of nature conservation interest

260. Key policies and NPPF paragraphs JCS 1, DM1, DM6 and NPPF paragraphs 174-188
261. JCS 1 requires all new development to ensure that there will be no adverse impacts on European and Ramsar designated sites by storm water runoff, water abstraction, or sewage discharge. JCS 1 makes specific reference to development providing sufficient and appropriate local green infrastructure (GI) to minimise visitor pressure. On 9th March 2022 the Council adopted the Norfolk Green Infrastructure and Recreational Avoidance and Mitigation Strategy (GIRAMS). Draft GNLP Policy 3 states that all residential development will address the potential visitor pressure, caused by residents of the development, that would detrimentally impact on sites protected under the Habitat Regulations Directive.
262. Local Authorities, as competent authorities have a legal duty to help protect, conserve and restore European sites (Special Protection Areas (SPAs) and Special Areas of Conservation (SACs)). Protection includes prevention of significant deterioration and significant disturbance.
263. The Dutch Nitrogen Case¹ ('Dutch-N'), heard in the court of Justice of the European Union (CJEU), ruled that where an internationally important site (i.e., Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar Sites) is failing to achieve a favourable condition due to pollution, the potential for a new development to add to the nutrient load is "necessarily limited". The Dutch-N case has informed the way in which regulation 63 of the Habitats Regulation 2017 should apply to pollution related incidents. This has resulted in greater scrutiny of proposed developments that are likely to increase nutrient loads to internationally important sites where a reason for unfavourable condition is an excess of a specific pollutant.
264. The proposed scale of residential development at Anglia Square has the potential to impact on European and Ramsar designated sites.
265. The potential for recreational activities to disrupt the protection objectives of Habitats Sites in and around Norfolk is related to the level of growth in each Local Plan 'in combination'; specifically, an increase in population resulting from identified new housing requirements across the County that will in turn ensure more people visit Habitats Sites for recreation. This residential growth, combined with an increase in tourism accommodation, will result in more people visiting and possibly harming Habitats Sites as a result of both nutrient enrichment and through residents visiting sensitive protected sites for recreational purposes.
266. Following the Dutch Nitrogen Case, on the 16 March 2022 Natural England issued new guidance to a second tranche of local planning authorities (including Norwich and other Norfolk authorities) concerning nutrient enrichment and the role local authorities must play in preventing further adverse impacts to protected wetland habitats. The importance of achieving nutrient neutrality stems from evidence that

¹ Joined Cases C-293/17 and C-294/17 Coöperatie Mobilisation for the Environment UA and Others v College van gedeputeerde staten van Limburg and Others

large quantities of nitrogen and phosphate nutrients entering water systems cause excessive growth of algae, a process called 'eutrophication.' This reduces the oxygen content of water which increases the difficulty of survival for aquatic species; subsequently removing a food source for protected species. Local Planning Authorities are now required to consider the impact of nutrient enrichment before planning permission can be granted and therefore all planning applications for certain types of developments in the affected catchments have been put on hold until it can be demonstrated how they will mitigate any additional nutrients arising from them.

267. Without appropriate mitigation the proposed development would have an adverse effect on the integrity of:

- The Broads Special Area of Conservation (SAC)
- Broadland Special Protection Area (SPA)
- Broadland Ramsar
- Breydon Water SPA
- Winterton-Horsey Dunes SAC
- Great Yarmouth and North Denes SPA
- North Norfolk Coast SAC
- North Norfolk Coast SPA
- North Norfolk Coast Ramsar
- The Wash and North Norfolk Coast SAC
- The Wash SPA
- The Wash Ramsar
- Norfolk Valley Fens SAC

268. The Environmental Statement submitted with the application assesses these impacts. Under section 63 of the Habitat Regulations the council, as competent authority, before deciding to give consent to a project that is likely to have a significant effect on a European Site must make an appropriate assessment of the implications of the project for that site in view of that site/s conservation objectives. Where the potential for likely significant effects cannot be excluded, a competent authority must make an appropriate assessment of the implications of the plan or project for that site, in view of the site's conservation objectives. In relation to this development, Appropriate Assessment in relation to both recreational impact and nutrient neutrality is required.

Recreational disturbance avoidance

269. The Norfolk Green Infrastructure and Recreational impact Avoidance and Mitigation Strategy (GIRAMS) has been produced to support Local Planning

Authorities (LPAs) in Norfolk in their statutory requirement to produce 'sound' i.e., legally compliant Local Plans for their administrative or Plan making areas. Norfolk authorities adopted GIRAMS in March 2022. The strategy addresses individual, and the in-combination impacts of recreational impacts at Habitat sites from residential development predicted across Norfolk. In relation to the latter, since 31 March 2022 all local authorities in Norfolk have applied, to relevant permissions, a RAMS tariff of £210.84 (indexed link) per property. These pooled RAMS payments will fund a package of measures to manage and reduce the impact of people making extra visits to Special Areas of Conservations (SACs) in the county, including the Broads and the Norfolk Coast. The second element of the strategy relates to 'GI' and securing the provision on/near development sites Green Infrastructure provision, for the purposes of avoidance in the first instance. The principle being that if attractive GI is available close to new homes, residents will use that for their regular day-to-day recreation rather than visiting Natura 2000 sites.

270. In terms of assessing the impact of the proposed development and demonstrating sufficient mitigation is secured to ensure the development will not adversely the integrity of the identified European sites, the applicant's consultant, in a shadow HRA, has set out how the development will meet the requirements of GIRAMS.
271. Firstly, the application for Anglia Square proposes up to 1100 dwellings. Under the RAMS requirement, a tariff payment of up to £231,924 (subject to indexation) would be secured through a S106 Obligation to mitigate the 'in-combination' impact of the development on Norfolk's sensitive sites.
272. Secondly the application proposes both on site and enhanced off-site GI provision. As part of the Appropriate Assessment process, it is necessary to assess the adequacy of this provision.
273. Adopted policies DM3 and DM8 relate to green infrastructure and open space requirements. DM3 requires all new development to make appropriate provision for both the protection of existing and the provision of new green infrastructure as an integral part of the overall design which complements and enhances the development. DM8 relates to open space and recreation and requires all new development to contribute to the provision, enhancement and maintenance of local open space either by means of on-site provision or direct contribution through the community infrastructure levy. Neither of these policies, or accompanying SPD, set out detailed/specific requirements for the amount of GI/open space provision. Draft GNLP policy 3, refers explicitly to the issue of visitor pressure and includes a requirement for the provision or enhancement of adequate green infrastructure, either on the development site or nearby, to provide for the informal recreational needs of the residents as an alternative to visiting the protected sites. The draft policy states that provision should equate to a minimum of 2 hectares per 1,000 population and will reflect Natural England's Accessible Natural Greenspace (ANG) Standard).
274. The site is located close to a number of existing green spaces, these are set out in the table below. When viewed against Natural England's ANG Standard, residents of the new development will have access to a choice of green spaces that are capable of offering a range of informal recreational opportunities. In particular Marriott's Way and Mousehold Heath, given their natural green space qualities and accessibility, offer good scope for providing medium to long distance walking

/dog walking/cycling routes through a variety of landscapes - heath, woodland, marsh and riverside. These sites are capable of providing for the recreational opportunities of residents as an alternative to visiting protected sites.

Natural England ANG Standard	Green spaces	Area
Doorstep At least 0.5ha within 200m	Gildencroft Park	0.84ha
	St Augustines church yard	0.32ha
	St Leonards play space	0.03ha
Local At least 2ha within 300m	Entrance to Marriots Way (within 330m) access to 'Train Wood/Wensum Park/Anderson's Meadow group'	12.56ha
Neighbourhood At least 10ha within 1km	Train Wood/Wensum Park/Anderson's Meadow group	12.56ha
	Mousehold Heath	75.01ha
	Waterloo Park	7.35ha
Wider Neighbourhood At least 20ha within 2km	Mousehold Heath	75.01ha
	Lionwood	13.59ha
	Marriotts Way Provide access to the countryside – within city boundary route runs adjacent to Sweet Briar Marsh – 90 acres of fen, rough meadow, grazing marsh, old hedgerows and young woodland.	26 mile long distance walk

275. Given the city centre location of the site and the proximity of accessible green spaces, the shadow HRA, prepared by the applicant sets out proposals for both on-site GI and the enhancement of off-site GI and concludes that with these mitigation measures in place, the proposal will not result in adverse effects on any of the sites in question.

276. On site greenspace is shown on detailed landscape plans and described in detail in Main issue 8 of the report.
277. The off-site GI enhancement proposals have responded to input from the council's landscape and open space teams who have identified improvements that would increase the resilience of local greenspaces to increased informal recreational use. An Enhanced GI (EGI) package of measures has been specified and costed which would deliver improvements to Wensum Park and Gildencroft Park. These improvements have been specified to achieve two objectives of 1) improving the local recreational use and 2) restoring / enhancing the city's green infrastructure network. In addition to the RAMS tariff payment, it is proposed that in the event of planning permission being granted an additional S106 payment of £61,140 is secured to fund the identified EGI works. The works include soft planting proposals, management planning, improved seating and signage. The applicant has committed to providing all new residents with an information pack containing advice regarding on-site and nearby recreation opportunities.
278. Natural England have confirmed that they are satisfied with the conclusions of the shadow HRA and that mitigation measures proposed in relation to both on site and off site EGI should be secured in any planning permission given. On this basis the council as competent authority under the Habitat Regulations confirms adoption of the HRA prepared by the applicant and will secure the necessary mitigation via planning condition and through a S106 Obligation.

Nutrient Neutrality

279. In April 2022 the Norfolk Authorities agreed to work together to address the issue of Nutrient Neutrality as all the Norfolk Authorities, and the Broads Authority area are affected. Royal Haskoning were commissioned to work with us to develop a mitigation strategy for Norfolk.
280. Progress to date has been good: the catchment mapping has been refined to provide greater clarity for all parties on areas which are both in and out of the relevant catchments. The Norfolk wide calculator has been produced in collaboration with Natural England. The Norfolk nutrient budget calculator is a catchment specific tool which has been varied to take into account regional variances from the Natural England calculator and is designed to rapidly calculate the nutrient loading from new residential development in the catchments of the River Wensum SAC and the Broads SAC. The Norfolk calculator utilises the best available scientific evidence and research alongside the latest nutrient neutrality guidance from Natural England (2022). As a result, some of the calculator inputs and assumptions deviate from those advised in the published guidance but there is a detailed guidance report to evidence the assumptions in the calculator.
281. Natural England have written confirming that they 'note[s] that the approach adopted in the Norfolk calculator is broadly consistent with that which underpins *the Natural England nutrient budget calculator*' but with detailed comments on areas where there are differences including occupancy rates, water usage and WwTW discharge rates. In respect of these 3 areas Natural England advise that the Norfolk Authorities, as competent authorities must be satisfied that the evidence underpinning the assumptions in the Norfolk calculator are sufficiently robust and appropriate and advise that the Norfolk calculator is less precautionary than that of Natural England, but that ultimately '*Natural England do not intend to*

raise objection to the Norfolk Authorities using the Norfolk calculator to inform their Appropriate Assessments'. Officers are of the view that the Norfolk calculator is sufficiently robust to justify the grant of planning permission.

282. Royal Haskoning are currently working on short-, medium-, and long-term mitigation solutions and identifying land where these could be implemented to the greatest effect to mitigate nutrient loading from new developments. It may be early summer before associated delivery solutions are up and running. A joint venture is being considered by the Norfolk authorities which will oversee the governance and administration of a catchment wide portfolio of NN mitigation solutions, working with third parties such as Anglian Water and Water Resources East.
283. Very early after the original Natural England advice was issued, the fitting of water efficiency fixtures in existing residential properties was identified as potential form of nutrient mitigation. Norwich City Council commenced work immediately on developing a water usage reduction programme. On behalf of Norwich City Council, a Water Usage Retrofitting (WUR) Study has been undertaken by Royal Haskoning. This work has led to the development of the water saving nutrient mitigation programme.
284. In December 2022 Norwich City Cabinet considered the findings of the Water Usage Retrofitting Study. This study assessed the water savings that could be achieved, within the catchment served by Whitlingham Water Recycling Centre (WRC), through a 5-year programme of retrofitting water efficient fixtures and fittings into the council housing stock. The study found that using such measures in planned bathroom upgrades, void upgrades and in responsive repairs would result in a reduction of existing wastewater flows to Whitlingham WRC and that this would have the effect of freeing up headroom for new homes to be built within that catchment. That is, the water usage saved from the retrofitted properties will be replaced by the additional water from new dwellings. As a result, the volume of water entering the treatment works will stay the same and providing the treatment works operates to its defined permit limit, the effluent discharge concentration remains the same. Given that the retrofit programme has already commenced (April 2022) this provides the scope for mitigation credits to be made available to developers ahead of the catchment wide portfolio measures expected to be available later this year through the joint venture. At the 14 December 2022 meeting of Cabinet, it was agreed that this proposed city council administered mitigation scheme would be further developed and that subject to consultation with Natural England, credits available under the scheme would be offered in the first instance to priority sites listed in Appendix A of the cabinet report. These sites included Anglia Square.
285. During January/February 2023 the details, including the costs, of the mitigation scheme were further developed and refined. The updated WUR Study established that the proposed 5-year retro-fit programme would provide 175.07kg/yr of phosphorous mitigation and 4863.08kg/yr of nitrogen mitigation, equivalent to approximately 2151 new dwellings within the Yare catchment. The mitigation scheme has been subsequently subject to an Appropriate Assessment (Appropriate Assessment for Broads SAC for developments using the Norwich City Council Water Usage Retrofitting Mitigation Scheme – dated 9 March 2023). This demonstrates the effectiveness of the mitigation in ensuring projects will not

adversely affect the integrity of the relevant European sites (Broads SAC – Yare Broads and Marshes SSSI and Broads Ramsar).

286. In a letter dated 22 March 2023 Natural England confirmed that they are satisfied that the evidence, around the water usage retrofitting mitigation scheme achieving Nitrogen and Phosphorus neutrality for selected developments in the Yare sub-catchment of the Broads SAC and Broadland Ramsar, is sound. Furthermore, they confirmed that the document can be used as part of the council's Appropriate Assessment for development that will benefit from the scheme. They indicate that a key component of the Appropriate Assessment is the close monitoring of permissions and the rate of delivery of the retrofitting measures and highlight the council's commitment that permissions should not be granted using the strategy unless the authority is fully satisfied that the provision of the requisite retrofitting measures are assured.
287. The Norfolk nutrient budget calculator has been used to calculate the nutrient budget for the for Anglia Square development. The inputs of the calculator have been verified with involvement from Natural England. Officers are satisfied that based on up to 1100 new dwellings and land use changes the total nutrient budget requirements for the site are: Total Phosphorus 88.76kg/year and Total Nitrogen 2502.76kg/year. The applicant has confirmed that they wish to purchase nutrient mitigation credits available through the Council's Nutrient Neutral Mitigation Scheme. Based on the development requirements the cost of nutrient mitigate credits totals £3,790,393 (equivalent to £3,445.81/per dwelling). This amount would be secured through a S106 Obligation which would require the purchase of mitigation credits on a pro-rata basis prior to the commencement of each phase of development. The cost of credits would be subject to indexation to take account of uplift in CPI.
288. Norwich City Council Water Usage Retrofitting Mitigation Scheme has been subject to Appropriate Assessment and has been found sound. On the basis that the development seeks to benefit from this scheme this Appropriate Assessment satisfies the council's commitment under the Habitat Regulations. The council has considered the proposed rate of build out of the 1100 dwellings and the timescale at which each phase would need to secure mitigation credits. Having regard to the predicted trajectory of each phase and the headroom for new development that will be created by the 5-year council retrofitting programme, officers are satisfied that this development can be granted planning permission. Approval would be conditional on a S106 Obligation which would ensure development (each phase) cannot commence until the council has confirmed that sufficient mitigation has been created through the mitigation scheme and the cost of that mitigation has been paid by the developer.

Main issue 4 Principle of Housing

289. Key policies and NPPF paragraphs JCS 4, 9, 11 DM12, DM13, NPPF section 2 and 5
290. The proposal is a high density residential-led urban regeneration scheme. The application seeks consent for up to 1100 dwellings. A total of 353 are included within the detailed part of the application. The final dwelling number will not be determined until the approval of reserved matters for the remainder of the site. Preliminary proposals for the outline blocks indicate around 709 dwellings

indicative of a total of around 1062. Phasing plans submitted in support of the application indicate that the development would be delivered in four phases commencing in 2023 with completion expected in 2031.

291. A core objective of the NPPF is to significantly boost the supply of housing. The NPPF emphasises the importance of delivering a wide choice of high-quality homes and creating sustainable, inclusive and mixed communities. The NPPF in paragraphs 119 and 120 states that as much use as possible should be made of brownfield sites and planning decisions should give substantial weight to the value of using suitable brownfield land for homes and other identified need and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated land.

292. In relation to housing supply, paragraph 74 of the NPPF requires local authorities to:

“Identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old”.

293. NPPF paragraph 76 requires local authorities to “*monitor progress in building out sites which have permission*”, measuring housing delivery against the Housing Delivery Test (the Test). Where the Test indicates that delivery has fallen below 95% of the local planning authority’s housing requirement over the previous 3 years, the NPPF requires the preparation of an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future year. In situations where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites, applications that involve the provision of housing must be determined taking account of the presumption in favour of sustainable development as set out in the NPPF. In these circumstances paragraph 11(d) states planning permission should be granted unless:

- (i) *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed²; or*
- (ii) *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.*

294. In relation to this proposal, it is relevant to note that the footnote to 11(d) i) confirms that ‘policies in the Framework’ include those that relate to habitat sites and designated heritage assets.

295. The current adopted local policy context for housing provision is provided by Joint Core Strategy policy 4 (JCS 4), whilst local plan policy DM12 sets out the

² NPPF footnote 7 reads - The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in [paragraph 181](#)) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in [footnote 68 in chapter 16](#)); and areas at risk of flooding or coastal change. ↵

principles that apply to all residential developments in the Norwich area, including the need to contribute to a diverse mix of uses in the locality, to have regard to the housing delivery targets in the JCS, and to provide for a mix of dwellings in terms of size, type and tenure. In terms of affordable housing tenures, JCS 4 seeks 85% social rented housing and 15% intermediate tenures.

296. JCS 4, sought that between 2008 and 2026, 33,000 net additional homes (1,833 per year) would be provided within the Norwich Policy Area (NPA - this area comprises all of the city council area plus parts of Broadland District and South Norfolk District Councils) of which at least 8,500 were to be provided in the city council's administrative area. However, the evidence upon which these figures are based is now quite old.
297. Draft GNLP Policy 1: The Sustainable Growth Strategy, covers the period 2018 – 2038 and identifies a requirement of around 40,550 new homes with provision being made for a minimum of 49,492 new homes. The proposed policy states that housing commitments are located to meet the need for homes across the area providing good access to services, facilities and jobs, supporting sustainable urban and rural living. Accordingly, in terms of housing distribution 32,691 new homes are to be located in the Norwich urban area, 6672 on new allocations. These housing numbers are based on a local housing needs assessment for the plan period using the Government's standard methodology and 2014-based projections. The evidence base for this emerging policy is considered to represent a more up to date picture of housing need and therefore moderate weight can be attributed to this policy.
298. The latest published Greater Norwich Area Housing Land Supply Assessment (HLSA) covers the period 1 April 2021 to 31 March 2026. As mentioned above, the NPPF includes a Housing Delivery Test (Test) as an annual measurement of housing delivery. Broadland, Norwich and South Norfolk are measured jointly for the purposes of the Test. The results of the Test show that Greater Norwich has delivered 132% of the number of homes required between 2018/19 and 2020/21. JCS4 sets out a three-district requirement. Given the JCS4 is more than 5 years old, housing need is measured against local housing need (LHN). LHN figures from Broadland, Norwich and South Norfolk are aggregated to provide a figure for Greater Norwich. The 2021 HLSA, based upon this calculation of five-year land supply (including the 5% buffer required by the NPPF), demonstrated a 6.01-year supply. This figure is an aggregation of the following figures for each district: Broadland 8.22 years, Norwich 4.37 years and South Norfolk 5.87 years. The HLSA states that notwithstanding the existence of a housing land supply, the Greater Norwich Authorities recognise the need for further housing land, above and beyond the existing commitments to 2038. The Greater Norwich Plan currently at Regulation 24 Examination stage details new allocations across the plan area to meet the housing growth requirements set out in GNLP Policy 1.
299. The issue of Nutrient Neutrality has had a significant impact on housing delivery. The inability to approve residential schemes since March 2022 within the whole of Norwich and within parts of Broadland and South Norfolk has had an immediate impact on 5-year land supply within Greater Norwich and the city. At this point in time Greater Norwich Councils including the city have less than a 5-year supply of deliverable sites for housing when having regard to the temporary impact of the pause in granting consents due to Natural England's Nutrient Neutrality advice. However, it is anticipated that this will be a short-lived position and there is no

evidence that indicates that the issue will undermine the underlying capability of the substantial housing commitment (sum of permitted and allocation development sites) to deliver homes in line with the yearly housing requirements once the issue of Nutrient Neutrality is resolved. The latest published HLSA supports this along with the advanced stage preparation of the GNLP which makes provision for further housing allocations going forward. However, in recent months Greater Norwich Councils have been adopting a precautionary approach when refusing planning applications for new dwellings and determined applications on the basis NPPF paragraph 11(d) on the basis that there is not a demonstrable five-year supply of deliverable housing sites. As such applications have been determined against relevant sustainable development DM policies for that district (DM 1 for Norwich) and paragraph 11(d) of the NPPF, albeit councils have taken the view that the weight given to the benefits of new housing from speculative windfall development should be no greater than that which would be ascribed to housing if a 5-year housing land supply could be demonstrated.

300. Paragraph 182 of the NPPF states that the presumption in favour of sustainable development (and the requirements of paragraph 11) does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects) unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site. This proposed development has been subject to a Habitat Regulations Assessment and the appropriate assessment has concluded that the proposal will not affect the integrity of the habitat sites.
301. Notwithstanding what is considered a short term 5 year-land supply deficit, there remains a significant need for the delivery of housing in Norwich. Both the 2021 HLSA and previous Annual Monitoring Reports (AMRs) have shown that the rate of housing delivery in the city has been highly variable.

Year	Delivery measured against JCS policies (no C2 or PBSA)	Delivery measured at Norwich (includes C2 and PBSA)
2014/15	249	273
2015/16	365	413
2016/17	445	548
2017/18	237	235*
2018/19	927	1085
2019/20	495	798
2020/21	166	300
2021/22	320	316*

*Number is lower than the JCS number because we measure net homes so there was an overall loss due to C2 residential institutions (care homes)/Purpose Built Student Accommodation

302. Norwich's annualised housing requirement based on the adopted Joint Core Strategy is 477 units per annum over the period 2008-26. When figures for both care homes and purpose-built student accommodation are excluded, annual housing delivery targets have been met in only two of the last 8 years. Going forward the draft GNLP includes 38 sites within Norwich to deliver new housing up to 2038. GNLP Policy 7.1 sets out the proposed distribution of housing across the Norwich Urban Areas including the fringe parishes. For Norwich, Anglia Square is the second largest proposed brownfield allocation after East Norwich. The site is of a size to make a significant contribution to Norwich's commitment to deliver new homes in sustainable locations over the new plan period. The 1100 dwellings would represent 16% of Norwich's future housing commitment proposed to be met on newly allocated sites.
303. The purpose of the planning system is to contribute to the achievement of sustainable development. Ensuring new homes are built in sustainable locations is fundamental to meeting this objective. For Greater Norwich, failure of Norwich to deliver their share of new homes within the city will mean that greater proportion of housing need will need to be met in Broadland and South Norfolk, in most cases on greenfield sites. A housing-led scheme for Anglia Square supports the NPPF objective of making as much use as possible of brownfield land for new homes and meeting other identified need. Paragraph 119 of the NPPF is clear that making effective use of land is conditional on safeguarding and improving the environment and ensuring safe and healthy living conditions. These considerations are addressed in the report. In the event that these matters are safeguarded, the NPPF indicates that substantial weight should be attached to using brownfield land for homes. Furthermore, officers consider that substantial weight should be given to the development making a significant contribution to meeting Norwich's housing need but only limited weight to the development addressing a short-term deficit in the 5-year land supply.

Detailed housing proposals

304. Policy DM12 in the Development Management Policies Plan sets out the principles that apply to all residential developments. DM12 is permissive of residential development subject to a number of exceptions none of which apply to this site. The policy includes a number of criteria that should be met by new development these are considered in the following paragraphs.

DM 12 Criteria (a) - Proposals for development should not compromise the delivery of wider regeneration proposals and should be consistent with the overall spatial planning objectives for sustainable development set out in the JCS and policy DM1.

305. The application proposes a scale and mix of development to regenerate Anglia Square. The regeneration scheme is residential led, it is proposed that a new residential community will form an essential part of a new mixed-use quarter. The quantum of residential development proposed is the level the applicant indicates is necessary for the whole regeneration scheme to be viable. In terms of criteria a) of DM12, the case that is made is that the proposed level of housing is essential to deliver the regeneration of the site and the wider northern city centre.

DM12 criteria (b) - Proposals should have no detrimental impacts upon the character and amenity of the surrounding area (including open space and

designated and locally identified natural environmental and heritage assets) which cannot be resolved by the imposition of condition.

306. These matters are considered in detail in other sections of the report.

DM12 criteria (c) - Proposals should contribute to achieving a diverse mix of uses within the locality, taking account of individual site proposals in the Site allocations plan, other relevant development plan documents.

307. The proposed development includes a wide mix of uses, providing flexible ground floor space for community uses, retail and other towncentre uses. These uses are addressed in Main issue 5 of the report.

DM12 criteria (d) - Proposals should provide for a mix of dwellings, in terms of size, type and tenure including (where the size and configuration of the site makes this practicable and feasible) a proportion of family housing and flats to meet the needs of the community. The mix will be based on the findings of the Housing Needs Assessment or subsequent assessments.

308. Except for 11 houses on the northern Edward Street site, the scheme consists entirely of flats. The mix includes predominantly 1 and 2 bed flats with a small number of 3 bed flats and duplexes (17 x duplexes within detailed element). A duplex comprises a flat on two floors connected by inner staircase. Table X on page X provide details for each block. The table below shows the proposed range of market housing types included within the detailed part of the application and the indicative range for the whole site covered by the hybrid application (again, for market housing).

Type	1 bed	2 bed 3 person	2 bed 4 person	3 bed
Detailed	35.1%	12.5%	48%	4.3%
Hybrid	41.5%	11.8%	43.8%	2.83%

309. All flats would meet or exceed nationally prescribed space standards. Within the detailed parts of the proposal, flats vary both in size and internal layout. Ground floor flats and those at podium levels have independent front doors and private landscaped frontages. These variations help in creating a mix of typology and choice. Notwithstanding this, given the number of units proposed, this still represents a narrow mix of both dwelling size and type. Objections to this application have raised concerns that the mix of dwelling type is too narrow and that this concentration of flats will neither promote a mixed and balanced community nor meet the needs of, or result in cohesion with, the existing community.

310. The 2021 Local Housing Needs Assessment (LHNA) examines property size and tenure issues in Norwich for the period 2018-38. The LHNA indicates that, of the predicted need for market housing arising from the city council area (6768 dwellings), approximately 25% (1689 dwellings) is predicted to be for 1 and 2+ bedroom flats and 37% (2539) for 1- and 2-bedroom properties. The proposed number of market dwellings within the Anglia Square development (954- 990) therefore has the scope to meet approximately 59% of the need for 1- and 2-

bedroom flats in a single location and 37% of the need for 1- and 2-bedroom properties of all kinds. Based on this evidence there is a substantial future need for dwellings of the size proposed and the quantum potentially deliverable on this site would make a sizeable contribution to meeting this need.

311. In terms of dwelling type, the proposed range is likely to limit to some degree the number and size of families who could be satisfactorily accommodated on the site. DM12 acknowledges that the size and configuration of certain sites can influence the practicality and feasibility of including family houses. In the case of Anglia Square, the site is both within Norwich city centre and forms part of a large district centre. In order for the role of the centre to be safeguarded, a policy compliant redevelopment needs to include a significant quantum of floorspace at ground floor level for town centre uses and to ensure that adequate provision is made for the commercial delivery and servicing needs. The site is surrounded by roads, of which St Crispins Road and Pitt Street form part of the strategic network. All the surrounding roads carry city centre traffic levels. These factors limit the practicality and suitability of significant proportions of the site for ground floor residential uses particularly for larger family houses. Notwithstanding this, the hybrid part of the application includes less commercial floor space than the detailed part of the site and includes the scope for residential frontages away from the site edges and where environmental conditions would be much improved. These locations would be suitable for a townhouse typology and/or a greater proportion of duplexes. The proposed development approach relies on the main site being divided into 10 development parcels (A, D, E/EF, F, G, H, J, J3, K/L and M) and distribution of the housing number across these parcels. If it is accepted that a significant quantum of dwellings is required to make the development viable, and to optimise the capacity of a brownfield city centre site, then the scope to include conventional housing on this site becomes highly limited. However, larger 4 person+ units and duplexes are compatible with this approach, offering family sized accommodation and scope for enlivening the character and function of the development at street level. The 'all residential' outline blocks offer good opportunity for duplexes.
312. Although the proportion of traditional family houses may be low the development is nevertheless likely to support a range of households. The new residential quarter is likely to be attractive to young families, couples, singles, sharers and downsizers.
313. The socio-economic chapter of the ES includes an assessment of the characteristics of this part of the city in terms of demography and housing. The census data for the locality (local impact area – see Appendix 7 indicates a high proportion of young adults live in this part of the city and an average household size lower than the Norwich average (1.8 persons per household in comparison to 2.1). On this basis, in terms of age profile and household size the proposed development may share some similar characteristics with existing resident households in this part of the city.

Tenure Mix (including Affordable housing)

314. The development will include both privately owned and rented dwellings. Furthermore, the development will include social rented and intermediate properties.

315. JCS 4 requires all major housing development to include a proportion of affordable housing of an appropriate tenure mix. At the time the JCS was adopted the target proportion for housing schemes of the scale of Anglia Square was set at 33% with approximately 85% social rent and 15% intermediate tenures. The policy has always allowed for this figure to be reduced to reflect the impact delivering affordable housing can have upon development viability.
316. Draft GNLP Policy 5 is based on the most up to date local housing information (Strategic Housing Market Assessment (2017), the Greater Norwich Viability Study (2019) and the Greater Norwich Local Housing Needs Assessment (2021)). GNLP 5 requires major residential development proposals to provide 33% affordable housing across the plan area, except in Norwich City Centre where the requirement is at least 28%. GNLP 5 also allows for reductions in the provision of affordable housing on brownfields sites through a viability appraisal at the decision-making stage.
317. Until the adoption of the GNLP, the JCS remains the adopted development plan and as such the affordable housing requirements set out in JCS4 should continue to be afforded full weight.
318. Text supporting the policy states that the most recent viability study findings conclude that centrally located brownfield sites which have higher development costs which affect viability, are generally able to provide 28% affordable housing. It is further stated, as national planning guidance makes it clear that where applicants can demonstrate particular circumstances that justify the need for a viability assessment at the planning application stage, the policy provides some flexibility on this point for brownfield sites where exceptional costs are more likely.
319. Paragraph 65 of the NPPF states planning decisions for major development involving the provision of housing should expect at least 10% of the homes to be available for affordable home ownership.
320. Current national planning policy guidance provides an incentive for the developers of brownfield sites containing vacant buildings through a mechanism referred to as the 'Vacant Building Credit'. Where a vacant building is brought back into any lawful use or is demolished to be replaced by a new building, the guidance indicates that local planning authority should offer a financial credit to the developer equivalent to the existing gross floorspace of relevant vacant buildings when any affordable housing contribution is calculated. The Norwich Affordable Housing Supplementary Planning Document (SPD) sets out the vacant building calculation.
321. The proposal includes the demolition of substantial vacant buildings and applying the credit in accordance with the SPD has the effect of reducing the policy compliant affordable level for the proposed development to 22.6% against JCS 4 policy requirements (equivalent to 248 dwellings) (or 19.2% against GNLP 5 equivalent to 209 dwellings). Both JCS 4 and emerging GNLP 5 allow for the viable level of affordable housing to be determined at planning application stage having regard to specific site circumstances and evidence of exceptional costs.
322. The application proposes a minimum of 10% affordable dwellings - tenure split 85:15 social rent: intermediate product. The submitted application documents include an Affordable Housing Statement setting out the affordable housing

proposal in terms of dwelling size, type, location and tenure. The proposed level of affordable housing is below both JCS and GNLP policy compliance levels and a Viability Report has been submitted setting out the financial justification for the reduced number proposed. The issue of development viability is considered in detail in Main issue 2 of this report. However, the case made in the Viability Assessment is that development is not commercially viable with policy compliant affordable housing provision (22.6%) and the 10% level proposed is only achievable with the specified level of public subsidy via Housing Investment Fund and CIL Exceptional Circumstances Relief. The independent viability review carried out on behalf of the council, has confirmed 10% to be the viable level of affordable housing and indeed at this level development profit is low in terms of national and local policy guidance terms. As referenced in paragraph 239 the best-case scenario forecasts produce profit levels of 9.1% (CJ) and 13.7% (AY) compared to the 15-20% range referred to in Planning Practice Guidance (PPG). The proposed S106 viability review mechanism is designed to secure additional affordable housing provision in the event of the viability position improving.

323. The detailed part of the application includes affordable housing provision in blocks B, C and K/L. This provision includes 11 x 2 bed houses, 61 x 1-bedroom flats and 2 x 2-bedroom flats, of which 58 would be for social rent and 16 for shared ownership. Block B and C are proposed as part of phase 1 of the development to be delivered 2023- 2025 and block K/L in phase 2, which will be delivered 2025 – 2026. It is proposed that the remaining tranche of affordable provision would be in block E in phase 4. Depending on the overall dwelling total for the development, between 32- 36 dwellings would be delivered in this phase, all for social rent.
324. The council's development strategy manager has advised that the housing and tenure mix largely meets need in this area of the city. The current affordable housing need in this area is for one-bedroom flats, two-bedroom houses and larger family homes (four or more bedroom). Of the total number of affordable dwellings required in Norwich across the plan period 2018-2038, 6768 in total, there is a need for 1451, 1x bed dwellings. The housing options manager has confirmed that there is an ongoing and overwhelming need for one-bedroom properties in the centre/north area and any development of this scale will assist in this need being met. Currently there are 2017 applicants on the council's Choice-based Lettings (Home Options) register requiring a social rent, one bedroom property. Of these, 663 are single people or couples registered in the NR3 postcode area.
325. The council's development strategy manager has advised that the Local Housing Needs Assessment (LHNA) has shown a change in tenure requirements from the 2017 strategic housing market assessment, with a greater need for low-cost home ownership. However, given the proposed 10% level of provision he supports affordable housing provision being focused on social rented dwellings to meet the greatest need. He advises that it is justified to retain the JCS4 tenure split for the affordable housing of 85% social rented dwellings and 15% intermediate tenure, most likely to be delivered as low-cost home ownership to meet the identified need. Furthermore, on the basis of this evidence it is not considered appropriate for the requirement of paragraph 65 of the NPPF to be met. This requires for at least 10% of the total number of proposed homes to be available for affordable home ownership (1100, 10%=110). The effect of doing so would be that all the affordable provision on the site would be for affordable home ownership. This

would significantly prejudice the ability to meet identified housing need which remains predominantly for rented homes. The council's development strategy manager welcomes delivery of the majority of the affordable housing in the earlier phases of the scheme.

326. In terms of DM12 the proposal provides for a viable tenure mix. Affordable dwellings are shown distributed across the development in four locations. The financial justification for the level of affordable housing provision is discussed in Main Issue 2 but notwithstanding the shortfall in provision against policy requirements, the council's development manager has confirmed that the proposed affordable dwellings in terms of number, type and tenure will make a significant contribution to meet housing need in this part of the city and that given that 43% of the provision is being made in phase 1 and 26% in phase 2 a significant proportion of the social housing would be available in the earlier phases of delivery. The Council will secure this delivery through the S106 agreement to ensure the affordable housing comes forward early in the construction process.

DM12 Criteria (e) - Proposals should achieve a density in keeping with the existing character and function of the area, taking account of the significance of heritage assets where relevant and the proximity to local services, and/or public transport routes.

327. The proposed residential density of this development of the main site (excluding development parcels B and C) is approximately 248 dwellings per hectare (1054 dwellings/4.25Ha). This density is high and would exceed that of any other residential scheme elsewhere within the city.
328. The NPPF advocates that developments make optimal use of sites and that where appropriate seek a significant uplift in the average densities for residential development. Sustainable locations i.e., city centres and areas well served by public transport, are recognised as providing the optimal potential for achieving higher densities. Paragraph 124 of the NPPF relates to achieving appropriate densities. It is stated that decision making should support development that makes efficient use of land, taking into account the following:
- (a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - (b) local market conditions and viability;
 - (c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - (d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
 - (e) the importance of securing well-designed, attractive and healthy places
329. Both Local Plan policies DM12 and DM3 recognise that, where density is excessive, this can have significant and harmful implications for historic assets, for the character and function of an area and for the quality of the development as a

place to live. DM12 states that proposals “*should achieve a density in keeping with the existing character and function of the area, taking account of the significance of heritage assets where relevant and the proximity to local services, and/or public transport routes...In the city centre, within and adjoining district and local centres and in other locations of high accessibility higher densities will be accepted taking account of identified housing needs and the need to protect character, local distinctiveness and heritage significance*”.

330. The proposed scale of residential development seeks to make the very best use of a city centre location and to establish a substantial new community in a location where residents will enjoy easy sustainable access to employment and a broad range of services and facilities. Given the location, function and accessibility of this site there is a strong case for optimising residential density to at least that typical of other city centre sites. The applicants have sought to demonstrate that the form and density of development proposed is justified on all grounds but have also advised that the number of dwellings proposed is necessary to make development viable. The implications of the number of dwellings/density on the design, heritage impact and amenity levels is assessed in the other sections of the report and in the conclusion.

DM12 Criteria (f) - For all proposals involving the construction of 10 or more dwellings, at least 10% of those dwellings will be built to Lifetime Homes standard (or equivalent).

331. The Design and Access Statement confirms that at least 10% of the dwellings will be built to meet 2015 Building Regulations M4(2) for accessible and adaptable dwellings (replaces the Lifetime Homes standard). Like Lifetime Homes, regulation M4(2) requires dwellings to be accessible, to meet differing needs, including for some elderly or disabled people, and to allow adaptation of the dwelling to meet the changing needs of the occupants over time. The provision of a minimum of 120 homes meeting this standard will support a mixed and inclusive community.

Main issue 5 Proposed Retail and other Town Centre Uses

332. Key policies and NPPF paragraphs: JCS 11, JCS19, DM18, DM20, DM21 and NPPF paragraphs 85-91
333. The site lies within and forms an integral part of the Anglia Square, Magdalen Street and St Augustine’s Street Large District Centre. JCS 19 identifies Anglia Square as one of two Large District Centres within the city centre (the other being Riverside). These centres are second tier shopping areas within the JCS defined retail hierarchy, one level below Norwich City Centre’s defined primary and secondary retail areas. Large District Centres are intended to serve a wider than local function, the principal catchment area for Anglia Square being defined as including Norwich’s northern suburbs and extending out as far as the outer ring road.
334. The adopted Norwich Local Plan (2014) carries forward the Large District Centre designation, identifying it on the Policies Map. Policy DM18 relates to retail, leisure and other main town centre uses in centres and policy DM20 manages change in primary and secondary retail areas and large district centres. The Local Plan policies are supplemented by the ‘Main town centre uses and retail frontages Supplementary Planning Document’ (SPD) (December 2014). The SPD sets out a

number of requirements for planning applications, that seek to maintain and support the viability of the Large District Centre, including seeking to maintain a minimum of 60% of the defined retail frontage in retail use; and supporting the further expansion of hospitality uses supporting the evening economy complementary to main town centre uses, and community uses.

335. JCS 11 and the Northern City Centre Area Action plan (NCCAAP) identified Anglia Square as a location for retail growth, specifically for convenience goods. NCCAAP Policy AS2, now expired, imposed a requirement for a new food store of 3600sqm and planning applications approved in 2013 included substantial new retail space in this location. These developments have not come forward and there has been evidence for some time that food store developments of the previously planned scale are no longer being pursued by supermarket operators. However, the objective of improving the function of this Large District Centre remains. The Anglia Square Policy Guidance Note (PGN) (2017) states that currently Anglia Square *'lacks the diversity of uses required to fulfil its role as the focus of the Large District Centre and has limited capacity to serve the day-to-day convenience shopping needs of the local community. There is significant scope to improve the quality and mix of the existing retail offer to not only better suit local needs, but to create a new destination retail and leisure location for the city'*.
336. As part of the preparation of the Greater Norwich Local Plan a number of studies have been commissioned. A health check of the centre carried out as part of the Greater Norwich Employment, Town Centre and Retail Study (GVA 2017) indicates:

'the 1970s purpose built shopping centre is aesthetically unpleasing and performs a retail function which is little more than functional, but positively does benefit from some reasonably sized units. The 'anchor' stores to the centre are relatively poor, although reflective of the offer of this part of the centre as a focus for discount/value retailing'. The GVA study, carried out to inform the strategic direction of retail policies in the emerging Greater Norwich Local Plan, makes a number of recommendations in relation to the Anglia Square, Magdalen Street and St Augustine's Street Large District Centre:

City Council should seek to progress the redevelopment of Anglia Square Large District Centre.

- *Redevelopment should continue to incorporate retail floorspace at ground floor level, in order to ensure that local residents' day to day shopping needs can be met. This should include units of a mixture of floorplate sizes, including larger units to enable current national retailers such as Iceland, Poundland and Poundstretcher to continue to have a trading presence in the centre, alongside smaller units for more specialist operators.*
- *Although the Retail Study has identified no quantitative need for additional convenience goods retail floorspace to serve the Norwich urban area, there is an opportunity for qualitative improvements to the convenience goods retail offer in Anglia Square/Magdalen Street district centre, owing to the current limited facilities for local resident.*
- *Provision of a cinema should be retained if possible.*

- *A comprehensive programme of public realm improvements to Anglia Square/Magdalen Street district centre should be progressed.*

337. In 2020 a further study was commissioned to update the Town Centre and Retail Study in response to Brexit and Covid-19 impacts and changes to the planning system particularly in relation to the amalgamation of uses classes into Class E. This study included a review of existing retail related policies including Local Plan policies DM18, 20 and 21. In relation to DM20 which relates to large district centres, the study recommended a move towards qualitative assessment factors, focusing upon the character of proposed uses, contribution to active frontages and the overall health of the centre.
338. In terms of GNLPO506 the policy draft includes several references to the role of Anglia Square as an LDC. These include future redevelopment of the site allowing for a balanced mix of uses to support the LDC, including residential, student accommodation, retail, leisure offices, flexible workspace, hotel, leisure, hospitality uses and community facilities. Policy criteria 3) makes specific reference to development including a significantly improved quality of retail/leisure offer providing a continuous active frontage between Magdalen Street and St Augustines Street.
339. The application proposes the phased demolition and redevelopment of the entirety of the existing shopping centre. The centre, currently used for a variety of uses within the Class E town centre use class and sui generis uses (nail bar / bookmakers/car sales), would be demolished and replaced with up to 8,000 sqm Net Internal Area (NIA) flexible retail, commercial and other non-residential floorspace including a Community Hub.
340. The table below sets out existing floorspace figures for different categories of use. The sui-generis figure includes the large unit within the square currently used for car sales and car wash use on Pitt Street. The vacant figure includes the former cinema and nightclub. Excluding these figures and focusing on existing active town centre uses, the current floorspace figures equates to 10,075sqm Gross Internal Area (GIA).

Use class	Existing sq.m Gross Internal Area (GIA) *
Class E (a) – Convenience retail	1568
Class E (a) – Comparison retail	7334
Class E (a) - Retail services (hairdressers, opticians)	219
Class E – Leisure services	338
Sui Generis	4196
Vacant	3772
Class E (g)(ii) - Offices	16,161

341. Retail, leisure and office uses are defined by the NPPF as main town centre uses. Developments involving these uses (with the exception of offices) are subject to Policy DM18 and Policy DM20. Policy DM18 is supportive of main town centre uses within Large District Centres where their scale is appropriate to the centre's position in the hierarchy set out in JCS19 and does not exceed the indicative floor spaces set out in appendix 4 of the Local Plan. Appendix 4 sets no specific

thresholds for maximum floorspace for individual units within Large District Centres.

342. In policy terms, given the Large District Centre designation, the re-provision of floorspace (including large format units) for main town centre uses is acceptable and positively supported. Indeed, the significant permanent loss of retail floorspace in this location would potentially undermine the ability of the centre to serve a district centre function and would be resisted on policy grounds.
343. A 'Commercial Strategy and Town Centres uses Report' has been submitted with the planning application. This document sets out the applicant's vision for the Anglia Square development as being to *'deliver a successful, appropriately scaled shopping and multi-purpose environment for the Large District Centre. Importantly, the scheme will provide a draw beyond 'low value' retail and introduce a range of other facilities and attractions not currently found locally, providing an enhanced offer and experience for local shoppers and other visitors to the northern part of the City Centre'*. It is stated that the new accommodation will be better suited to the needs of tenants than is presently available, providing improved space for existing (retained) tenants and attracting a broader mix of new ones thus having a positive effect on nearby businesses and ensuring the scheme's anchor role within the Large District centre.
344. The table below sets out proposed non-residential floorspace in each block.

Use Class	Blocks	Total Proposed floorspace (sqm Net Internal Area (NIA))	Notes
Class E(a-g) plus Sui-generis (drinking establishments with expanded food provision / book makers / nail bars / dry cleaners)	Block A	1,151sqm	Scope for a large format store of 752 sqm (NIA)
Class E(a-g) plus Sui-generis (drinking establishments with expanded food provision / book makers / nail bars / dry cleaners)	Block M	586sqm	Scope for large format of 503sqm for a new Foodstore
Class E(a-g) plus Sui-generis (drinking establishments with expanded food provision / book makers / nail bars / dry cleaners)	Block KL	3070sqm (including a 477sqm mezzanine)	Scope for 2 x large format stores of 765sqm and 580-1sqm

Use Class	Blocks	Total Proposed floorspace (sqm Net Internal Area (NIA))	Notes
Class E(a-g) plus Sui-generis (drinking establishments with expanded food provision / book makers / nail bars / dry cleaners)	J3	401 sqm	
Class F2 (b)	Block D	697sqm	Community hub/community hall
Sui generis	Block A	50sqm	Public toilets
Total for detailed element		5906sqm	
Outline - Class E (a-g) plus Sui-generis (drinking establishments with expanded food provision / book makers / nail bars / dry cleaners)	Blocks E-J	Up to 2094sqm	

345. The proposed detailed floor plans submitted for blocks A, D, M, K/L and J3 include a total 5906sqm (NIA) of floorspace for flexible commercial/community uses (74% of the proposed total). The above table shows distribution and scope for large format units. The detailed ground floor plans indicate the commercial floorspace subdivided into 23 units. However, to some extent this is illustrative as the applicant is seeking flexibility for the use and size of individual units to be determined based on actual tenant/market interest at the time the floorspace for each block becomes available. However, the applicant has confirmed that the four large format units set out in the above table are firm proposals. The large format units within Blocks A and K/L would be of a suitable size to provide relocation options for Iceland, Poundland, Boots and / or other existing tenants. The large format store in Block M is designed to attract a new food retailer to the centre. The remaining 2553 sqm of floorspace in those blocks would be available for subdivision into a range of small-medium format units.
346. In terms of the outline blocks, the land use parameter plans show commercial frontages to parts of blocks E, E/F, F, H and J and the Planning Statement indicates this would allow for up to 2094 sqm (NIA) of floorspace for flexible commercial/community uses to come forward as part of reserved matters applications. The parameter plans indicate that most of this floorspace would front Anglia Square and the E-W route crossing the site. Two further commercial units are shown on the Pitt Street frontage and on the corner fronting the St Crispins roundabout.

347. The 'Commercial Strategy Report' describes how other aspects of the proposal will further support the functioning of the district centre. These include the inclusion of community facilities within the community hub building (Block D); provision of a public house, provision of a four storey multi-purpose commercial building at the Magdalen Street gateway into the site and the re-provision of an improved multi-functional public square.
348. In relation to community facilities, it is proposed that these would be provided in Block D, referred to as the Community Hub. The facilities would include two elements: a community hub and a community space. The community space would be at the north end of Block D and comprise of a ground floor space of approximately 146 sqm Net Internal Area (NIA) available for hire by new residents, members of the existing community and local groups and societies. The community hub (550sqm NIA) would occupy the ground floor and part of first floor of the southern end of Block D and is proposed as a mixed-use space. A significant element of the community hub would be a management suite for the development, to oversee the management of the new residential community and to act as a central location where all parcel deliveries would be delivered. Residents would collect parcels from the community hub. Given the role of the hub it is anticipated that this building will be busy with comings and goings and provide opportunities for residents to interact and meet. It is also envisaged that the hub will include social spaces which would be available to all (including the wider community). The delivery and fit out of the community facilities will be secured through the S106 agreement. A public house (with expanded food facility) is proposed to create an additional focal point within the development – it is anticipated that this would front the central public square. A four-storey commercial building is proposed as part of block K/L. This building is proposed in the approximate historic location of 'Stump Cross' on Magdalen Street. This building would provide scope for independent commercial uses on each floor. A redeveloped public square is proposed in the same location of the existing square. It is proposed that the square would be enlarged and that a canopy would extend over appropriately one third of the space. The Landscape Strategy describes the square as the 'Civic Heart' of the development acting as an adaptable community space with the scope for pop-up leisure uses, temporary markets and other events.
349. The applicant has indicated agreement to a range of planning conditions and Section 106 planning obligations:

	Suggested planning conditions
1	Provision of the new foodstore (Block M) measuring min 559 sqm GIA within delivery phase one
2	Restricting the sale of non-food goods within the new foodstore to no more than 20% of the net sales area
3	Provision of the [1 no.] large format store (Block A), Community Hub, Community Hall, and the WC / Changing Places facility within delivery phase one
4	Provision of the [2 no.] large format stores (Block K/L) within delivery phase two

	Suggested planning conditions
5	Restricting the primary use of the 3 no. large format stores (in Blocks A and K/L) to Class E(a) retail
6	Limiting the provision of Sui Generis drinking establishments with expanded food provision, bookmakers and/or nail bars within the entire scheme to no more than 550 sqm NIA (611 sqm GIA), of which no more than 250 sqm NIA (278 sqm GIA) shall be used as bookmakers
7	Provision of no less than 200 sqm GIA of floorspace for Class E(b) food and drink or Sui Generis drinking establishments with expanded food provision
8	Limiting the provision of Sui Generis dry cleaners within the entire scheme to no more than 150 sqm NIA (167 sqm GIA)

350. It should be noted that 6) in the table above is in part sought by the applicant to allow for the retention of existing sui-generis tenants - i.e currently on the site: existing nail bar at 76 sqm and existing bookmakers at 276sqm. Furthermore, 8) is sought to allow for the flexibility for a dry-cleaning service on the site that does not exist presently.
351. The applicant has agreed to S106 Obligations in relation to (i) specification and fit-out of the community hub and community space and the agreement of a detailed management plan, (ii) an Anglia Square Management Plan, which would set out arrangements for managing the impact of the redevelopment on existing tenants and (iii) a public realm plan – setting out how the public realm will be delivered, managed and maintained for use by the public.
352. In terms of assessing the acceptability of the changes to this part of the large district centre there are several policy considerations:
- (1) Whether the proposed amount, mix and format of floorspace is sufficient to support the role and health of the district centre for the existing and new community.
 - (2) Impact of the changes on the existing tenants of the centre.
 - (3) Whether the planning conditions and obligations proposed by the applicant are sufficient to allow for the flexibility sought.
353. In relation to (1) - the amount of proposed replacement floorspace for commercial/non-residential uses represents a reduction compared to existing levels. If the shopping centre is looked at in isolation of existing vacant floorspace and Pitt Street premises and floorspace being used for not typical town centre uses (i.e., car sales) then the amount of new floor space is around 11% lower (- 1186sqm GIA) than existing. If all the existing floorspace is included, the reduction is more significant at around 49% (- 8526sqm GIA). The applicant has indicated the existing centre is not fit for purpose and that replacing existing amounts of floorspace is not a viable or sustainable option, pointing to structural changes in the retail and leisure markets both pre and post Covid 19 pandemic. They indicate that these changes have substantially impacted on the demand and value of retail, office, and leisure floorspace both in city centres and secondary

retail locations. The applicant indicates that although existing vacancy levels within the core of the shopping centre are low, this reflects rents being maintained at an appropriate level for a site awaiting redevelopment (i.e., below market rent reflecting a short notice period to allow vacant possession).

354. The application proposes that the new commercial units would meet modern/future needs for businesses and be focused on the Magdalen Street frontage, around the redeveloped Anglia Square and along the frontage of the new East-West route which would link Magdalen Street to St Augustines Street. This would largely maintain a similar length of active frontage to the existing arrangement and create a substantially commercial thoroughfare through the site. Fewer larger format units are proposed than exist at present. The 2017 GVA assessment highlighted the importance of redevelopment including a mixture of floorplate sizes, including larger units to enable current national retailers such as Iceland to continue to have a trading presence in the centre, alongside smaller units for more specialist operators. In response the applicant has confirmed they are in dialogue with existing retailers about the plans and indicated a commitment to the provision of 4 x large format units for Class E(a) retail use.
355. The role played by the existing shopping centre within the wider Large District Centre (LDC) is an important one. The retail offer provided by both national and independent shops, although limited, meets a day-to-day shopping need and the provision is valued by the local community. The shopping square is often busy and is well used for local events and performances. The presence of national retailers within the square supports the anchor role played by the centre for the wider LDC. However, the GVA health check highlighted the limitations of the centre, in particular the current appearance/poor aesthetic appeal, limited supermarket provision and the overall retail function which is little more than functional. The proposed reduction in the amount of floorspace on the site will result in the permanent displacement of some of the existing tenants and some may choose not to stay. However, in considering the redevelopment of the site it is necessary to take account of the significant changes in the retail and leisure sectors over recent years and the long-term viability of commercial floorspace.
356. The NPPF rightly recognises the role town centres play at the heart of local communities but also requires planning policies and decisions to allow centres to diversify in a way that allows them to respond to rapid changes in the retail and leisure industries. The NPPF highlights the role residential development can play in supporting the vitality of centres. What is proposed as part of the proposed redevelopment of Anglia Square will result in the qualitative improvement of the commercial floorspace and of the public realm spaces. There is the scope for existing large national retailers to stay along with smaller scale tenants. Extending food retailing provision and broadening facilities on the site to include community uses and a public house/restaurant use would allow the role of the centre to be diversified and for activity to continue into the evening. The flexibility of uses sought – uses within classes E, F1 and F2 – allows for a wide range of commercial, business, service, local community and learning uses. Conditions 1, 2 and 5 (table) will ensure that retail remains a main focus of the main shopping square. Significantly, the creation of a sizeable residential community on the site will increase the demand for convenience shopping and other day to day services. This increased demand for shopping and services, footfall and expenditure will significantly benefit the long-term role and viability of the whole of the large district centre.

(2) Impact of the changes on the existing tenants of the centre.

357. The development will result in both short- and long-term impacts on existing tenants. The scale and duration (8 years) of the demolition and construction phases will impact on the functioning of the centre and the development once complete will provide less commercial floorspace than at present. DM17 seeks to protect small and medium scale business premises, which would include minimising the impact upon them during redevelopment. To this end, the applicant has indicated that they will seek to ensure that the shopping centre performs as well as possible and continues to serve the local community over this period. It is proposed that the site is developed in phases, allowing for parts of the site to continue to operate and for new floorspace developed in earlier phases to be available to key tenants displaced in later phases. Public access to premises remaining open will be maintained and detailed arrangements including signage will be set out in a Construction Environmental Management Plan (CEMP) which would be a condition of approval. The applicant has indicated that as many of the existing businesses as possible would remain open and accessible during the construction period and in that regard, they have agreed to a Section 106 requirement which would obligate them to engage and support the scheme's tenants throughout the period of disruption. Furthermore, on the recommendation of the city council's Economic Development Manager the S106 also requires the developer to fund access to independent business advice via a local enterprise agency. This would provide tenants with practical advice over relocation/alternative premises as well as potential business adaptation to take advantage of new short and longer term opportunities resulting from the development.
358. These measures should assist in ensuring that centre continues to be available to shoppers throughout the construction period. The provision of a new food store in phase 1 will ensure that from early on in the development, improved provision is made for day-to-day shopping needs. However, it is important to recognise that the development will have a direct impact on all the existing business on the site and that this impact for some tenants will be immediate. It is hoped that a significant proportion will remain and be relocated in the new centre. But a proportion will not, either because they are displaced by the early phases of development at a point where no alternative accommodation can be provided or because the scheme in the longer term does not provide suitable accommodation. All the existing tenants will be aware of this risk as the redevelopment of this site has been planned and publicised for many years. Continued uncertainty regarding the centre is not favourable to businesses being able to plan and make investment decisions. However, the impact will none the less be significant for these businesses and the Anglia Square Management Plan will be important in managing this impact.

(3) Whether the planning conditions and obligations proposed by the applicant are sufficient to allow for the flexibility sought.

359. The applicant has proposed several planning conditions in relation to the proposed new centre. These are designed to control the balance of uses in the centre (paragraph 350). In addition to these conditions the following controls are also recommended to be secured via planning condition.

- Reserved matters for blocks G, H and E to include a minimum amount of floorspace for commercial uses:
Block G – min 420sqm GIA on the Anglia Square/Botolph Street frontage;
Block H – min 360sqm GIA on Anglia Square frontage + min of 160sqm GIA on Botolph Street frontage;
Block E – min 80 sqm GIA on Botolph Street frontage
- Provision of at least 10 x ground floor units of 70 -100sqm GIA to support the continued role that small scale/independent retail/services play within the square.

360. In addition to the S106 requirements already discussed, the Public Access Obligation in the S106 agreement will secure access to the main public realm areas and streets and require management arrangements to foster the uses of these spaces as social and civic spaces that are accessible to the public without restriction. The provision and management of the community hub is also included as a S106 requirement - to ensure provision includes a mix of uses which will deliver a community benefit including promoting social cohesion. The Sustainable Communities Strategy, a further S106 requirement seeks to ensure that Anglia Square continues to be promoted as a community space for events and activities.
361. On the basis of the above the proposed mix and quantum of town centre floorspace will support the role and health of the large district centre and be complementary to the function of Norwich city centre. Subject to the planning conditions and S106 requirements proposed the proposal accords with policies JCS 11, 19, DM18, DM20 and the NPPF

Main issue 6 Socio– economic considerations

362. Key policies and NPPF paragraphs: JCS 7,11 DM1and NPPF paragraph 7-10
363. As referred to in Main issue 1 a key objective of JCS 11 is to achieve the physical and social regeneration of Anglia Square and the wider northern city centre. The Anglia Square Policy Guidance Note (PGN) describes the northern city centre area as one of the most ethnically and culturally diverse parts of the city, with distinctive local shopping and leisure facilities and a vibrant local community and is a growing location for artists and small start-up businesses. It is important that development of this site recognises these qualities. However, this part of the city also faces a number of challenges, and these were referred to in paragraph 203 of the report. These challenges in relation to deprivation, health, housing, and crime all strengthen the case for redevelopment in this part of the city which will deliver meaningful physical, social and economic benefits.
364. JCS 7 requires all development to maintain or enhance the quality of life and the well-being of communities, promote equality and diversity, and protect and strengthen community cohesion. DM1 recognises this as a principle of sustainable development along with enhancing and extending opportunities for employment and education, protecting the natural and built environment and combating climate change.
365. The Environmental Statement (ES) submitted with the planning application includes an assessment of the socio-economic impacts of the proposed development. The assessment looks at impact relative to a baseline position in

terms of the demographic and economic profile of the local population, supply of housing, provision of education, healthcare facilities and community facilities including open space and sport and recreation across the area surrounding the site. The assessment examines the potential effects of the development over the construction and operational phases.

366. The table below is an edited version of table 11.6 within the ES which sets out an assessment of the impact of development (prior to mitigation). The 'Impact area' varies with the topic area. Most significant socio-economic effects will predominantly be felt close to the site (local area – see Appendix 6), particularly those in relation to education provision, healthcare, open space, sport and recreation and community facilities. However, certain effects, particularly those relating to housing and the economy can be felt more widely.

Topic	Receptor	Impact area	Duration of impact	Residual Effect (including mitigation)
Construction Effects				
Employment (jobs created) Direct: average 276 per annum Indirect: 280 per annum	Local labour market (construction phase)	Wider	Medium-term, temporary	Moderate beneficial
Existing uses/employment	Local Labour market	Local	Short term	Minor adverse
Operational Effects				
Employment Direct: 288 Indirect: 72-186 Uplift on existing: 104 (net) Indirect: 40-106	Local labour market (operational phase)	Local	Long-term permanent	Moderate beneficial
		Wider	Long-term permanent	Minor
Population Approx. 2321 people	Existing population	Local/ wider	Long-term, permanent	~
Resident expenditure £21.9-36.4m	Local economy	Local	Long-term permanent	Moderate beneficial
Deprivation	Levels of deprivation	Local/wider	Long-term permanent	Moderate-major beneficial

Topic	Receptor	Impact area	Duration of impact	Residual Effect (including mitigation)
Housing Up to 1100 dwellings	Housing targets/ housing need	Local	Long-term, permanent	Moderate to major beneficial
		Wider	Long-term, permanent	Moderate beneficial
Crime	Residents' safety	Local	Long-term, permanent	Moderate beneficial
Education early years, primary/secondary	Pupil and school capacity	Local	Long-term permanent	Negligible
Healthcare	Capacity of local services	Local	Long-term permanent	Negligible
Community facilities	Provision of community facilities	Local/wider	Long-term permanent	Minor beneficial
Community Cohesion	Existing population	Local	Long term permanent	Minor beneficial
Open-space, sport and recreation	Provision of open-space and facilities	Local	Long-term permanent	Minor beneficial

367. It is predicted that there will be direct local benefits associated with job creation, new housing and improved community facilities and open space. Significantly it is predicted that these benefits have the potential to have a moderate – major beneficial impact on levels of deprivation within this part of the city. Wider / city wide benefits are predicted in employment creation and in the improved provision of housing. These matters are considered in detail below.

368. **Construction employment.** The proposal represents a £280million development project. The project is of strategic scale and the largest development scheme proposed in the city centre in the last two decades. The development will support on-going, sustainable construction employment over four development phases spanning an eight-year period. It is estimated that this will average 276 direct construction jobs per annum. Weston Homes have indicated that they function as construction contractors and have in-house project managers /directors and quantity surveyors who oversee construction and coordination of material supplies and different sub-contractors. But all the construction labour and trades involved in the physical demolition and construction works are external to Weston Homes and on each project Weston Homes go out to tender to companies that operate in the area.

369. In addition, employment supported by the wage spending of construction and supply chain workers in Norwich shops, services and other businesses is estimated at 280 indirect and induced jobs per annum. The council's Economic Development Manager has indicated strong support for this level of employment generation in Norwich and indicated that the proposed scale of developer investment will boost the city's profile and its attractiveness to other inward investors.

370. It is predicted that the development will support on-going, sustainable construction employment over four development phases which are expected to span an eight-year period. It is estimated that this would represent an increase of at least 9.28 per cent in the number of construction workers in the city. In addition, the eight-year duration of the build will enable a number of fully completed apprenticeships to be delivered. This is particularly important as it will provide the opportunity for local residents to benefit from training and career opportunities.
371. A core aim of the planning system is bringing forward development which builds a strong economy and promoting growth which generates a wide range of jobs. The proposed constructions will positively support the council's objectives (JCS 5 and DM1) of enhancing employment opportunities and supporting the construction and business sectors.
372. In the event of development going ahead the applicants have indicated agreement to a Local Employment and Skills Strategy. This will commit the developer and sub- contractors to optimising use of the local labour supply chain and procurement and to providing training. The eight-year construction phase offers significant opportunities for local businesses and opportunities for local people to gain employment and training which will have a lasting positive legacy for future job prospects.
373. This level of employment creation along with the direct and indirect economic benefits of the development for the city is of strategic significance and capable of being given considerable weight in the planning balance.
374. **Existing Uses/ Employment/ Existing Businesses.** There are several existing businesses located on/or close to the site which would be directly or indirectly affected by the development and construction programme. A number of existing tenants/ businesses/enterprises are currently located in buildings which are proposed to be demolished and therefore will be displaced during the various construction phases. Others are located close to the site and may be disrupted by the demolition and construction works. The ES assesses the impact of the development on these groups as short term/temporary but adverse.
375. The owners of the site have indicated the following:
- (a) Artist studios in Gildengate House – This building sits within phase 3 of the construction project but demolition is scheduled to start in phase 2. It is envisaged that Gildengate House will remain available for temporary use as artist studios up to the commencement of these works, subject to agreement of lease. Accordingly, the applicants indicate that there is scope for the artists to remain whilst the initial phase of development comes forward, ensuring a sufficient period for the existing tenants to find alternative accommodation. It should be noted that vehicular access to Gildengate House is via Upper Green Lane (entered from St Crispins Road) and egress is via the unused multi-storey car park onto Edward Street. Phase 1 demolition would remove this egress and this would have implications for vehicular access/parking at this upper level.
- (b) In respect of the shopping centre, this matter has been already discussed in Main issue 5 of the report. The applicant has confirmed that existing tenants will be given the opportunity to agree commercial terms for retail

accommodation. Discussions are underway and the proposed phased scheme would provide suitable unit sizes to allow for the relocation such as Boots, Greggs and Iceland. However, the first phase of demolition will be at a point where no new commercial accommodation is available on the site and there is limited available ground floor vacant space. Also given the reduced amount of commercial floorspace on the site in the long term there would not be suitable accommodation for all tenants to be relocated. These businesses will therefore need to seek alternative off-site premises.

376. In the event of planning permission being approved the applicant has indicated agreement to an Anglia Square Management Plan. This has been referred to in paragraph 359 of the report and is intended as a means of mitigating the impact of the development on existing businesses /tenants. The management plan would include arrangements for the pre-development /construction period. These arrangements will include the developer funding access to independent business advice /support from a local enterprise agency and ensuring where practicable continued occupancy of buildings throughout the duration of the project. Furthermore, the plan would also include a commitment to support businesses remaining in the centre and in the locality - by ensuring good access, signage, proactive marketing/events etc, and sharing of information for instance with Magdalen Area Traders Association (amongst other things). Including mitigation, the impact on existing uses/employment is assessed as Minor Adverse in the ES.
377. **Operational Employment** (jobs created following completion of the development project). The precise number of jobs created within the new district centre will depend on the end-users that occupy the scheme. However, long term benefits to the local economy are predicted through the creation of additional jobs generated by the new and improved retail, leisure and business facilities being built. Using employment densities to estimate the job numbers this will generate, in gross terms, it is estimated that 288 full time equivalent (FTE) jobs could be supported (both part-time and full-time roles). Under the same assumptions the site currently supports an estimated 255 jobs which equates to 184 FTE jobs. On this basis, the net employment impact will amount to an uplift of 104 FTE jobs (+ 57%). This could be expected to make a positive impact on local employment opportunities for Norwich residents.
378. This will make a sizeable, positive impact to long term local employment opportunities for residents living nearby and within Norwich as a whole. The increased vitality of the centre and increase in footfall has scope to generate a further 112 jobs in the shops, services and other businesses within the local area and wider district centre. This impact is quantified as long term, permanent and beneficial at both the local and city-wide levels. The council's Economic Development Manager has indicated strong support for this level of permanent employment growth in Norwich. A core aim of the planning system is bringing forward development which builds a strong economy and growth which generates a wide range of jobs. The proposed jobs created within the redeveloped centre will positively support the council's objectives (JCS 5 and DM1) of enhancing employment opportunities and supporting the business, retail, leisure and hospitality sector.
379. **Population** – Average household size in Norwich is 2.11 people. Within the locality of the site average household size is lower at around 1.8. Applying these averages to the 1100 residential dwellings would result in a population growth of

between 1,980 to 2,321. Given the high proportion of 1- bedroom units it is reasonable that the population would be more aligned to the lower average however the ES has taken the upper figure on the basis of ensuring that the full potential impact of the development is assessed.

380. **Resident Expenditure** - It is estimated that the households of the 1,100 new residential units within the development could generate total gross spend of between £21.9-36.4 million each year. This will include expenditure on convenience (food and drink), comparison goods (clothing and footwear and household goods), services (hairdressers etc) as well as recreation and cultural activities. A significant proportion of this spending is likely to be retained in the Anglia Square, Magdalen Street and St Augustines Street Large District Centre and within Norwich city centre. On this basis it is predicted that this expenditure has the scope to have a long term moderate beneficial impact on the local economy.
381. **Housing** - The ES quantifies the impact of the addition of up to 1100 dwellings to the current housing stock as permanent, moderate beneficial across the Wider Impact Area and a permanent, moderate to major beneficial across the Local Impact Area.
382. The Local Housing Needs Assessment (LHNA) (2021) identifies an ongoing need for new housing and the 1, 2 and 3 bed dwellings proposed would make a substantial contribution to meeting the need for smaller dwellings over the next 8-year period. The development would enhance the quality and quantity of housing choice within the local market of Norwich and the 10% affordable dwellings would boost the supply of social rented accommodation in a part of the city where there is significant identified need.
383. The proposed scale of development will create a new residential quarter within the northern city centre. In order to support the growth of this new community and cohesion with the existing resident population the applicants have proposed a Community Hub within Block D (Phase 1). This is proposed as a shared, publicly accessible facility offering new facilities to the location and providing the opportunity for all to meet and benefit. Furthermore, the applicant has indicated to the agreement and implementation of a Sustainable Communities Strategy in relation to the development. This strategy would seek to forge links between new residents, commercial tenants and the existing community.
384. In the event of planning permission being approved the agreement of a detailed strategy would form a S106 Obligation requirement. Examples of measures referred to in the draft include but are not limited to: promotion of a programme of community events including cultural events; commitment to facilitating the use of public spaces by community groups and charities; residential management arrangements to establishment of residents association, residents' newsletters and meetings which would be open to representatives from other community groups to attend. Policy DM1 requires development to promote inclusive and equitable communities by increasing opportunities for social interaction and community cohesion. The Sustainable Communities Strategy will provide an appropriate framework for supporting the achievement of these development objectives.

385. **Deprivation** - The location of the site displays a relatively high level of deprivation in comparison to the surrounding area; it is located in one of the 10% most deprived neighbourhoods in the country. JCS Spatial Objective 4 recognises the role of regeneration in reducing deprivation. It states, 'development and growth will be used to bring benefits to local people, especially in deprived communities.'
386. Government statistics on deprivation combine data on income, employment, education and skills, health and disability, crime, barriers to housing and living environment. Income and employment make up 45% of the measure. A positive change in the condition of any of these factors can reduce deprivation levels. Furthermore, there is a strong link between places (the built environment) and social and economic inequalities. People's health outcomes, education, employment prospects and well-being are significantly influenced both by people's socio-economic status and where they live.
387. The proposed development has the scope to improve access to local employment and housing, including to social rented housing. In addition, the development will remove severely degraded/neglected buildings and replace them with new buildings, improved facilities and publicly accessible squares and spaces. The ES quantifies the impact of the development on deprivation levels as permanent, moderate to major beneficial across the Local and Wider Impact Areas.
388. On this basis the development positively supports the policy objectives of the JCS and DM1 in terms of bringing benefits to local people in deprived communities.
389. **Crime** - Crime data provided by Norfolk Constabulary indicates that for the past 3 years most incidents have related to theft and criminal damage from/to business and theft from people using the existing centre.
390. Studies have shown a correlation between deprivation and crime levels such that a reduction in deprivation levels can lead to a corresponding reduction in crime levels. Furthermore, the scheme has been designed to create wide routes through the site and improved multifunctional public spaces. The design approach to the streets and public spaces promotes natural surveillance and with appropriate lighting in the evening will create a sense of safety at all times. An increase in footfall will also act as a disincentive for crime.
391. The Norfolk Constabulary have recommended the adoption of 'Secured by Design' (SBD) standards and specifications across the development and ongoing liaison with the developers through the detailed design process. The developers have confirmed they look to achieve the SBD standards with the associated award schemes and alongside the building regulations requirements endeavour to provide the best possible and compliant scheme. They indicate a commitment to working together with the Norfolk Constabulary and other stakeholders to ensure the best possible outcome for the scheme.
392. **Education**. Norfolk County Council indicate that a development of this form and scale will generate additional demand for school spaces at all levels. The following additional demand is predicted:

Educational level	Children generated by the development (1100 dwellings)
Early years	82
Infant	108
Junior	128
Secondary	122
Sixth form	13

393. The Local Education Authority indicates that figures currently show capacity in existing schools. At the time of writing there is a decline in both birth rate and pupil rolls influencing the current spare capacity at Early Education, Primary, and Secondary sectors. It is anticipated that there will be a reversal of this decline in the foreseeable future so the County Council will monitor pupil numbers. If further expansion is required for the schools in the area a funding claim for additional places through CIL will be submitted as this is covered on the District Council's Regulation 123 list.
394. The ES quantifies the impact of the development on education provision in the Local Impact Area is assessed to be permanent and negligible.
395. **Health care** – The ES contains an assessment of existing GP and healthcare provision in the locality. It predicts the development will have a negligible impact on health care provision. The Health Impact Assessment (HIA) indicates that the expected population of the proposed development (around 2321) will generate additional needs and demands for healthcare and other social infrastructure which could have an adverse impact on health and well being if there is insufficient capacity in existing facilities. The HIA indicates that the Commissioning Group will need to consider how needs can be met. The HIA refers to the flexible floorspace being provided as part of the development and its suitability for healthcare uses or offices to accommodate supporting services.
396. The latest consultation response (March 2023) from the Norfolk and Waveney Integrated Care System (ICS) states that the proposed development will have an impact on the services of local GP practices, Acute healthcare, Mental healthcare, Community healthcare and the Ambulance service operating within the vicinity of the application site. The practices closest to this development and therefore the primary healthcare services directly impacted by the proposed development are: Prospect Medical Practice, Lawson Road Surgery, Oak Street Medical Practice, Castle Partnership Gurney, and Magdalen Medical Practice. It is stated that the latest demand and capacity information suggests that these practices are already running at or above capacity, will not have the space or the resource to manage the extra demand which a development of this size would place upon them and would need to explore options for increasing space. It is stated that this development would give rise to a need for improvements to capacity, which, in line with the ICS strategic estates strategy, would primarily come from improvements to and extension of existing infrastructure or the building of a new facility. Furthermore, it is stated that the development will also give rise to increased investment requirements within our acute, community and mental healthcare settings, where the investment will be required to provide and develop functionally suitable facilities for patients, providing the required beds and floorspace to manage the increased demand.

397. The response states that in line with the Government's presumption for the planning system to deliver sustainable development and specific advice within the National Planning Policy Framework and the CIL (Community Infrastructure Levy) Regulations, which the ICS believes provides for development contributions to be secured to mitigate a development's impact, the ICS typically suggest that healthcare contributions should be sought to contribute to the provision of sustainable healthcare services in the area, particularly for the additional residents generated by development growth. Reference is also made to JCS Policy 7.
398. The ICS have provided an estimated capital cost of additional healthcare services arising from this proposed development as modelled using HUDU tool (London Healthy Urban Development Unit). They seek funding to mitigate the impact of the development across all sectors of health provision, including acute, mental health, Intermediate and primary care (see out in table below). The total amount sought for the detailed part of the application (353 dwellings) is £424,082. They indicate this would be sought either through an application for CIL funding or alternatively by a developer contribution secured by S106. Applying a similar level of tariff to the remaining dwellings in the outline would equate to a further £897,419 (approximate).

Acute Provision	Total
Total Acute Capital Cost	£203,437

Mental Healthcare Provision	Total
Mental Health Beds Capital Cost	£29,327

Intermediate Healthcare Provision	Total
Total Intermediate Capital Cost	£17,294

Primary & Community Healthcare Provision	Total
Primary & Community Care Capital Cost	£174,024

Overall Capital Cost Calculations	Total
	£424,082

399. They state that the ICS Estates Workstream and partner organisations do not have funding to support development growth; therefore, it is essential this is resolved as a matter of priority, in order to effectively mitigate development impact and maintain sustainable healthcare services for the local communities of Norwich. Assuming the above concerns and requests are considered in conjunction with the current application process, the ICS state they would not wish to raise an objection to the proposed development.
400. In response, paragraphs 92 to 103 of the NPPF relate to the promotion of healthy and safe communities. These paragraphs include the consideration of a wide range of matters that contribute to achieving healthy, inclusive and safe places. The Planning Practice Guidance (PPG) (005 53-005-20190722) states that plan-

making bodies will need to discuss their emerging strategy for development at an early stage with NHS England, local Clinical Commissioning Groups, Health and Wellbeing Boards, Sustainability and Transformation Partnerships/Integrated Care Systems (depending on local context), and the implications of development on health and care infrastructure. It is further stated that it is helpful if the Director of Public Health is consulted on any planning applications (including at the pre-application stage) that are likely to have a significant impact on the health and wellbeing of the local population or particular groups within it. This would allow them to work together on any necessary mitigation measures. A health impact assessment is a useful tool to use where there are expected to be significant impacts. Information gathered from this engagement will assist local planning authorities in considering whether the identified impact(s) could be addressed through planning conditions or obligations.

401. JCS 7 relates to Supporting communities. In relation to health, it states 'Appropriate and accessible health facilities and services will be provided across the area including through new or expanded primary health facilities serving the major growth locations. Health Impact Assessments will be required for large-scale housing proposals. Provision will be made for the expansion of the Norfolk and Norwich University Hospital to meet the needs of growing communities' Health Impact Assessments consider the effect on health and social care services along with how the design and planning of the development supports healthy lifestyles and related factors such as crime, social cohesion air pollution etc.
402. The supporting text of JCS 7 states that enhancing quality of life for existing and new communities requires a range of agencies to work together and with developers and that forward planning and joint working should facilitate early provision of infrastructure to support the needs of new and growing communities.
403. The Norfolk Planning in Health Protocol sets out a framework of engagement to foster a closer collaboration between local planning authorities, and other health service organisations to plan for future growth and to promote health. The Protocol includes arrangements for consultation on planning applications (developments of 50 dwellings or more, care homes, student accommodation and any proposal which would lead to a significant loss of public open space). It is stated that discussions and comments provided on all planning applications will make use of the criteria set out in the Health and Wellbeing Checklist (Appendix 1) and that planning officers should make developers aware of this checklist. The checklist is structured around six healthy planning themes: partnership and inclusion; healthy environment; vibrant neighbourhoods; active lifestyles; healthy housing and economic activity. The checklist is intended to inform design and planning of a scheme with the aim of positively contributing to the health and well-being of the community. It should be noted that this document does not have the status of a supplementary planning document.
404. The Norfolk Strategic Planning Framework: Shared Spatial Objectives for a Growing County and Statement of Common Ground includes the following agreement (18):
405. Norfolk authorities agree to endorse the Planning in Health: An Engagement Protocol Between Local Planning Authorities, Public Health and Health Sector Organisations in Norfolk and undertake its commitments. Norfolk authorities agree to consider matters relating to healthy environments and encouraging physical

activity, and fully integrated these into a potential Norfolk-wide design guide and local design codes (which will inform local plans and neighbourhood plans), drawing on key guidance such as Building for a Healthier Life and Active Design.

406. In relation to the Draft GNLP policy 4 relates to strategic infrastructure. Health is included under the heading of 'Other Infrastructure' along with energy, water supply and sewerage networks. The policy states that Greater Norwich local authorities and partners will work together in relation to the timely delivery of improvements to infrastructure. Appendix 1 of the emerging GNLP sets out health care requirements resulting from planned growth, these include primary care, hospital, mental health and community services. No site-specific requirement has been identified for new health facilities to be provided on the Anglia Square site.
407. The involvement of health partners in the development plan process is twofold. Firstly, to ensure that the development plan can include provision for new healthcare infrastructure, for instance expansion of the Norfolk and Norwich University Hospital. Secondly, to ensure health partners' forward planning is guided by evidence regarding planned housing/population growth across Greater Norwich and that they can seek funding accordingly.
408. CIL receipted within the Greater Norwich area is allocated through the Infrastructure Investment Fund (IIF). Applications to the IIF are restricted to the four thematic groups of Transport, Education, Green Infrastructure and Community, as agreed within the Greater Norwich adopted CIL charging policy. The so-called Regulation 123 list confirming the eligibility for CIL was withdrawn from legislation in September 2019, and government has since announced that CIL will be replaced by a new type of Infrastructure Levy. Until the future of CIL is more certain, the Greater Norwich authorities are required to proceed with their adopted CIL charging policy. The IIF continues to be ringfenced to the original four thematic groups, which does not include healthcare.
409. The ICS have indicated that in the event of CIL funding being unavailable they request that a S106 Obligation be used to secure the healthcare contribution. Unfortunately, JCS 7 makes no provision for development to contribute to the funding of additional health services. Although for major schemes (500 + dwellings) a Health Impact Assessment is a policy requirement, this is a broad assessment taking into account a wide range of health determinants (housing design; access to: healthcare and social infrastructure, open space and nature, healthy food, work; accessibility and active travel, noise and air quality; social cohesion etc).
410. Notwithstanding the lack of a clear policy mechanism to secure a developer contribution for health, such obligations can be entered into where they meet the statutory tests set out in regulation 122 (CIL Regulations 2010, as amended by the 2011 and 2019 Regulations). These tests are that the obligation is: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonable related in scale and kind to the development.
411. The first test is to establish that the funding is necessary in that it serves a planning purpose, and it is needed to enable the development to go ahead. That is, without it planning permission for the development should be refused. This raises an important question in relation to funding. That is where additional health

capacity may be required as a result of new development, whether it is for the local planning authority to require developers to meet the costs of such provision or should/would the funding come from elsewhere. In England, the Secretary of State (SoS) is under a duty to promote a comprehensive health service. Parliament allocates money (raised through general taxation) to the SoS for the NHS. NHS England's function is to arrange for the provision of health services in England and it must exercise its functions in relation to clinical commissioning groups (CCGs) so as to secure that services are provided. It is officers' understanding that CCGs have a statutory duty to provide health services to people living in their area, including those people who move into their area. In terms of the development of Anglia Square, some of the new occupiers are likely to be already resident in the Norfolk and Waveney area and if not, most likely receiving healthcare elsewhere within England. Although it is accepted that migration can result in local pressures, the responsibility for providing health care and ensuring the appropriate apportionment of funding across England remains with the NHS.

412. The ICS have been asked to clarify the issue of funding and to date they have not provided a response. Although it is acknowledged that the NHS is under acute pressure and that both nationally and locally services are struggling to meet need, officers do not consider that the local planning authority has a statutory duty to require development to fund healthcare provision in the manner requested by the ICS.
413. In relation to the second and third tests, namely that the obligation is directly related to the development fairly and reasonably related in scale and kind to the development. It is not clear how the HUDU model, devised by the London Healthy Urban Development Unit, relates to Norwich, the wider Norfolk and Waveney Area nor the specific impacts of the development. Nor is it clear how the sums of money sought across the four health sectors would be used and across what timescale. Without this detail it is not possible to judge whether the 2nd and 3rd tests are met.
414. In recognition that development can result in local pressures in close proximity to the site a meeting has been held with Norfolk & Waveney ICS Estates to establish interest in floorspace proposed as part of the development being used to provide local health services. The developer identified floorspace in blocks J3 (units 1 and 2 totally 210sqm and unit 3, 192 sqm) and F (ground floor + mezzanine 201sqm). The ICS responded, commenting that this would be subject to lease agreement and that there would be a cost to fit out and that following discussion with Primary Care it was established that the space would not be big enough to allow the estimated recommended floorspace outputs of circa 230sqm across all healthcare settings. The developer has subsequently provided an amended plan showing an increase in floorspace in block F (280sqm). The developer has confirmed their agreement to a S106 requirement which would the effect of reserving this floorspace for health-related uses for a fixed period of time to allow firm proposals to be developed and for funding to be secured. However, the ICS in their most recent response has stated that *'although potential space for health care services may have been identified within the development, it is subject to the NHS purchasing or leasing the space. The viability of this option requires additional review. However, this proposal does not respond to the point made above with regards to the lack of funding to mitigate the impacts, nor does it respond to our*

request for developer contributions in response to this particular development and the impact on health and care services in the area.'

The Health Impact Assessment

415. The HIA assesses the baseline demographic, socio-economic and health profile of the local population along with current living environment, levels of community infrastructure provision and environmental conditions. It found: a relatively high proportion of young adults aged 20-39 living in the local area, but a relatively low proportion of children and older people; the ethnic profile of residents is broadly comparable with Norwich and the East of England but that it is more diverse in terms of socio-economic classification and religion.
416. Public health indicators suggest that the key issues in terms of children's health centre is around emergency admissions to hospitals for under 5s and admissions for injuries ages under 15. Turning to adult health, hospital stays due to self-harm is a main issue, while emergency hospital admissions for all causes is high and incidences of lung cancer is significantly higher. The Local Impact Area is one of the most deprived parts of the country, which experiences relatively high incidences of crime. However, the area is well served in terms of community and social infrastructure, as well as public transport. Air quality harm and noise disturbance primarily emanate from the A127.
417. The HIA found that during the construction phase the development is expected to result in medium- term adverse impact on a number of health determinants as a result of the disruption of local provision of services, access across the site and the environmental effects of demolition and building operations. It is proposed that associated risks to health will be minimised through the implementation of a Construction Environmental Management Plan (CEMP) which will ensure that robust measures are in place to manage noise and dust and continued safe pedestrian access routes through the site for tenants and the public throughout the entire construction period. Furthermore, the applicant has agreed to a S106 Obligation in relation to an Anglia Square Management Plan. This would agree arrangements for the operation of the shopping centre during construction to ensure parts of the centre remain open to business and accessible.
418. Post construction when the site is fully occupied and operational, the HIA indicates that the development will have beneficial impact on the health determinants in regard to housing quality and design; access to healthcare services and social infrastructure; access to open-space and nature; accessibility and active travel; crime reduction and community safety; access to healthy food; access to work and training; social cohesion and Lifetime Neighbourhoods. These benefits are attributed to a number of aspects of the proposal. Firstly, the proposed 1,100 new residential units which include a mix of tenure types and dwelling sizes. Secondly the scope for the development provides for provision of supporting social/community services on-site in the flexible commercial floorspace which will support an increase in the quantum and types of employment opportunities. Thirdly the scheme will provide a wide range of services, high quality public open spaces, and improved pedestrian and cycle connections, all of which are pathways to better health outcomes. The city centre location of the new housing and significant levels of secure cycle parking, given ease of access to all shopping, services, employment and leisure, will promote active travel and health lifestyles. New residents will have convenient access to Marriotts Way and good

quality walking and cycling routes through natural spaces and into the countryside. Within the site, the design offers protection from noise and traffic impacts. On the edges of the performance of fenestration will ensure internal conditions meet World Health Organisation (WHO) standards.

419. The HIA concludes that the development through providing the homes, jobs and services that people need, reducing environmental risks and delivering well designed buildings and safe urban spaces will create the conditions for healthy, active lifestyles.
420. **Open-space, Sport and Recreation** - The additional population generated by the development will place demand on open space, sports and recreation facilities. There are a number of open spaces available within close proximity to the site - Gildencroft, Wensum, Waterloo and Sewell parks are all located within 1 mile (17min walk). Additionally, there are two children's play areas located nearby on St Leonard Street and Willis Street. The landscape and open space proposals for this scheme are considered in detail in Main issue 8.
421. The scheme does not allow for large amounts of onsite open greenspace. Communal residential amenity spaces are provided within each of the blocks (at podium and roof level) and at street level vehicle free public realm is proposed. This includes a remodelled Anglia square which would act as a civic square and a communal garden adjacent to the main North – South route through the site – described as St Georges Gardens. These spaces are proposed as multi-functional public spaces and will include tree planting, landscaping, seating and in specified locations, play features. Given the city centre location of the site this approach is considered appropriate. The quality of public space currently on the site is very poor and the proposals will result in quantitative and qualitative improvements. On this basis the impact of the development is assessed as permanent, minor, beneficial across the Local Impact Area.
422. **Community facilities** - The estimated increase in population will give rise to some additional demand for existing community facilities such as libraries, places of worship and community halls.
423. There are facilities for local community use within close proximity to the site including community halls, arts centres, children's centres, community centres, youth clubs, training centres and community gardens. There are a number of places of worship close to the site. The nearest library to the site is the Norwich Millennium Library.
424. The proposals include a community hub facility in Block D. Approximately 709 m² of floorspace is proposed for community uses including - a community space for hire, café, flexible works space/meeting rooms. Anglia Square is currently an important focal point for the local community providing a location for community interaction. The proposed public squares provide the opportunity for this function to be extended and strengthened. It is further proposed that the area under the flyover be approved and made available for public use. Both the provision of the community hub and the delivery of a public realm scheme for under the flyover are matters secured by the S106 Obligation. Furthermore, the Sustainable Communities Strategy referred to in paragraph 361 will include measures to support the development of the new resident community and the establishment of strong links with the existing local community. This strategy will include a

programme of community events and activities making use of the public spaces on the site.

425. In terms of addressing the increased demand for library services associated with housing growth, CIL is available to Norfolk County Council to fund improved provision. Norwich Millennium library is a significant city-wide asset, the funding of which is very unlikely to be impacted in the event of this development not contributing CIL.
426. Overall, the development is predicted to have a permanent, minor beneficial effect in terms of community facilities.

Main issue 7 Design and heritage

Introduction and methodology

427. The key development plan policies and NPPF paragraphs relating to the design and conservation assessment of the scheme are JCS2, DM1, DM3, DM9, NPPF sections 12 and 16.
428. Paragraph 126 of the NPPF states “the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”
429. NPPF paragraph 134 says “Development that is not well designed should be refused” and indicates that good design should be defined with reference to local design policies and government guidance on design. Both JCS2 and DM3 state that all development will be required to be designed to the highest possible standards, creating a strong sense of place. DM3 sets out the design principles against which development proposals will be assessed. The following design evaluation is structured according to the attributes of good design contained in the National Design Guide (which is structured identically to the National Model Design Code) and the connection with the Building for a Healthy Life tool (recommended in paragraph 133 of the NPPF) is made clear. The scheme was also subject to independent design review (as recommended in NPPF paragraph 133) by a Design South East panel at three stages and our evaluation refers to some of their conclusions.
430. The Anglia Square PGN includes within the vision, that a rejuvenated Anglia Square will have a “distinctive identity that compliments the neighbouring area and reflects its location in the heart of the historic northern city centre” and that the development will have a “clear relationship in built form with the surrounding area”. In paragraph 7.86 and 7.87 it is stated that the site provides an opportunity for significant enhancement to the character of the conservation area and that any future application will need to address how the proposals can successfully integrate and improve upon the existing townscape character.
431. In paragraph 132 the NPPF says that “early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by

their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.” In addition to several rounds of conventional consultation the current scheme has been developed with reference to a community review panel and our evaluation of the scheme in the design section draws on this.

432. The Planning (Listed Buildings & Conservation Areas) Act 1990 establishes that in considering applications for planning permission for development which affects a listed building or its setting, local planning authorities shall have special regard to the desirability of preserving the building or its setting (section 66 (1)). Special attention must also be given to the desirability of preserving or enhancing the character or appearance of the conservation area. NPPF paragraph 195 requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) and take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal. “Great weight” should be given to the conservation of heritage assets (paragraph 199) and the implications of identifying levels of harm in relation to different grades of heritage asset are explained in paragraphs 200-203 of the NPPF. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Furthermore, DM9 requires development to maximise opportunities to preserve, enhance or better reveal the significance of designated heritage assets.
433. The proposed design of the development has attracted substantial interest from the public, from statutory consultees and non-statutory bodies, albeit generally less critical than the earlier call-in scheme. In general, the comments relate to:
- Quality of place, massing, height, character, local distinctiveness, and architectural quality; and
 - Impact of the design approach on the local townscape, the historic environment, the qualities of Norwich as a cathedral city, on the lives of the existing community and those of future residents living within the development.
434. There are also supportive comments that welcome the proposed changes to the area after a long period of decline and dysfunction.
435. The applicant has continued to invest heavily in a design process which seeks to create a new vibrant mixed-use quarter north of the river (‘over the water’) providing the opportunity for transformative change. The Design and Access Statement (DAS) details the design process which has been followed. This has included: a study of the history and heritage of Norwich; site and area appraisal and evidence of how this analysis has influenced the scheme. However, it is also evident that the commercial development brief, which prescribes a quantum and mix of development for the site, continues to have a strong influence on the overall height and massing of the scheme. That brief is much more conducive to the creation of a well design scheme than the one which underpinned the call-in scheme because a) no multi-storey car park is required and there are reduced

levels of residential parking; b) there is less retail floorspace, no semi-basement cinema and the format of this floorspace is more varied and flexible allowing greater permeability and variety to the ground floor plan; c) no residential tower is included, thereby removing the most controversial and visually impactful element of the call-in scheme; and d) more development land is included at the southern end of the site allowing a similar number of dwellings to be provided over a larger footprint, thereby reducing the height and massing. Nevertheless, the marginal viability of the scheme is a constraint to creating ideal conditions for integration with the surrounding built environment. The approaches that have optimised the level of integration are documented within the DAS and the Heritage and Townscape Visual Impact Assessment (HTVIA).

436. The following evaluation is split into two parts which inevitably overlap in a location like the centre of Norwich where good design needs to recognise the constraints and cues provided by the surrounding historic built environment:
- Heritage, Townscape and Visual Impact Assessment
 - Design Quality evaluation

Heritage, Townscape and Visual Impact Assessment

Introduction

437. The site lies within the city centre conservation area and the development will have an impact on the city centre conservation area and the setting of several highly graded listed buildings within it. It will change the setting of those assets and the contribution the setting makes to the appreciation and significance of those assets, albeit to a much lesser extent than the call-in scheme. Two locally listed buildings on Pitt Street are proposed to be demolished.
438. The application has been accompanied by a HTVIA. The applicants summarise the purpose of the document as being “to determine whether effects arising from the Proposed Development on built heritage, the townscape and visual amenity are likely to be significant and the extent to which it is likely to enhance environmental resources or detract from them, taking into account any mitigation measures incorporated into its design.”
439. It considers the five-step method of assessing how the development would affect the setting of heritage assets and follows the guidance given in Historic England’s document GPA3: The Setting of Heritage Assets (Dec 2017). Step 1: Identify which heritage assets and their settings are affected. Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it. Step 4: Explore the way to maximise enhancement and avoid or minimise harm. Step 5: Make and document the decision and monitor outcomes.
440. The assessment in the HTVIA provided by the applicant is a thorough and authoritative piece of work. The applicant’s overall conclusion on the significance of heritage assets (on page xi of the addendum to the HTVIA) is that “the Proposed Development would give rise to predominantly beneficial effects overall

through an enhancement to the wider setting, the visual amenity and townscape character of the area. The form, fabric and features of that which are of special interest would be preserved and through the replacement of poor-quality townscape of Anglia Square the wider character". In relation to individual assets, they say "With regard to the effects of the proposed development on the setting of the Grade II listed buildings Doughty's Hospital and 2-12 Gildencroft, it is concluded that a low level of less than substantial harm has been identified through change to the immediate setting." "Overall, the wider setting of Doughty's Hospital and 2-12 Gildencroft would be improved." "With regards to the Non-Designated Heritage Assets 43-45 Pitt Street and Warehouse to the rear of 47-51 Pitt Street. The proposals would see the complete demolition of 43-45 Pitt Street and Warehouse to the rear of 47-51 Pitt Street. The Proposed Development will result in a radical transformation and improvement of the Character Area in spite of the total demolition and permanent loss of nos. 43-45 Pitt Street and the Warehouse to the rear of 47-51 Pitt Street. As such the Development will have a major impact on the significance of this part of the Conservation Area which, overall, is considered to be beneficial."

441. The conclusions of the following assessment largely agree with those reached by the applicant in the document and for the reasons they have articulated but there are some areas of disagreement. To avoid repeating large volumes of content from the HTVIA the tables are presented that are derived from the HTVIA with areas of disagreement and replacement judgements explained.
442. Three organisations with a special remit for and interest in the conservation of the historic environment have commented on the application. They are Historic England, SAVE Britain's Heritage and the Norwich Society. All concluded that the scheme would harm the historic environment and summarised their position as follows:
- Historic England - "The scale of the proposed development would contrast markedly with that of the historic townscape of Norwich. There are aspects of the scheme that would improve on the existing townscape, particularly in its present, degraded, state. The layout would help to repair the historic street plan and improve connectivity. The architectural character would also improve on that of the existing. However, the scale and character of the development would result in harm. The development would cause a high level of harm to the listed buildings in the immediate environment including St Augustine's Church (grade I), 2-12 Gildencroft (grade II) and harm to other listed buildings on St. Augustine's Street and Magdalene Street and to Doughty's Hospital (grade II). It would harm the Norwich City Centre Conservation Area." (Response to revision A – their position has not changed as a result of subsequent revisions to the scheme)
 - SAVE Britain's Heritage – "Whilst we acknowledge the reduction to building heights by one storey at two locations across the scheme (Blocks A and D), we consider these changes to be small in scale and therefore incapable of addressing the harm caused by the overall scale, massing and footprint of the proposed blocks. We also note that extra storeys have been added to Blocks E/F and F, largely annulling any sense of overall reduction of the scheme bulk. Tweaks to dormers and roof gable heights also do nothing to mitigate the scheme's inherently dominant scale and character. The scale and bulk of these blocks remains fundamentally at odds with the finer grain

and much lower scale of the surrounding streets to Anglia Square. The amended proposals continue to seek the demolition of the unlisted historic buildings at the southwestern corner of the site, which we consider to be unacceptable in heritage terms. We remain of the view that as the only surviving links to the historic fabric of the area, they should be retained as part of any redevelopment of the site.” (Response to revision A). “As set out in our previous letters of objection, we remain opposed to the number of flats proposed under this scheme, and to its overwhelming scale and massing, which we consider would substantially harm the unique historic character of the Norwich City Centre Conservation Area. We also object to the mix of units proposed, the inadequate provision of affordable housing, and the poor layout of the majority of the flats proposed, including the proposal for almost half of all new homes to be single aspect.” (Revision C)

- Norwich Society – “The Society believes that the revised development proposals still pay insufficient regard to the character and appearance of the Norwich City Centre Conservation Area and to the important heritage assets in the vicinity. Consequently, the development will cause significant harm to heritage interests because of its heights, massing and layout”. (Response to revision A – their position has not changed as a result of subsequent revisions to the scheme)

443. The structure of the following assessment mirrors the HTVIA:

- Operational effects on built heritage receptors – operational effects are those that take effect on completion of the scheme and built heritage receptors are heritage assets (including listed buildings, locally listed buildings, conservation areas and registered historic parks and gardens) that derive at least some of their significance from their setting and where that setting will be affected (positively or negatively) by the proposed development.
- Operational effects on townscape receptors – an assessment of the effects on townscape receptors, which are the key components that make up an area of townscape, including its distinctive character that includes aspect such as urban grain, building heights, scale, permeability, legibility, sense of place and the role of water or planting.
- Operational effects on visual receptors – an assessment of the effects on specific views and on the general visual amenity experienced by people at these viewpoints.

444. Effects are assessed by combining the sensitivity of receptors (a heritage asset, townscape, or view) with the magnitude of change to them. This results in an understanding of level of significance of the effects categorised as major, moderate, minor, negligible or no change. A judgement is then made as to whether the effect is beneficial, adverse, or neutral. The combination of these lead to “resultant effects” on a scale: major beneficial, moderate beneficial, minor beneficial, major adverse, moderate adverse, minor adverse, major neutral, moderate neutral, minor neutral, negligible and no change.

445. Beneficial effects are due to:

- Enhancement to the setting or significance of heritage assets,
- Enhancement of the overall townscape quality,
- Enhancement or reinforcement of the key characteristics of the townscape character areas, and / or
- The introduction of features or elements of high design quality, which enhance the existing character and visual enjoyment.

Adverse effects would harm these attributes.

446. Effects can be neutral when they:

- Preserve (or do not materially affect) the setting or significance of heritage assets,
- The degree to which the proposal fits with the existing character,
- The contribution to the landscape that the proposed development may make in its own right, usually by virtue of good design, even if it contrasts with existing character,
- Where a fine balance occurs in the qualitative assessment, 'neutral' is considered the centre point of the scale when balancing beneficial and adverse effects or where change or impact to an asset is identified but other benefits are also delivered through the proposed development.

447. If harm to heritage assets has been identified the NPPF expects (in paragraphs 199-202) this to be categorised as less than substantial or substantial and, although the NPPF does not require it, the degree of less than substantial harm is often attributed, as in the following assessment.

448. The HTVIA includes a set of 40 accurate visual representations / verified views of the scheme from points across the city that are points of maximum visibility and where the scheme is expected to have intervisibility with heritage assets. These were agreed with the applicant after a series of site visits informed by zone of visual influence modelling and discussions with Historic England. They are a source of information that informs the assessment of operational effects on built heritage, townscape and visual receptors.

Operational effects on built heritage receptors

Note: *Italics (also shown in red on website) denotes disagreement with the applicant's assessment.*

Heritage receptor	Designation	Sensitivity	Magnitude of Change	Residual effect
71 Botolph Street	Grade II*	High	Low	Moderate Beneficial
2-9 Octagon Court	Grade II*	High	Low	Moderate Neutral
St Saviour's Church	Grade I	High	<i>Low-Medium</i> Applicant: Low	Moderate Beneficial

Heritage receptor	Designation	Sensitivity	Magnitude of Change	Residual effect
St Augustine's Church	Grade I	High	Low-Medium Applicant: Low	Moderate-Major Neutral-Adverse Applicant: Moderate Adverse
2-12 Gildencroft	Grade II	Medium	Low-medium Applicant: Medium	Minor-Moderate Neutral-Adverse Applicant: Moderate Adverse
31-35 Magdalen Street and Gurney Court	Grade II*	High	Negligible-Low	Minor Beneficial
Old Meeting House	Grade I	High	Low	Moderate Neutral
St Mary's Church	Grade I	High	Low	Moderate Neutral
St Martin at Oak Church	Grade I	High	Low	Moderate Neutral
St George's Colegate	Grade I	High	Low	Moderate Neutral
Bacon's House	Grade II*	High	Low	Moderate Neutral
St Clement's Church	Grade I	High	Low	Moderate Neutral
St James' Church	Grade I	High	Low	Moderate Beneficial
Anglican Cathedral	Grade I	Very high Applicant: High	Negligible-Low Applicant: Low	Moderate Neutral
St Giles' Church	Grade I	High	Low	Moderate Neutral
Norwich Castle	Grade I and Scheduled monument	High	Low-Medium Applicant: Medium	Moderate Neutral Applicant: Major Neutral
Roman Catholic Cathedral of St John the Baptist	Grade I	High	Low	Moderate Neutral
City Hall and Police Station	Grade II*	High	Low Applicant: No rating	Moderate Neutral Applicant: No rating
City Walls and Towers	Scheduled monument	High	Low Applicant: Medium	Moderate Neutral Applicant: Major Neutral
Norwich City Centre	Conservation Area	High Applicant: Medium	Low	Moderate Beneficial Applicant: Minor Beneficial
Waterloo Park	Grade II* RPG	High	Negligible Applicant: Low	Minor Neutral Applicant: Moderate Beneficial
Colegate Group	Grade II LBs and LLBs	Medium	Low	Minor Beneficial
Northern City Group	Grade II LBs and LLBs	Medium	Low-Medium Applicant: Low	Minor-Moderate Neutral Applicant: Minor Beneficial
Anglia Square Group	Grade II LBs and LLBs	Medium	Medium	Moderate Beneficial
Doughty's Hospital	Grade II	Medium	Medium	Moderate Neutral

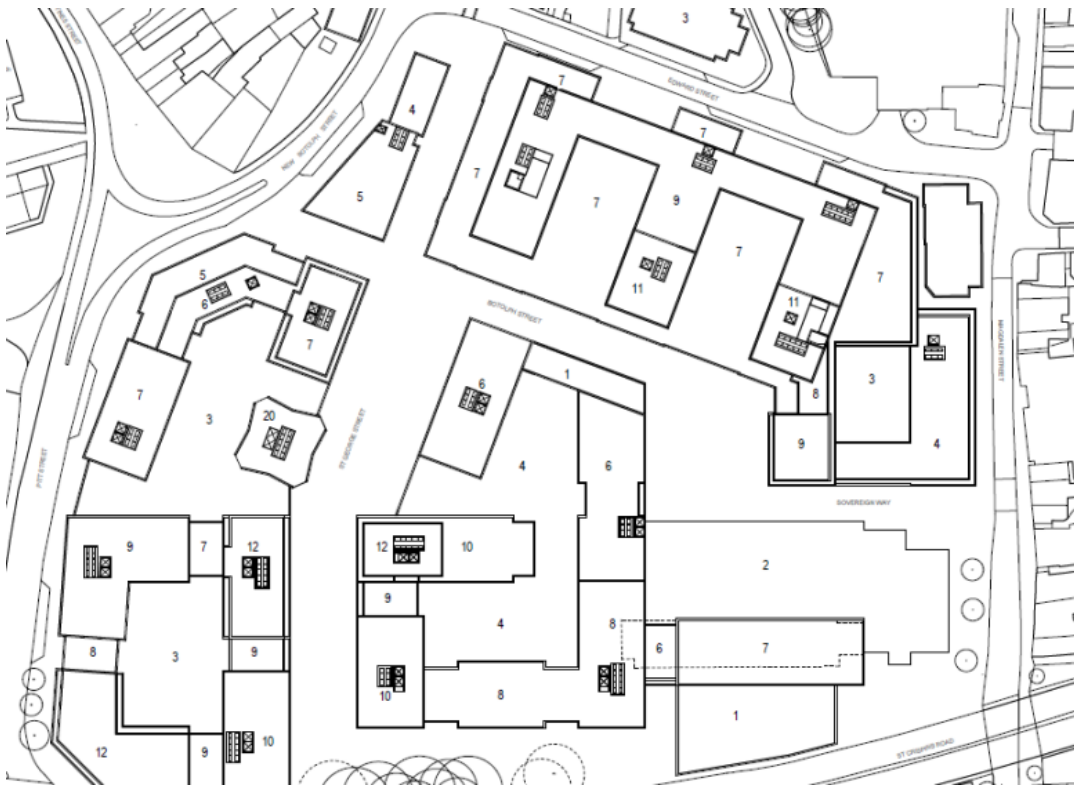
Heritage receptor	Designation	Sensitivity	Magnitude of Change	Residual effect
43-45 Pitt Street	Locally listed building	Low	Total Loss Applicant: High	Total loss Applicant: Moderate Adverse

449. **Former Church of St. Saviour.** The applicant has ascribed a magnitude of change rating of low to St. Saviour. They say that this large-scale redevelopment a short distance from the building does not constitute a larger change due to the screening and separating effect of the flyover. This is overstated and the change in the setting would be very apparent in views at ground level where there is clear intervisibility beneath the flyover. The applicant's rating of moderate beneficial effect remains appropriate.
450. **Church of St Augustine and 2-12 Gildencroft.** The impact of redeveloping Anglia Square on the significance of St Augustine's Church has been one of the central issues in recent planning deliberations and decisions due to its status as a grade I listed building that is located adjacent to the development site, with a setting that is strongly affected by the existing site condition of Anglia Square and the scale, massing, and architectural treatment of proposed buildings. This section also covers 2-12 Gildencroft, which is closely associated with the church.
451. St Augustine's Church (grade I listed) is the only surviving medieval church within the city centre to the north of St Crispin's Road. It has high architectural value, with many features surviving from its pre-reformation origins, including its almost square plan. The distinctive red brick tower is not original, having been refaced in 1726, but distinguishes the church from the others in the city and supports its function as a recognisable landmark in the area. The craftsmanship invested in the creation of the buildings lends it high aesthetic value, both externally and internally. The church sits within a large churchyard containing the burials of generations of inhabitants of the parish. This contributes to the church's communal, evidential and historical value. The size of the churchyard and its relationship with the Gildencroft and Quaker Burial ground open spaces to the south underline that this part of the city centre was historically less developed than elsewhere. The churchyard is framed by the 16th century almshouses at 2-12 Gildencroft (grade II) that run along the southern edge of the churchyard and forms a pairing of historic buildings with the church. The size of the churchyard also allows the architectural value and aesthetic quality of the church and 2-12 Gildencroft to be appreciated singly and in combination. The setting is more intact to the north where the important relationship with the busy thoroughfare of St Augustine's Street and its many intact historic buildings remains.
452. Other streets of a similar character to St Augustine's Street to the east of the church were lost in second world war bombing and the subsequent demolition of many more buildings in the 1960s to create the Anglia Square development. The church's brick tower once terminated the view along Botolph Street, that connected Magdalen Street with St Augustine's Street. This street was destroyed in the development of Anglia Square and the prominence of the church as a townscape focus was eroded, being seen across the expanse of surface car parking when one emerges from the heart of Anglia Square, rather than a view framed by buildings. The church is set back from St Augustine's Street and

therefore does not feature in views south along that street, which are focused on and blocked by the bulk of Sovereign House.

453. The setting of the church to the east now features a busy road junction, extensive surface car parks on the part of the Anglia Square site that was never built, and the semi derelict forms of Sovereign House and the multi storey car park. Sovereign House can be seen as a tapering wedge of building above the roofline of the almshouses, with its blocky lift tower and profusion of telecommunications equipment adding an awkward extra form that draws attention. These features contribute to the feeling of detachment from the city's historic core.
454. Views 23 and 24 in the HTVIA help to assess the change to the setting of the heritage assets. The change to the setting of the church arising from the development will be significant, introducing larger scale buildings on the Pitt Street frontage that are visible beyond the church and 2-12 Gildencroft. The height of the closest block E and E/F would step up and down in six modulations between four and six storeys. Further south along Pitt Street, and therefore affecting the setting less is block F, which contains three modulations between four and seven storeys. All would be lower than Sovereign House but closer to these heritage assets than Sovereign House. The closeness makes the impact on setting greater. There is a gap in Pitt Street between block E/F and F formed by Tooley Lane.
455. The height parameter plans reproduced below enable a comparison to be made between the current scheme and the call-in scheme. It demonstrates the efforts made by the applicant and the local planning authority in modifying the scheme to reduce the degree of harm as required by step four in Historic England's "GPA3: The Setting of Heritage Assets". In the call-in scheme there was no break in the frontage and there were six height modulations overall rather than nine now. The height of the buildings directly on Pitt Street ranged from five to twelve storeys, with a twenty-storey tower strikingly prominent within the view from the churchyard and the setting of the buildings. Given the dramatic reduction in the scale and mass of building within the setting of these heritage assets it would follow that the assessment of impact and harm would be commensurately lower.

Call-in scheme



Current scheme



456. The table below compares the percentage of the Pitt Street frontage occupied by buildings of different heights in the call in and current schemes.

Storey height	Percentage of Pitt Street frontage	
	Call-in scheme (%)	Rev C Current Scheme (%)
Ground (Tooley Lane)	0	6
3	10	0
4	0	25
5	29	26
6	0	24
7	22	19
8	6	0
9	21	0
12	12	0

457. In the letter refusing to grant planning permission for the call-in scheme the Secretary of State's position was explained: "Given the height and bulk of the tower and Blocks E and F rising above the existing roofline of the almshouses, and given the tower would compete with and distract from an important view of the church tower, the Secretary of State considers that the harm caused here would be substantial (and in Framework terms, at the upper end of the 'less than substantial' scale)." The Secretary of State's position is a material consideration in relation to judgements of heritage impact in relation to the current scheme.
458. Historic England conclude in their 31 May 2022 comments on the original submission version of the current scheme that it would "cause a high level of harm to the significance of St. Augustine's Church." The reduction in height of block D from six to five storeys in the revision A submission did not alter this overall judgement. The moderation of their verdict on this aspect of the scheme from "severe harm" for the call-in scheme to "a high level of harm" for the current scheme does not sufficiently reflect the dramatic shrinkage of the proposed development by comparison with the call-in scheme or acknowledge that the benchmark judgements of the Secretary of State (harm at the upper end of less than substantial) and planning inspector (moderate harm) on the call-in scheme are a significant material consideration.
459. The current scheme will undoubtedly introduce buildings that are visible from within the churchyard of St Augustine's and offer some competition for attention that will detract from the appreciation St Augustine's Church and 2-12 Gildencroft and that is harmful to their significance.
460. The magnitude of change to the setting of the assets is a combination of the extent of the setting that is experiencing change and the degree of change within that portion of the setting. When considered in 360 degrees, between one quarter and one third of the buildings' settings are being changed and this change is from a mixture of gravel surfaced car parking, remnant roads and a rubble bund to a series of large-scale buildings inhibited by people and businesses. The existing tall buildings on the site that are prominent within the setting are further away than the proposed buildings would be. Therefore, most of the setting would not be

altered but the part that is would be strongly affected. The applicant's conclusion of a low magnitude of change therefore underplays the change and a conclusion of low-medium is more suitable. When combining this with a high degree of sensitivity for St Augustine's Church the result in a moderate-major effect. As a grade II listed building 2-12 Gildencroft is medium sensitivity and therefore the effect would be minor-moderate.

461. The assessment now turns to whether the change is beneficial or harmful. It is acknowledged that the new buildings will be clearly visible in the background to St Augustine's Church and 2-12 Gildencroft when viewed from within the churchyard and to a greater extent than Sovereign House. The scale and mass of the new development will sit incongruously besides the church (albeit to a much lesser extent than the call-in scheme), which undermines the historic pre-eminence of the tower in the area to a greater extent than the current buildings on the site. This also disrupts the significance derived by the church from its historic and aesthetic value as the asset forms a composition with 2-12 Gildencroft and the churchyard.
462. This harm needs to be balanced against the current semi-derelict condition of the site from which the assets are currently viewed from the east and forms part of its immediate setting. The development will set up a vista that focuses attention on St Augustine's Church tower from the east when walking along the new Botolph Street from Anglia Square or St George Gardens. This would celebrate the importance of the church as a landmark in this part of the city and it will form a much stronger part of the pedestrian experience of moving to and from the city centre and this will better reveal its heritage value. When combined with the removal of derelict buildings and surface car parking this will improve the setting in a way that largely offsets the harm arising from the visual presence of the substantial buildings that would be constructed. A conclusion of overall adverse effect would be harsh while a conclusion of neutral would slightly underplay the balance of benefit and harm. For St Augustine's Church and 2-12 Gildencroft, conclusions of neutral-adverse are reached. When combined with sensitivity and magnitude of change the residual effect for St Augustine's Church is moderate-major neutral-adverse and 2-12 Gildencroft is minor-moderate neutral-adverse. In the case of both heritage assets the degree of harm in NPPF terms would be towards the lower end of the less than substantial category
463. **Anglican Cathedral.** The Anglican Cathedral is the pre-eminent building in Norwich and this pre-eminence should remain unchallenged. Its spire is the tallest structure in the city and it is used to symbolize the city in photographs, often in combination with the other buildings that mark the city's skyline: City Hall, the Castle, Roman Catholic Cathedral and St Peter Mancroft. The spire rises in stages out of the tower and is surrounded by four spirelets forming a transcendent piece of architecture that is visible from many places across the city, especially from higher ground to the east and across the Cathedral meadows. Its importance is further enhanced by its spiritual role that has been central to the practice of Christianity in East Anglia for centuries. It is a grade I listed building.
464. The applicant ascribed a sensitivity rating of high to the Anglican Cathedral because it is a grade I listed building. Table 1 on page 7 in the HTVIA methodology section describes very high sensitivity being accorded to assets of "recognized international importance". In paragraph 5.82 the Anglican Cathedral is described as "one of the great monuments of Romanesque and gothic art and architecture in Western Europe" meaning that it deserves a rating of very high.

465. The applicant ascribed a magnitude of change to the Anglican Cathedral of low. Given that the setting of the Anglican Cathedral is so large, and the development will be perceived as a peripheral element in relation to the Cathedral in views from high ground to the east and not perceived at all from the Cathedral Meadows, very little of the setting will be affected by the development.
466. View 7 (St James Hill) and view 8 (Ketts Heights) feature the Cathedral in relation to the proposed development from elevated vantage points to the east. The other iconic Norwich landmarks are also visible from these locations. The essential feature of these views is how they show a collection of buildings, each architecturally distinguished, but together marking the central part of the city where civic, commercial, and spiritual activity has been concentrated. The proposed development of Anglia Square will make very little difference to the view from these vantage points, constituting a small proportion of the overall field of view, peripheral to the natural focus on the landmark buildings.
467. The element of setting which is of some importance in contributing to significance that will be affected by the development is the view from the northern approach along Aylsham Road and St Augustine's Street. It is the height of block A that determines whether more or less of the cathedral can be seen. In the original submission it was proposed to be eight storeys, which led to it obscuring a portion of the tower in views 11, 12 and 37. This was remedied in the revision of the southern part of block A to seven storeys. While it is disappointing that no more of the building is revealed (as called for in 7.88 of the Anglia Square Policy Guidance note) the residual effect is now moderate neutral.
468. **Norwich Castle.** The Castle and Anglican Cathedral were the dominant buildings introduced by the Normans to subjugate the Saxon population and transform the face of the city. The Castle remains the most prominent building within the central part of the city. It is the physical centre around which the city revolves. The Market Place established by the Normans at its base and the visual relationship with City Hall on the other side of the market further reinforces its centrality and importance. It is a grade I listed building and scheduled monument. Like the Cathedrals any diminution to its status in relation to other buildings in its setting would harm its significance as a heritage asset
469. The applicant explains the contribution of setting to the significance of the Castle primarily in terms of how it commanded the city from an elevated position for defensive and symbolic purposes. This also results in it having a very large geographical setting. Therefore, it seems inconsistent for them to conclude that the development causes a medium magnitude of change when, although clearly visible, it would sit comfortably below the skyline. It also seems inconsistent with the lower level of change ascribed to buildings closer to the site such as St Saviour's Church. A more appropriate level would be low-medium leading to a residual effect of moderate neutral.
470. **City Hall.** The applicant has not provided an assessment of the operational effect of the development on City Hall as an individual building separate from its grouping as a city landmark. Its role on the skyline and relationship with the development is similar to the Roman Catholic Cathedral and therefore the same assessment with a conclusion of moderate neutral would be appropriate.

471. **City Walls.** The city wall was built in the fourteen century and is a scheduled monument. The section on Magpie Road was revealed a few years ago through the demolition of the Magpie Printers building and the simple landscape treatment provided in front of the monument. It is opposite the pedestrian crossing at the top of St Augustine's Street and reflects the importance of this key gateway into the medieval city. The alignment of Magpie Road and Bakers Road further highlights the importance of this heritage asset and contributes to the sense of Norwich being a defended city with a profound history. The applicant correctly identifies that the only section of City Wall that would be affected is that on Magpie Road and that the development would be marginal to the perception and appreciation of that section of wall. It is therefore surprising and extreme for the magnitude of change to be given as medium and it should be reduced to low resulting in a residual effect of moderate neutral.
472. **Waterloo Park.** The applicant has not provided a written assessment of the operational effect of the development on Waterloo Park, although the discussion in relation to view 36 gives an indication of their thinking. Waterloo Park, and especially the roof terrace on the listed pavilion building from which view 36 was obtained, is in an elevated position affording views over the city to the south that are heavily filtered through trees on the southern edge of the park. The obscured nature of the view, the limited change to the skyline and the fact that the design of the park with its edge screening and hedging rooms promotes an inward focus, leads to a conclusion of negligible rather than the low change to the significance of the asset ascribed by the applicant. In terms of the quality of the change, the benefit derived from the removal of the ungainly water tower on Sovereign House and lift towers on the multi-storey car park will be negated by the development appearing as a strip of building slightly above the current level of the skyline reducing the sense of the city as made up of a texture of many built components. The residual effect is therefore considered to be minor neutral rather than moderate beneficial as proposed by the applicant.
473. **Northern City Group and Anglia Square Group.** The Northern City Group is a set of listed buildings on St Augustine's Street (note that 2-12 Gildencroft was treated separately from rev A onwards) and the Anglia Square Group is a set of listed buildings on Magdalen Street north of the flyover. The Council agrees with the applicant that the Anglia Square Group (Magdalen Street north) will experience a moderate beneficial effect from the development because buildings that are universally recognized as being of low architectural quality between Anne's Walk and the flyover will all be replaced by new buildings of much higher quality. This is illustrated in views 25 (outside 107 Magdalen Street) and view 31 (corner of 59 Magdalen Street). Historic England assert that harm will be caused to the significance of listed buildings on Magdalen Street, however this is at odds with their complimentary remarks about the frontage of block K. It appears that their dislike of the architectural treatment of the Stump Cross building has obscured the benefit that they ought to acknowledge in relation to the setting of the listed buildings in the northern part of Magdalen Street. SAVE Britain's Heritage offer no specific assessment of the effect of the scheme on Magdalen Street, perhaps because acknowledging its merits would dilute its determination to offer a trenchantly critical message overall. In relation to the Northern City Group / St Augustine's Street, the Council agrees with the applicant's judgement that the scheme is capable of having a beneficial effect for the reasons they cite but the high visibility of buildings in the outline portion of the scheme means that the

Council considers the magnitude of change to be greater than the applicant and their judgement that the scheme will have a positive effect cannot be fully substantiated until the architectural treatment of the outline scheme is known. A minor-moderate neutral effect is therefore currently offered.

474. **Doughty's Hospital.** Doughty's Hospital (grade II listed) lies immediately to the south of Anglia Square and St Crispin's Road. It is an aesthetically pleasing courtyard enclave of homes for elderly people. The view from within the courtyard is currently blighted by Gildengate House and the top of Sovereign House which sprouts randomly and discordantly behind the roof of the Hospital.
475. Doughty's Hospital lies to the south of the development separated from it by St Crispin's Road. The principal buildings are arranged symmetrically around a courtyard space. The buildings are two stories with a continuous roofline giving it a horizontal emphasis punctuated by tall chimneys. The intimacy and separateness of the space is currently markedly harmed by the presence of Gildengate House as a linear slab rising behind Doughty's. This harm is increased by the oversailing lift core at the east end of the building which conflicts with the symmetry of Doughty's. The new buildings on Anglia Square will also be very visible within the view and different in orientation and character leading to a medium level of change. The two taller elements of block J will run perpendicular to St Crispin's Road and the north wing of Doughty's, which will be more complementary to the setting of the listed building and potentially draw the eye away from the intimacy of the courtyard less. While this part of the development is still in outline and with the potential for bolt on balconies to be prominent it is prudent to offer a conclusion that the residual effect will be moderately neutral.
476. Historic England conclude that "The new development would still rise above the two-storey building, resulting in a measure of harm." It is not clear whether Historic England are attributing harm due to what they perceive to be a worsening of the existing harm or the continuation of it. We consider there to be no harm to the significance of Doughty's in the sense that the proposed buildings are no worse than those currently seen in the setting of the building, and possibly better. This has been achieved by following step 4 in Historic England's GPA3: The Setting of Heritage Assets that requires the applicant to explore the way to maximise enhancement and avoid or minimise harm. The iterations of the scheme have progressively and deliberately improved the relationship with Doughty's. The call-in scheme featured a cluster of primary building elements ranging from 8-10 storeys that were highly visible from Doughty's courtyard to a greater extent than Gildengate House and lacking the sympathetic symmetry that is sought. By the submission scheme this had dropped to buildings ranging from 4-8 storeys. Historic England's position on the current scheme disregards the benchmark judgements on the call-in scheme of the Secretary of State (whose letter failed to mention the impact on Doughty's Hospital) and the planning inspector, who found minor harm.
477. **43-45 Pitt Street.** 43-45 Pitt Street are locally listed building that are identified as making a positive contribution to the City Centre Conservation Area. Their significance is derived from their architectural and historic interest. 43-45 Pitt Street was constructed in the late 19th century and number 43 has a former pub frontage. They are part of a group of buildings in the south-west corner of the site that pre-date the development of Anglia Square. They feature attractive architectural features such as the stucco surround to the former pub windows and

corner door, moulded brick cornice projections over other doors, a dentil eaves cornice and sash windows. These non-designated heritage assets would experience substantial harm due to the total loss of their significance and built fabric through demolition. This would also result in less than substantial harm (at the lowest possible level) to the City Centre Conservation Area due to the loss of the positive contribution they make to its character and appearance. This harm would be outweighed by the various benefits to the conservation areas derived from other aspects of the development that are described elsewhere in this report.

478. The loss of these buildings has been accepted as a necessary precursor to a viable redevelopment of the site that fulfils its potential in all permutations of development proposed in recent years, including unimplemented schemes that received planning permission. The Planning Inspector accepted the benefits of the call-in scheme would outweigh the harm caused by the total loss of significance of these building.
479. Policy DM9 indicates that the loss of locally identified heritage assets will only be acceptable where: a) there are demonstrable and overriding benefits associated with the development; and b) it can be demonstrated that there would be no reasonably practicable or viable means of retaining the asset within a development.
480. The erection of two new buildings facing Pitt Street as part of block F require the removal of these existing buildings because they are on the same footprint. These new buildings will provide around 123 homes and 306sqm commercial floorspace, which is a considerable planning benefit. The omission of this part of the site from the wider development would adversely impact viability and the prospects of delivery of the scheme as a whole. No alternative area within the development could accommodate these units without unacceptable harm to the surrounding historic environment and / or a poor design outcome. The two parts of the test in DM9 are therefore met.
481. There is a former stables / warehouse building to the rear of 47-51 Pitt Street that would also be demolished and its significance totally lost to facilitate the redevelopment of Anglia Square. In early summer 2022, following the original planning submission, some concerned individuals and organisations campaigned to have the building listed because they thought it contained extant standing remains of the Church of St Olave that once stood on the site. Following a formal application for listing, Historic England considered whether this building met the criteria for listing and decided that it did not. Their report of 1 July 2022 gave the following reasons for their decision:

“Architectural interest:

- *The building does not display high quality craftsmanship in its construction;*
- *It is not a rare or innovative building type;*
- *The structure has been altered over time so that it lacks internal features and an overall degree of survival.*

Historic interest:

- *The presence of reused materials in the walls of the building is not unusual and does not outweigh the common nature of the building type;*
 - *Beyond the reuse of building materials the structure does not appear to bear any relationship with the former church building associated with the site.”*
482. DM9 has a policy element on how to deal with other heritage assets that are identified during the process of decision making on applications: *“Where heritage assets newly identified through this process are demonstrated to have local significance, development proposals affecting them will be determined in accordance with the criteria for existing locally identified assets as set out in this policy.”* The building undoubtedly has some heritage value. It is a borderline case in terms of its eligibility for local listing due to some uncertainty over the exact chronology of its development. However, the question of whether it is worthy of locally listed status is not of decisive importance because the same reasoning would apply as to 43/45 Pitt Street in considering compliance with DM9 in terms of the justification for demolition.
483. The phasing strategy envisages a gap between the demolition of these buildings in phase one and the erection of the replacement buildings in phase four. This creates a risk that the buildings may be lost and the benefits that justify their loss not secured. It is understood that sufficient time would be needed for a thorough archaeological investigation of this part of the site following demolition. Furthermore, a condition is proposed by the Council’s archeological advisor that would require the historic building recording and the controlled and supervised dismantling of the former stable / warehouse building to the rear of 47-51 Pitt Street. DM9 expects a legally binding commitment to be obtained from the developer to implement a viable scheme before any works affecting the asset (such as demolition) are carried out and the proposed phasing would not enable this to be secured. Phase 1 demolition of buildings on Pitt Street is less than ideal, bringing forward sooner in the programme the disruption of this street frontage and the displacement of tenants from these premises. However, the applicant has indicated that given the level of archaeological investigation that is likely to be required in this sector of the site, demolition needs to be undertaken in phase 1 to de-risk future delay in the build programme and to allow HIF grant to support the cost of these works. These considerations are material and justify departing from DM9 on this point.
484. **Norwich City Centre Conservation Area.** Norwich is a city with an immense wealth of characterful and important heritage assets. Its defining characteristics are captured well in Historic England’s response to the call-in scheme: *“Norwich is one of England’s – and Europe’s – great historic cities. Set in the valley of the River Wensum, the historic centre of Norwich can still be read as having been defined by the longest circuit of city walls in medieval England. Containing more medieval churches than any city north of Alps, large numbers of historic buildings, many of exceptional interest, and streets and spaces rich in character, the centre of Norwich is an extraordinary historic place. The heart of the city is articulated by its major landmarks. On the hills to the south of the river, stand the castle, City Hall, the Roman Catholic cathedral, and a number of the most prominent churches, including St Peter Mancroft and St Giles. Below them, near the river, is the medieval cathedral, one of the great churches of Europe, whose spire rises to form the central landmark of the city. Norwich north of the river has its own*

character, the streets within the circuit of the walls still rich in historic incident, but without the landmarks of the south.”

485. In the applicant’s otherwise sound methodology, conservation areas are ascribed a medium sensitivity rating, equivalent to a grade II listed building. However, this does not acknowledge the variability of townscape quality, size and density of individual heritage assets within a conservation area. Norwich City Centre Conservation Area is universally acknowledged as one of the greatest places of urban historic interest in the country and therefore is should be given a sensitivity rating of at least high.
486. In terms of considering the development in the context of the city centre conservation area, the management and enhancement policies set out in the conservation area appraisal are material considerations. The appraisal identifies that the Anglia Square character area has the lowest significance in the whole conservation area and therefore has the most potential for beneficial change. These are the policies and an assessment of the extent to which they are fulfilled:
- **Historic street patterns and historic building lines in areas of low significance, like Anglia Square, must be reinstated according to cartographic and visual evidence, unless the proposals create a well-designed alternative layout (B2) with special mention given to reinstating an historic route between Magdalen Street and St Augustine’s Street (Anglia Square character area M&E3).** The scheme achieves this to a large extent and is a considerable benefit to the conservation area. The proposed Botolph Street closely follows the alignment of its predecessor connecting Magdalen Street with St Augustine’s Street and the extension to St George’s Street closely follows its predecessor but enhances the connectivity over historical precedent by intersecting with Edward Street. The location of Stump Cross at the bifurcation point of Magdalen Street and Botolph Street will be celebrated through the close reinstatement of Botolph Street and the bold design of the southern façade of block L. Block B will echo the former footprint of Rose Yard.
 - **Remove negative landmarks, such as Sovereign House and Gildengate House (C1).** This is achieved through the demolition of Sovereign House and Gildengate House. The multistorey car park (not identified as a negative landmark in the conservation area appraisal but has become one through its vacancy and increasing dereliction) will also be demolished.
 - **Preserve and enhance views of citywide and local landmarks (C2). Open up views of the major landmarks of the historic city and visually reconnect the northern City to the area south of the river through development at Anglia Square (p36).** The tower of St Augustine’s Church is a local landmark that will be celebrated in the restored alignment of Botolph Street. Views of citywide landmarks are preserved but not enhanced or opened-up.
 - **Appropriate scale of new buildings (D2) – In areas of low significance (such as Anglia Square) the prevailing scale of existing traditional buildings should be respected but the careful siting of taller buildings**

and use of larger scaled buildings in appropriate locations will be encouraged, provided they do not negatively impact on important views of citywide and local landmarks or affect the setting of listed buildings. The proposals have been informed by a detailed study of the historic context of the area, which has enabled the taller and larger scaled building to be appropriately located in a way that is consistent with the qualified encouragement for such buildings in this management policy. The scheme minimizes the potential for jarring relationships with neighbouring streets and buildings through more modestly scaled buildings on the site edges. However, some harm to the significance of St Augustine's Church and 2-12 Gildencroft has been found though the effect on their setting.

- **Where the redevelopment of Anglia Square meets existing development along Magdalen Street the existing scale of buildings should be respected (Anglia Square character area M&E1).** The development of a well-designed new four storey building on the Magdalen Street frontage is combined with slightly moving back the building line, thereby respecting the existing scale of buildings on Magdalen Street, which are predominantly three storeys in the narrow sections. It would also replace the visually poor building that currently occupies this part of the street.
- **Large-scale buildings appropriate near the ring road (Anglia Square character area M&E2).** This permissive policy was relied on when developing the call-in scheme but ultimately not supported by the Secretary of State whose letter said "*the bulk and massing of the built form proposed is not sympathetic to its context. In particular, he is concerned that the frontage to St Crispins Road would include 8, 10 and 12 storey buildings ...*". The current scheme therefore features buildings that range between four and eight stories, with the tallest element set well-back from the road.
- **Retain the significant open space of Anglia Square in any new development (Anglia Square character area M&E4).** This open space would be retained and enhanced and an additional open space called St George's Gardens would be provided.

Conclusion – Impact on built heritage receptors

487. It is clearly a material consideration to consider the judgement made by the Secretary of State and the Planning Inspector in relation to the previous scheme that was the subject of a public inquiry (18/00330/F) (the call-in scheme) considering the changes made for the current scheme, most notably the absence of a 20-storey tower and removal of three bulky blocks, being replaced by several blocks with an undulating storey height and a finer street pattern. This is something that Historic England and (to an even greater extent) SAVE have failed to do when asserting that heritage assets will be harmed in the current scheme to a greater extent than the secretary of state and planning inspector found the call-in scheme would have harmed them. Examples are Doughty's Hospital, buildings on Magdalen Street, St Augustine's Street and the city centre conservation area as a whole. The table below compares the degree of harm and extent of the benefit to heritage assets found by the council in relation to the call-in scheme and the current scheme with the conclusions of the Secretary of State and Planning

Inspector for the call-in scheme. In almost every case the degree of harm is less, harm has been switched to benefit or there is no effect on the asset.

Asset (LB grade)	Call-in scheme			Current scheme effect / (harm to significance)
	Secretary of State	Planning Inspector	Council	Council
Anglican Cathedral (Grade I)	Minor harm ¹	Minor harm ¹	Moderate harm	Moderate neutral No harm
St Helen's Church (Grade I)	Minor harm	Minor harm ¹	Minor harm	No effect No harm
St Andrew's Church (Grade I)	Minor harm	Minor harm	Minor harm	No effect No harm
St Clement's Church (Grade I)	Minor harm	Minor harm	Major harm	Moderate neutral No harm
St George's Colegate Church (Grade I)	Not mentioned	Minor harm	Minor harm ²	Moderate neutral No overall harm
St Augustine's Church (Grade I)	Harm at upper end of less than substantial	Moderate harm	Minor harm	Moderate-major neutral-adverse Lower end of less than substantial harm
Norwich Castle (Grade I, scheduled monument)	No harm	No harm	Minor harm	Moderate neutral No overall harm
St Peter Mancroft Church (Grade I)	No harm	No harm	Negligible harm	No effect No harm
The Guildhall (Grade I)	Not mentioned	No harm	Minor harm	No effect No harm
St Andrews and Blackfriars Halls (Grade I, scheduled monument)	Not mentioned	No harm	Minor harm	No effect No harm
St Peter Hungate church (Grade I)	Not mentioned	No harm	Negligible harm	No effect No harm
St Martin at Oak Church (Grade I)	Not mentioned	Not harmful	Minor harm	Moderate neutral No harm
St Mary's Church (Grade I)	Not mentioned	Very limited and not harmful	Negligible harm	Moderate neutral No harm

Asset (LB grade)	Call-in scheme			Current scheme effect / (harm to significance)
	Secretary of State	Planning Inspector	Council	Council
St Saviour's Church (Grade I)	Neutral	Neutral	Negligible benefit	Moderate beneficial No harm
RC Cathedral (Grade I)	No harm	No harm to ability to appreciate conservation area in distant views	Moderate harm	No effect No harm
St James Church (Grade I)	Not mentioned	No impact on ability to experience asset	Negligible benefit	Moderate beneficial No harm
City Wall (scheduled monument)	No effect	No effect	Minor harm	Moderate neutral No harm
Bacon's House (Grade II*)	Not mentioned	Minor harm	Not individually mentioned	Moderate neutral No harm
City Hall (Grade II*)	No harm	No harm	Minor harm	Moderate neutral No harm
Britons Arms (Grade II*)	Not mentioned	No harm	Negligible harm	No effect No harm
Pykerell's House (Grade II*)	Not mentioned	Not mentioned	Negligible harm	No effect No harm
71 Botolph Street (Grade II*)	Not individually mentioned	Not individually mentioned	Not individually mentioned	Moderate beneficial No harm
31-35 Magdalen Street and Gurney Court (Grade II*)	Not individually mentioned	Not individually mentioned	Not individually mentioned	Minor beneficial No harm
45-51 London Street (Grade II)	Minor harm	Minor harm	Moderate harm	No effect No harm
Doughty's Hospital (Grade II)	Not mentioned	Minor harm	Minor harm	Moderate neutral No harm
2-12 Gildencroft (Grade II)	Harm at upper end of less than substantial	Moderate harm	Minor harm	Minor-moderate neutral-adverse Lower end of less than substantial harm
1 Guildhall Hill (Grade II)	Not mentioned	No harm	Minor harm	No effect No harm

Asset (LB grade)	Call-in scheme			Current scheme effect / (harm to significance)
	Secretary of State	Planning Inspector	Council	Council
Maids Head Hotel (Grade II)	Not mentioned	Not materially detract from the asset	Minor harm	No effect No harm
47-49 St Martin's Lane (Grade II)	Not mentioned	Not harmful	Moderate harm	No effect No harm
Fye Bridge Street group	Minor harm	Minor harm	Major harm	No effect No harm
Wensum Street group	Minor harm	Minor harm	Major harm	No effect No harm
St Augustine's Street group ³	Minor harm	Minor harm	Major harm	Minor-moderate neutral No harm
Magdalen Street group ⁴	Some enhancement of setting	Some enhancement of setting	Major benefit	Moderate beneficial No harm
Upper Close group	Not mentioned	No effect	Negligible harm	No effect No harm
43-45 Pitt Street (Local listing)	Not mentioned	Total loss	Total loss	Total loss
Waterloo Park (RHPG II*)	No harm	No harm	Minor harm	Minor neutral No harm
City centre conservation area	Broadly neutral	Benefit	Minor-moderate harm	Moderate beneficial No harm

¹ As seen from Cathedral Meadow

² As part of a group.

³ Similar category to "Northern City group" in analysis of current scheme but included buildings to the south of Anglia Square in call-in scheme assessment.

⁴ Similar category to "Anglia Square group" in analysis of current scheme

Operational effects on townscape receptors

Townscape receptor	Sensitivity	Magnitude of change	Impact: Harmful / Neutral / Beneficial	Residual Effect
Low Density Residential	Low	Low	Beneficial	Negligible Applicant: Minor Beneficial
Northern City	Medium-Low	Medium	Beneficial	Minor-Moderate Beneficial Applicant: Minor Beneficial
Anglia Square	Low	High	Beneficial	Moderate Beneficial
Colegate	Medium-High	Low	Neutral Applicant: Beneficial	Minor Neutral Applicant: Minor Beneficial

Townscape receptor	Sensitivity	Magnitude of change	Impact: Harmful / Neutral / Beneficial	Residual Effect
Northern Riverside	Medium	Low	Beneficial	Minor Beneficial
Elm Hill & Maddermarket	Medium High	Negligible	Neutral	Negligible Neutral
Civic	Medium High	Negligible	Neutral	Negligible Neutral
Cathedral Close	High	Nil	Nil	Nil

488. There is a discrepancy in the level of sensitivity accorded by the applicant to three townscape character areas between the text in section 8 of the HTVIA and the summary table in section 10. The low-density residential area is deemed medium sensitivity in the text and medium-low in the summary; northern city is deemed medium in the text and low in the summary; and Colegate is deemed high in the text and medium in the summary.
489. The applicant has explained the sensitivity ascribed to the low-density residential townscape character area in paragraph 8.113 of the HTVIA: *“The area, is judged to be medium sensitivity, owing to the mostly consistent low rise terraced and semi-detached residential character and concentration of Grade-II listed buildings and conservation areas.”* However, there appears to be a degree of confusion here that points to a lower rating of sensitivity being appropriate. The reference to *“a concentration of Grade-II listed buildings and conservation areas”* is not correct because the only designated heritage assets are in the far north of the area around the junction of Magdalen Road and Denmark Road where a small part of the Sewell conservation area overlaps, and one finds a group of Grade II listed properties at 135-145 Elm Terrace on Magdalen Road and the Grade II listed Christ Church. Also, the level of sensitivity is higher than that given to the northern city character area that is within the City Centre Conservation Area and contains many listed buildings, albeit it has a less homogenous character than the low-density residential character area. It is also worth noting that “low density residential” is a misnomer because the density in residential households is higher here than in any other part of Norwich even though the buildings are comparatively low scale. These factors lead to a conclusion that the sensitivity for the low-density residential area should be low with a negligible rather than minor beneficial effect and the sensitivity for the northern city area should be medium-low with an effect that is minor-moderate beneficial rather than minor beneficial.
490. In relation to Colegate, a sensitivity rating of medium-high would be more appropriate. This is mid-way between the two discrepant levels ascribed by the applicant and balances the very fine, coherent and distinctive townscape character within Colegate itself with the more fragmentary character of some of the backland areas nearby occupied by surface car parks. In combination with a low magnitude of change this results in minor/moderate effect. The applicant has forecast a beneficial effect but the outline nature of this part of the planning application suggests a cautious neutral judgement should be applied until the submission of architectural details allows the real effect to be determined.

Operational effects on visual receptors

Visual Receptor (View number)	Sensitivity	Magnitude of Change	Impact	Significance and Nature of Residual Effects*
1 Constitution Hill	Low	Nil	Neutral	Nil
2 Constitution Hill / Denmark Rd / St Clement's Hill	Low	Negligible	Neutral	Negligible
3 Angel Rd	Low	Low	Neutral	Minor Neutral Applicant: Negligible Call-in scheme: Moderate Neutral
4 Heath Rd / Shipstone Rd	Low	Medium	Beneficial	Minor Beneficial
5 Magdalen Rd / Spowston Rd	Low	Low	Neutral	Low Neutral Applicant: Negligible
6 Mousehold Ave	Medium	Medium	Beneficial	Moderate Beneficial Call-in scheme: Moderate Neutral
7 St James' Hill	High	Low Applicant: Medium	Neutral Applicant: Beneficial	Moderate Neutral Applicant: Major Beneficial Call-in scheme: Moderate Adverse
8 Kett's Heights	High	Low Applicant: Medium	Neutral Applicant: Beneficial	Moderate Neutral Applicant: Major Beneficial Call-in scheme: Moderate Neutral
9 Kett's Hill	Low	Medium	Beneficial	Minor Beneficial Call-in scheme: Minor Adverse
10 Castle Rampart	High	Medium	Beneficial	Major Beneficial Call-in scheme: Major Adverse
11 Aylsham Rd (west path)	Medium	Medium	Neutral	Moderate Neutral
12 St Augustine's St / Magpie Rd	Medium	Medium	Neutral Applicant: Beneficial	Moderate Neutral Applicant: Moderate Beneficial Call-in scheme: Moderate Adverse
13 St Augustine's St / Sussex St	Medium	Medium	Beneficial	Moderate Beneficial Call-in scheme: Major Adverse
14 Magpie Rd	Medium	Low	Beneficial	Minor Beneficial Call-in scheme: Major Neutral
15 Edward St / Magpie Rd	Low	High	Beneficial	Moderate Beneficial
16 St James' Church	Low / Medium	Medium	Beneficial	Minor Beneficial Call-in scheme: Moderate Beneficial
17 Tombland	High	Negligible Applicant: Low	NA Applicant: Beneficial	Negligible Applicant: Moderate Beneficial

Visual Receptor (View number)	Sensitivity	Magnitude of Change	Impact	Significance and Nature of Residual Effects*
18 Wensum St / Elm Hill	Medium	Nil	Neutral	Nil Call-in scheme: Major Adverse
19 Magdalen St (south of St Clement's Church)	Medium	Low	Beneficial	Minor Beneficial
20 Oak St / St Martin's Lane	Medium	Low Applicant: Medium	Neutral Applicant: Beneficial	Minor Neutral Applicant: Moderate Beneficial Call-in scheme: Moderate Adverse
21 St Crispin's Rd / Oak Street	Low	Medium	Beneficial	Minor Beneficial Call-in scheme: Moderate Beneficial
22 Quaker burial ground	Low	Low	Beneficial	Negligible Beneficial Call-in scheme: Moderate Neutral
23 St Augustine's Church porch	Low-Medium	High	Neutral	Major Neutral
24 North east cnr St Augustine's Churchyard	High	Low-Medium Applicant: Medium	Neutral-Adverse Applicant: Neutral	Moderate-Major Neutral-Adverse Applicant: Major Neutral Call-in scheme: Major Neutral
25 o/s 107 Magdalen St	Low	Medium-High	Beneficial	Minor-Moderate Beneficial Call-in scheme: Major Beneficial
26 Cowgate / Bull Close	Low	Medium	Neutral Applicant: Beneficial	Minor Beneficial Call-in scheme: Moderate Adverse
27 St George's St	Medium Applicant: High-Medium	Low	Neutral Applicant: Beneficial	Minor Neutral Applicant: Moderate-Minor Beneficial
28 Calvert St	Medium	Negligible-Low	Beneficial	Minor-Negligible Beneficial
29 o/s 25 Magdalen Street	Medium Applicant: Low-Medium	Low	Beneficial	Minor Beneficial
30 o/s 39 Magdalen St	Medium Applicant: Low	Medium	Beneficial	Moderate Beneficial Applicant: Minor Beneficial
31 Cnr 59 Magdalen St	Low	High	Beneficial	Moderate Beneficial
32 Doughty's Hospital	Medium	High	Neutral Beneficial	Major Neutral Applicant: Major Beneficial Call-in scheme: Moderate Neutral
33 St George's St / St Crispin's Rd	Low	High	Beneficial	Moderate Beneficial
34 St Mary's Plain / Duke St	Medium	Low	Beneficial	Minor Beneficial

Visual Receptor (View number)	Sensitivity	Magnitude of Change	Impact	Significance and Nature of Residual Effects*
35 St Crispin's roundabout	Low	High	<i>Neutral</i> Applicant: Beneficial	<i>Moderate Neutral</i> Applicant: Moderate Beneficial
36 Waterloo Park	High	Low	Neutral	Moderate Neutral
37 Aylsham Rd (middle of road)	<i>Medium</i> Applicant: Low	Medium	<i>Neutral</i> Applicant: Beneficial	<i>Moderate Neutral</i> Applicant: Minor Beneficial Call-in scheme: Major Adverse
38 Rosemary Lane	Medium	Nil	Neutral	Nil Call-in scheme: Moderate Adverse
39 Castle battlements	Medium	Medium	Beneficial	Moderate Beneficial Call-in scheme: Major Neutral
40 Cathedral Meadow	High	Nil	Neutral	Nil Call-in scheme: Moderate Adverse

* The reference to call-in scheme in the table refers to the LPA judgement on the effect of the call-in scheme on the same views.

491. **View 7 – Motram Monument, St James Hill.** The assessment of this view by the applicant asserts that an improved architectural quality of the new scheme will be a benefit compared to the current scheme in terms of the varied materiality and roof form and how the roofs on the right-hand side of the development will “pleasingly reflect the rows of long pitched roof terraces further north”. The image supplied does not support this conclusion, perhaps due to the limitations of a rendered view at long range. It also seems unlikely that a development entirely composed of different coloured brick could qualify as displaying varied materiality. It is therefore more appropriate to consider the effect on this important visual receptor and visitors to the location as major neutral rather than major beneficial.
492. **View 8 – Kett’s Heights.** It is not evident from the image provided that the development would necessarily result in a beneficial effect or a negative effect at this long-range and with the development sitting comfortably below the skyline. An effect of major neutral rather than major beneficial is considered appropriate.
493. **View 12 – Junc St Augustine’s Street / Magpie Road.** The development will very slightly obscure part of the Anglican Cathedral spire in this view. The detriment arising from this will be offset by the removal of the jarring water tower on the top of Sovereign House from view along with the introduction of buildings that lead the eye towards the reinstated entrance to Botolph Street, albeit with the buildings appearing to squeeze the entrance and appear less clear and inviting from this distance. A conclusion of moderate neutral is therefore considered to be more appropriate than moderate beneficial.
494. **View 15 – Junc Edward Street / Magpie Road.** In this view the buildings currently on the site share a roof line and a strong horizontal emphasis. This creates a monolithic edifice relieved only by the lumpy extrusion on the roof of each building and the different material treatments. In certain lights (such as the one captured in the existing image within the HTVIA) Sovereign House can appear sleek but this effect is increasingly undermined by its progressive

deterioration. The unbuilt west and north portions of the site are glimpsed in this view. The alterations to the massing of blocks A and D have moderated the abrupt density transition that results from the juxtaposition of the empty land in the foreground and the proposed development beyond. The proposed building provides a variety of forms and brick tones and textures and fills the unbuilt sections of the site, which is an enhancement on the existing and the call-in scheme leading to agreement with the applicant that this view is moderate beneficial.

495. **View 17 – Tombland.** The applicant says that the scheme “will be barely discernable to the viewer” from viewpoint 17 and HTVIA methodology defines negligible as “a minimal amount of change” so negligible should be applied here not low, leading to negligible effect rather than moderate beneficial.
496. **View 20 – Junc Oak Street / St Martin’s Lane.** The alteration to the view here occupies a small component of the view in the far distance and therefore a low magnitude of change seems more appropriate than medium. The beneficial effect ascribed to the scheme from a sensitive stepping up from foreground to background rooftops and the removal of the water tower on Sovereign House from the view are premature in the absence of architectural information that would be provided with a reserved matters application. An effect of minor neutral is therefore considered more appropriate than moderate beneficial.
497. **Views 23– St Augustine’s Church porch.** The applicants reasoning and conclusion that the effect of the development in view 23 (outside the church porch) is major neutral is supported following the reduction in height of block D from six to five storeys since the original submission.
498. **View 24 – St Augustine’s churchyard.** The applicant indicates that the quality of architecture of blocks E and F will redeem the intrusion of new buildings exceeding the height and prominence of Sovereign House resulting in a neutral effect but until architectural information is received for these blocks through a subsequent reserved matters submission it is prudent to exercise caution and a neutral-adverse judgement is selected. Furthermore, it appears that the change of part of the roof form from pitched to flat roof between the original submission and revision A may make the job of integration more difficult, as suggested by Historic England in their comments of 11 August 2022. A low-medium magnitude of change (rather than medium) is considered appropriate, given the modest component of the view that the new building would occupy and the fact that Sovereign House is already visible and occupies part of this visual area. Therefore, a moderate-major neutral-adverse effect is considered to arise in relation to the visual receptor at view 24.
499. **View 26 – Junc Cowgate / Bull Close.** An enhancement of the view is claimed due to sensitive residential design and varied roof forms. The minor amendments to east elevation of block M in revision A did increase the ratio of fenestration to blank surfaces tipping it from neutral to a positive change by comparison with the monolithic view of the derelict multi-storey car park.
500. **View 27 – St George’s Street.** The sensitivity of this view is overstated given that that the buildings are mostly modern and ordinary, and the conservation area status has not been considered an attribute that should elevate the view sensitivity elsewhere e.g., on Magdalen Street at the junction with Edward Street. A medium

sensitively would be more appropriate. It is unclear why a beneficial effect is being claimed given that no negative building on the site is being removed from the view and in the absence of any architectural information about the new scheme. Therefore, a neutral effect should be shown at this stage. This leads to an effect on the view that is minor neutral.

501. **View 30 – Outside 39 Magdalen Street.** The sensitivity of the view is erroneously rated by the applicant as low on the basis that “there are no other visible heritage assets here” apart from the conservation area. This is incorrect because both buildings that fill the view on the west side of Magdalen Street are listed. A rating of medium should therefore be applied leading to an effect on the view of moderate beneficial.
502. **View 32 – Doughty’s Hospital.** The same reasoning as explained in paragraphs 473-475 applies here.
503. **View 35 – Duke Street roundabout.** It is premature to conclude that the result will be beneficial in the absence of any architectural information, the loss of both 43/45 Pitt Street and the dynamic helical stair tower on Sovereign House and the retention of the blank Surrey Chapel building. Therefore, at this stage a neutral rating should be given.
504. **View 37 – Aylsham Road (additional view).** This view is experienced by thousands of bus passengers and motorists a day when they crest the ridge on Aylsham Road and begin their descent into Norwich. It is the first view of the Anglican Cathedral on this major approach to the city and it announces ones’ arrival, as it has done for centuries. While the immediate townscape may not be especially sensitive it is the reveal of the Cathedral that makes it sensitive. Therefore at least medium sensitivity should be given rather than low. This view is currently seriously harmed by the bulk of Sovereign House at the centre of the view and the Anglia Square Policy Guidance Note in paragraph 7.88 seeks a form of development that will reveal more of the Cathedral. The original submission would have had a harmful effect by obscuring part of the Cathedral, but the reduction in height of part of block A from eight storeys to seven since the original submission avoids this and results in a neutral effect.
505. Although the evaluation of effect here is notably less positive than the applicant in relation to several view receptors, overall and on balance the effect will still be beneficial. The most significant enhancements are likely to be enjoyed at Mousehold Avenue (view 6), the Castle Ramparts (view 10), the junction of St Augustine’s Street and Sussex Street (view 13), the junction of Edward Street and Magpie Road (view 15), outside 39 Magdalen Street (view 30), at the corner of 59 Magdalen Street (view 31), at the junction of St George’s Street and St Crispin’s Road (view 33) and the from the battlements of Norwich Castle (view 39).
506. A small number of visual receptors that would experience worse visual effects than under the call-in scheme:
 - View 16 – Outside St James church
 - View 21 – Junction St Cripsins Road / Oak Street

- View 24 – Seating area in north-west corner of St Augustine’s church yard (only a slight worsening due to a precautionary approach in the absence of architectural detail)
 - View 25 – Outside 107 Magdalen Street
507. Far more visual receptors will experience no effects or better effects compared with the call-in scheme:
- View 3 – Angel Road
 - View 6 – Mousehold Avenue
 - View 7 – St James’ Hill
 - View 9 – Kett’s Hill
 - View 10 – Castle Rampart
 - View 12 – St Augustine’s Street / Magpie Road
 - View 13 – St Augustine’s Street / Sussex Street
 - View 14 – Magpie Road
 - View 18 – Wensum Street / Elm Hill
 - View 20 – Oak Street / St Martin’s Lane
 - View 22 – Quaker Burial Ground
 - View 26 – Cowgate / Bull Close
 - View 37 – Aylsham Road (middle of the road)
 - View 38 – Rosemary Lane
 - View 39 – Castle Battlements
 - View 40 – Cathedral Meadow
508. In the preceding analysis harm to the significance of two heritage assets due to change to their setting has been identified (at the lower end of the spectrum of less than substantial) – St Augustine’s Church, and 2-12 Gildencroft. This needs to be given great weight in the decision, especially in relation to St Augustine’s Church with its grade I status. The total loss of significance and built fabric and through demolition of the non-designated assets 43/45 Pitt Street and the warehouse to the rear of 47-51 Pitt Street will also arise causing substantial harm to those assets.
509. Set against this harm, and significantly outweighing it, are benefits to the historic environment. The following listed buildings benefit: 71 Botolph Street, Former Church of St Saviour, 31-35 Magdalen Street and Gurney Court, Former Church of St James, Colegate Group and the Anglia Square Group. It is acknowledged

that the buildings proposed are generally of a larger scale than those that characterise the conservation area generally. This is in part a response to viability considerations and a desire to optimize the quantity of accommodation in this highly sustainable location, but also reflects the more heterogeneous nature of the Anglia Square character area and its recent history as a place of bold architecture that elicits affection from many people who live and work in the area.

510. Several aspects of the development mean that even with this scale and density of buildings the City Centre Conservation Area benefits overall through the:

- Removal of buildings of poor architectural quality that are identified as negative in the conservation area appraisal, many of which are empty and becoming increasingly visually derelict.
- Reinstatement of Botolph Street linking Magdalen Street with St Augustine's Street, close to its former alignment.
- Using the alignment of Botolph Street to create a new vista focused on the tower of St Augustine's Church, which heightens its presence as a historic landmark within the area.
- Extension of St George's Street providing a north-south pedestrian and cycle link including reducing the vehicular dominance of the entrance from St Crispin's Road.
- Celebration of Stump Cross through a reconfigured space fronted by new buildings of a higher architectural quality.
- Creating a higher quality new frontage on Magdalen Street.
- Disconnecting Anglia Square from the flyover by demolishing the Upper Green Lane bridge.
- Retaining, enlarging and enhancing the Anglia Square public space.
- Planting trees and other vegetation across the site.

Design quality evaluation

Introduction

511. The NPPF says in paragraph 126 that "*The creation of high quality, beautiful and sustainable buildings is fundamental to what the planning and development process should achieve.*" Paragraph 134 says "*Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design*".

512. References to "*beauty*" are still quite new in government planning policy, having been introduced into the NPPF in July 2021. There is no definition of beauty in the glossary to the NPPF. The Oxford English Dictionary definition is: "*A combination of qualities, such as shape, colour, or form, that pleases the aesthetic senses, especially the sight*". This implies that beauty elicits a positive emotional response, but this can be subject to a considerable amount of subjectivity. Beauty is treated as a component of well-designed places in the NPPF and a place can be

considered well-designed in planning policy terms if it meets relevant design policies and has been assessed using processes that are endorsed by government. This assessment is structured around the government’s framework for design evaluation as expressed in the National Design Guide and National Model Design Code. They relate well to criteria within Building for a Healthy Life (also endorsed in the NPPF) and the design policies in our Development Management Policies Plan, especially DM3. These relationships are shown in the table below.

513. The government recommends the use of independent design review panels. An exceptionally thorough design review process was taken for Anglia Square though which the scheme was reviewed on four occasions during the pre-application process by the Design South East panel (DRP1 02.11.21; DRP2 05.01.22; DRP3 25.02.22; DRP4 21.06.22). DRP4 reviewed the original planning submission while the earlier reviews were at pre-application stage. Design South East also established a Community Review Panel of local residents, business owners and community organisations that met four times (CRP1 12.10.21, CRP2 19.10.21, CRP3 22.11.21, CRP4 22.02.22). The applicants and the local planning authority were present at all eight meetings to explain the scheme and listen to the feedback so that it could inform the design process. Letters were produced summarising the views expressed and reference is made in the remainder of this section to observations made by both panels that are relevant to the submitted scheme.

National Design Guide / National Model Design Code		Building for a Healthy Life	Development Management Policies Plan
Context - enhances the surroundings			
C1	Understand and relate well to the site, its local and wider context	Making the most of what's there	DM3b. Long views
		Green and blue infrastructure	DM3c. Local distinctiveness and character
			DM3e. Density
			DM3h. Materials and details
			DM3i. Green infrastructure, landscaping and biodiversity
C2	Value heritage, local history and culture	Making the most of what's there	DM3b. Long views
		A memorable character	DM3c. Local distinctiveness and character
			DM9. Safeguarding Norwich's heritage
Identity - attractive and distinctive			
I1	Respond to existing local character and identity	Making the most of what's there	DM3a. Gateways
		A memorable character	DM3c. Local distinctiveness and character
		Easy to find your way around	DM3e. Density
			DM3f. Height, massing, scale and form
			DM7. Trees and development
			DM9. Safeguarding Norwich's heritage
I2		A memorable character	DM3c. Local distinctiveness and character

National Design Guide / National Model Design Code		Building for a Healthy Life	Development Management Policies Plan
	Well-designed, high quality and attractive places and buildings		DM3h. Materials and details
			DM9. Safeguarding Norwich's heritage
I3	Create character and identity	A memorable character	DM3b. Long views
			DM3c. Local distinctiveness and character
			DM3h. Materials and details
			DM9. Safeguarding Norwich's heritage
Built form - A coherent pattern of development			
B1	Compact form of development	Walking, cycling and public transport	DM3d. Layout and siting
		Facilities and services	DM3e. Density
		Homes for everyone	DM12. Principles for all residential development
B2	Appropriate building types and forms	Homes for everyone	DM3a. Gateways
		Making the most of what's there	DM3c. Local distinctiveness and character
		Well defined streets and spaces	DM3d. Layout and siting
		Cycle and car parking	DM3e. Density
			DM3f. Height, massing, scale and form
			DM9. Safeguarding Norwich's heritage
B3	Destinations	Natural connections	DM3b. Long views
		Walking, cycling and public transport	DM3i. Green infrastructure, landscaping and biodiversity
		Facilities and services	
		A memorable character	
		Green and blue infrastructure	
Movement - accessible and easy to move around			
M1	A connected network of routes for all modes of transport	Natural connections	DM3d. Layout and siting
		Walking, cycling and public transport	DM3g. Design of roads and streets
		Easy to find your way around	DM3i. Green infrastructure, landscaping and biodiversity
		Healthy streets	DM28. Encouraging sustainable travel

National Design Guide / National Model Design Code		Building for a Healthy Life	Development Management Policies Plan
		Cycle and car parking	
		Green and blue infrastructure	
M2	Active travel	Natural connections	DM3d. Layout and siting
		Well defined streets and spaces	DM3g. Design of roads and streets
		Easy to find your way around	DM28. Encouraging sustainable travel
		Healthy streets	DM31. Car parking and servicing
M3	Well-considered parking, servicing and utilities infrastructure for all users	Cycle and car parking	DM31. Car parking and servicing
		Back of the pavement, front of home	DM2. Amenity
Nature - enhanced and optimised			
N1	Provide a network of high quality, green open spaces with a variety of landscapes and activities, including play	Natural connections	DM3d. Layout and siting
		Facilities and services	DM3h. Materials and details
		Green and blue infrastructure	DM3i. Green infrastructure, landscaping and biodiversity
			DM7. Trees and development
N2	Improve and enhance water management	Well defined streets and spaces	DM3i. Green infrastructure, landscaping and biodiversity
		Green and blue infrastructure	DM3j. Energy efficiency and climate change
			DM5. Planning effectively for flood resilience
			DM7. Trees and development
N3	Support rich and varied biodiversity	Well defined streets and spaces	DM3g. Design of roads and streets
		Healthy streets	DM3i. Green infrastructure, landscaping and biodiversity
		Green and blue infrastructure	DM6. Protecting and enhancing the natural environment
			DM7. Trees and development
Public spaces - safe, social and inclusive			
P1	Create well-located, high quality and attractive public spaces	Well defined streets and spaces	DM3d. Layout and siting
		Healthy streets	DM3g. Design of roads and streets
		Green and blue infrastructure	DM3h. Materials and details
			DM3i. Green infrastructure, landscaping and biodiversity
			DM31. Car parking and servicing

National Design Guide / National Model Design Code		Building for a Healthy Life	Development Management Policies Plan
P2	Provide well-designed spaces that are safe	Well defined streets and spaces	DM3d. Layout and siting
		Healthy streets	DM3g. Design of roads and streets
			DM31. Car parking and servicing
P3	Make sure public spaces support social interaction	Facilities and services	DM3d. Layout and siting
		Healthy streets	DM3g. Design of roads and streets
		Green and blue infrastructure	DM3i. Green infrastructure, landscaping and biodiversity
			DM31. Car parking and servicing
Uses - mixed and integrated			
U1	A mix of uses	Facilities and services	DM3c. Local distinctiveness and character
		Easy to find your way around	DM3e. Density
U2	A mix of home tenures, types and sizes	Homes for everyone	DM12. Principles for all residential development
U3	Socially inclusive	Facilities and services	DM2. Amenity
		Homes for everyone	DM12. Principles for all residential development
Homes & buildings - functional, healthy and sustainable			
H1	Healthy, comfortable and safe internal and external environment	Healthy streets	DM3i. Green infrastructure, landscaping and biodiversity
		Green and blue infrastructure	DM2. Amenity
H2	Well-related to external amenity and public spaces	Well defined streets and spaces	DM3d. Layout and siting
		Healthy streets	DM3g. Design of roads and streets
			DM2. Amenity
H3	Attention to detail: storage, waste, servicing and utilities	Back of the pavement, front of home	DM3h. Materials and details
			DM2. Amenity
Resources - efficient and resilient			
R1	Follow the energy hierarchy		DM3j. Energy efficiency and climate change
			DM4. Providing for renewable and low carbon energy
R2	Careful selection of materials and construction techniques		DM3j. Energy efficiency and climate change
R3	Maximise resilience	Natural connections	DM3i. Green infrastructure, landscaping and biodiversity
		Walking, cycling and public transport	DM3j. Energy efficiency and climate change

National Design Guide / National Model Design Code		Building for a Healthy Life	Development Management Policies Plan
		Making the most of what's there	
		Blue and green infrastructure	
Lifespan - made to last			
L1	Well-managed and maintained	Green and blue infrastructure	DM3i. Green infrastructure, landscaping and biodiversity
L2	Adaptable to changing needs and evolving technologies		DM3j. Energy efficiency and climate change
			DM12. Principles for all residential development
L3	A sense of ownership	Well defined streets and spaces	
		Back of the pavement, front of home	

Context - enhances the surroundings

514. This section concentrates on issues of context and integration, particularly as they relate to the surroundings. The next section looks at whether the development creates identity and distinctiveness given that its geographical extent and recent history creates a degree of freedom of expression, particularly within the scheme and where public uses are proposed.
515. The tension with developing Anglia Square successfully is trying to simultaneously integrate with the existing surroundings, acknowledge what was there on the site before Anglia Square, capture the boldness and distinctiveness of the spirit that informed the design of the buildings currently on the site, and build in a way that covers costs and achieves a modest profit that justifies the development risk that is being taken. This is a significant challenge and goes some way to explaining why the site has stood dormant for so long.
516. When considering the application of planning policy calling for integration with context there is a tendency to disregard the existing condition of the site. This is wrong for two reasons: firstly, the presence of tall and bulky buildings on the site is the point of comparison in judging the magnitude of change and whether the change is beneficial or detrimental; and secondly the judgement of whether the development is successful should not be overly determined by whether it politely and humbly integrates into its surroundings. To do so would be to deny the value of a bolder vision of post-war development that infused Anglia Square and motivated its designers to make it stand out and which is a source of pride to many local people.
517. The surroundings of the site are not homogenous, and its character is well described in the City Centre Conservation Area Appraisal. It is not consistently low-rise and there are buildings of considerable height on and adjacent to the site that have been present for around fifty years, such as Sovereign House and St Crispin's House. Other voices, such as those at the community review panel, find

value in the bold ambitions and raw quality of the current buildings on Anglia Square, and do not want to lose their spirit when they are replaced. This was captured in the CRP1 letter: *“The local community enjoy its special character which was described as ‘gritty’ and ‘robust’. This character was described as reflective of the community Anglia Square serves, although it was acknowledged that the buildings and infrastructure of the Square have become dated and are in need of rejuvenation. There were comments that any renewal of the Square should not lose the existing strong characteristic of contrast and difference which Anglia Square provides and which adds to the wider interest of the city.”* The Council does not agree with those organisations who advocate an approach that is entirely guided by a mission that this development proposal must “fit in” and defer to a low-rise benchmark that predates the current buildings on the site.

518. The local planning authority has been advocating design solutions that straddle both objectives by identifying certain parts of the development that have particular significance and warrant a bold (but not necessarily big) approach, even when on the edge of the scheme so that Anglia Square remains a distinctive part of the city centre but one that embraces its historic surroundings more successfully than the current site conditions. These are:

- Stump Cross (block L), which is a point of arrival from the south on Magdalen Street and has a transport interchange function)
- Block D, which is a point of arrival from St Augustine’s Street from the north-west and Edward Street from the north and has a community use
- South-west corner of block G, which is a point of arrival from the south on St George’s Street opposite the crossing of St Crispin’s Road, which has the potential to echo the strong architectural style of this element of Sovereign House.

519. The assessment of heritage impacts in the preceding section shows that in relation to almost all heritage assets and by comparison with what is there now the development manages the contextual relationship well. DRP1 said: *“Generally, we are comfortable with the overall approach to height and massing”, although they went on to say “There is a risk that the southwest corner of the site will feel too high, particularly because of the height of upcoming development around this location. This combination of intense development with the high-traffic roundabout means this whole corner could feel unattractive.”* DRP2 said: *“The stepping up works, and the logic of which locations are higher and lower makes sense. However, in places there is a risk of the approach feeling repetitive or monotonous. There could be some locations that are even higher and some that are even lower and more intimate, particularly on tighter narrower streets. This could give more of a range of scales and a more diverse character across the whole site.”*

520. In terms of the height of the development this scheme seeks to achieve an acceptable relationship with the surrounding context by having no buildings that exceed the height of Sovereign House, placing the tallest buildings in the middle of the site and falling away towards the edges with four to seven stories presented to Pitt Street, three to five stories on Edward Street and three to four storeys on Magdalen Street.

521. Pitt Street is wider than most in the area and it widens out further at its junction with St Augustine's Street and New Botolph Street. The relationship with St Augustine's Church and 2-12 Gildencroft is discussed in the section above concerning the effect on heritage assets. However, it is worth noting here that the relationship with the Pitt Street and St Augustine's Street context is eased by several measures – the frontage of block E steps up and down between 4, 5 and 6 storey; there is a mix of uses, particularly at the junction of Botolph Street with New Botolph Street; and St Augustine's Street is reconnected with the city centre via new streets and public spaces leading to Magdalen Street and St George's Street. It will be possible and important at reserved matters stage (if the current application is approved) to secure vertical division in the façade of block E and variation in its character with neighbouring blocks to create interest.
522. Magdalen Street will be widened at the point where block K is inserted allowing four stories to fit comfortably, especially given that the character of the street is more fragmented here with the bulky building accommodating Roys immediately opposite. The most problematic building in this edge context was block D until it was lowered by one storey in response to feedback on the original submission.
523. There are local features of special interest in Magdalen Street and St Augustine's Street that are identified in the conservation area appraisal which provide some cues to the architectural treatment of new buildings in the vicinity:
- Wider north – south commercial streets that have continuous building lines and multiple building frontages with ground floor activity interrupted by regular entrances to east-west oriented side alleys and courtyards accessed through archway.
 - Buildings dating from c17-19 of up to three storeys in height of red brick with pantile roofs.
 - Richly detailed elevations consisting of decorative joinery and, red brick, some flint and plaster/render, fenestration, ornate doorcases, patterned walls and traditional shopfronts.
524. Block K presents an appearance of vertical subdivision into narrow plots that complements the prevailing character of development on Magdalen Street. This is a welcome replacement for the jettied overhang and low horizontal emphasis of the current building. The Juliette balconies and French windows that are proposed for the flats in blocks K and J3 are less compatible with that character, although the subtle and creative allusions to mourning crepe designs in the balustrades is a welcome enhancement following the original submission.
525. The cat-slide roof on block J3 feels bold and responds to local vernacular. Larger windows in the north elevation could have provided more interest to that elevation and more illumination for the bedrooms within but the augmentation of the brick detailing in revision A is welcome as is the addition of a dark grey pantile roof in revision B.
526. The main material to be used is red brick, which is a contextually local and vernacular material for the area. However, the proposed header bond panels and coursing is not the way this material has traditionally been used in the area. The

use of Flemish bond brickwork with headers in a darker brick along the east elevations of blocks J3 and M would be more compatible with the surroundings.

527. The textured brickwork proposed on the north elevation of block J3 facing Botolph Street and the upper parts of block A are attractive and interesting. The brick fluting detail seen on block A could be incorporated horizontally as well as vertically in other parts of the development. Such a horizontal emphasis is more characteristic of the existing brutalist buildings on the Site. We like to see more extensive use of brick patterning techniques in Anglia Square to further enliven the facades.
528. Block B1 has a simple design that successfully reinstates lost red brick terraced weaving houses on roughly same footprint with a pleasing rhythm of openings. St Augustine's Street is characterised by an unusually complete roofscape of red clay pantiles with some black and blue clay examples. The roofing material proposed for blocks B1 and B2 was beneficially changed to blue pantile following the original submission.
529. The layout and movement framework of the proposed development responds coherently to the local context by knitting together surrounding streets and reinstating lost streets on an alignment close to that which existed before Anglia Square was built. Botolph Street is a particularly important example of this. It will terminate and focus on St Augustine's Church at the west end and the resurrected heart of Norwich Over the Water at Stump Cross to the east where it touches Magdalen Street. The naming of streets, alleys and yards can commemorate their predecessors and highlight the continuity of extended streets, such as St George's Street. Some of the physical fabric of surviving surfaces, such as the granite setts and kerb stones to the west of Sovereign House can be reused in the surface of the extended section of St George's Street. This needs to be covered by a planning condition. There is more on this in the sections on movement and public spaces.

Identity – attractive and distinctive

530. The applicant's attempt to make the case that architectural expressions are loosely derived from types of building that once stood on the site. Yards and factories are identified as historic design inspirations for some of the proposed buildings and their relationship with spaces. However, the yard analogy is being stretched in the context of buildings that are much taller than their predecessors and the factory reference is hard to apply to residential buildings that are newly built rather than converted from buildings previously used as factories. The Council's greater concern through the design development has been to ensure there is sufficient variation in the character and distinctiveness of the design that the architectural expression should live up to the bold spirit of what is there now and which many of the people who attended the community review panel meetings value. DRP4 said that "*more should be done to inject variety and distinctiveness into the architecture*" and recommended the applications should "*introduce more differentiation, variety and definition of character into the buildings throughout, in particular the Stump Cross building, Block D, and prominent corner buildings*". This is discussed below in relation to the detailed components of the application. Any reserved matters applications will present an opportunity to introduce further variety.

531. The Chamberlain's factory building that once stood on the site with its north-lit roof pitch, curtain walling and multi-paned glazed windows is quoted by the applicants as an inspiration for the design of block K1. This building is an anchor of the scheme addressing Anglia Square. It is not fettered by the contextual constraints of surrounding historic buildings and warrants a bold treatment that does not need to be influenced by factory precedents. The final form of the façade that addresses Anglia Square is a strong piece of architecture which robustly spans the length of the square from Botolph Street to Anne's Walk. Its most satisfying aspect is the differentiation of levels by increasing the portion of wall surface to window surface from the bottom to the top of the building. This complements the commercial use at the bottom of the building and the domestic use above, with the attic storey further differentiated. The increasing transparency of the balcony metalwork from bottom to top echoes the gradation from transparency to solidity of the main building surface and has the functional benefit of preventing visual intrusion into lower flats.
532. In accordance with the Council's aim for certain buildings to capture the ambitious and distinctive spirit of Anglia Square, we have encouraged the applicants to make block D one of the most distinctive buildings on the site due to its gateway location and community use. It is the only building on the site with a curvaceous plan, which sets it apart. It is appreciated in the round more than any other building due to its smaller footprint and encircling streets. Its incorporation of community uses means it is a building that should feel human scaled and welcoming. The vertical fluted brickwork contributes to the differentiation of the residential use of the upper floors from the community use below and the light-coloured brick further sets it apart from its neighbours. These can be seen as a diluted reference to the site's 1960s chapter of brutal architecture, characterized by strong forms, a horizontal emphasis and the use of concrete (another light-coloured material). Excessive height would also undermine the desired emphasis on its horizontal layering that correspond with building uses. The reduction in height from six to five storeys following the original submission has helped to achieve a horizontal emphasis to the building that complements its curvaceous form. Nevertheless, Historic England conclude that "*The form and height of Block D fails to respond to its context...*". The Council does not take such a critical approach following the reduction in height because the building now achieves the delicate balance between having a strong presence whilst not harming the wider historic context or feeling hostile in scale when approaching the main public entrance on Botolph Street. This entrance feels generous, welcoming and appropriately scaled. The corner facing St Augustine's Street is less successful because it lacks both a public entrance and any special architectural emphasis.
533. The spiral staircases on Sovereign House are identified in the Anglia Square character appraisal as providing townscape interest. A reinterpretation of this feature on the prominent south-west corner of block G could offer an interesting flourish and a respectful acknowledgement of what was there before. This would be a matter to consider at the reserved matters stage.
534. Bolt on balconies are heavily deployed across the site. While offering some useful private outdoor space, architecturally they can conceal interesting features of the building and they also reduce light to windows below. Where balconies are attached, a variety of metalwork patterning would help lend distinctiveness and solidity. DRP3 encouraged the architects to "*use balcony design to contribute to variety across the site.*" They have responded in revisions to the original

submission with balconies in a rich blue colour on block K1 facing Anglia Square that move from solid to more widely spaced balustrades up through the building and block K2 and block J3 facing Magdalen Street will feature Juliette balconies with a balustrade design that is inspired by the pattern of silk mourning fabric that was formerly made on the site by the Norwich Crape Company. These changes are beneficial, and it is hoped that similarly creative approaches are used in the parts of the site that would be subject to reserved matters application (if the current application is approved) along with a greater proportion of recessed balconies that are formed within the envelope of the building.

535. Concrete features strongly in Anglia Square currently and will be entirely absent from the external surfaces of the new development. This will erase an important stage in the architectural history of the area, and it would have been good to see concrete used in at least one new building as a prominent feature. The City Centre Conservation Area appraisal gives license for this: "... *areas of Low significance, a wider range of contemporary materials can be used, provided that they either respect the traditional building materials of the area or create a successful contrast with them.*" However, the extensive use of concrete would not be appropriate given its high level of embodied energy.
536. The proposed use of dark brick in block J3 and light brick in block L surrounding the Stump Cross space is bold and will help to give distinction to this space and its buildings. There is a concern that the proposed use of black brick facing the flyover will make that space feel gloomy and it would be better if some lighter bricks were used as highlights in combination with lighter window frames. Block L successfully addresses the space and is a homage to buildings that previously existed at this pivotal point where Magdalen Street and Botolph Street met. The removal of the westernmost bay of block L following the original submission has helped to ensure that the sense of Botolph Street branching off to the left is obtained in views from south of the flyover on Magdalen Street (e.g. views 19 and 30). Further detailed interest could be given to the building at close range by chamfering the brickwork around the loggia and window surrounds like the brick columns of 44-48 Sackville Place nearby.
537. The floorscape and canopy in Anglia Square itself are another place where extrovert and memorable approaches are needed. The Council encouraged the bold use of colour and pattern rather than a polite use of stone and the applicant has responded to this in their revisions following the original submission. Further work is needed on the design of the canopy, which should be focused in one place as a single element or form a set of overlapping mini canopies that cover an extensive area and provide shelter from the elements where seating can be located. DRP4 made a similar observation: "*Ensure the canopy in Anglia Square is of sufficient size to protect against inclement weather.*" These elements combined with a small number of feature trees at the northern end would provide delight for users of the space and residents looking down from above. More information can be found in the landscape comments provided separately.
538. Shopfront treatments offer an opportunity for the enhancement of the development's individuality and character. High quality shopfronts with attractive design are a key character of Norwich's historic and commercial streets and some of the city's finest late nineteenth and early twentieth century shopfronts line nearby Magdalen Street and St Augustine's Street. These shopfronts consist of traditional timber frames with painted facias, pilasters, corbels and recessed

entrances that capture the human scale, proportionality and craftsmanship / finer details that help create positive townscape.

539. The applicant has provided a document of 'coloured shop front drawings' detailing the shopfronts for some of the development blocks, although the Magdalen Street frontage of block KL is not included and neither is information about the proposed materials. The architectural framing is being treated as part of the detailed application for which consent is sought but approval of individual shop fascias would be sought by the occupants. A condition should be attached to any permission for the development that requires these to be individually submitted for approval but should conform to a Shopfront and sign design guide that would also be required by condition.

540. Successful features of the coloured shopfront drawings are:

- The brick pilasters seen at Block A that help break shopfronts into smaller units which are more reflective of the mullion divides seen on traditional shopfronts.
- Arched openings seen on Block K helpfully dilute the risk of a monotonous rectilinearity in the buildings and shopfronts. In a greater quantity and if made a feature of the development, the arches may compliment the yard openings seen across the city which could positively acknowledge the scheme context.

541. Weak features of the shopfront drawings are:

- The great expanse and height of glazing on the red brick element of the north side of block KL facing Botolph Street that lacks human scale and contrasts strongly with the character of shopfronts on Magdalen Street. The same criticism can be made of the grey brick element of the same elevation, which has a central fascia flanked by two square planes of glass, which would be better with a continuous fascia.
- Apparent, lack of hanging signs to create character.

542. Applying uniform lettering across the scheme such as signage for 'Anne's Walk', 'Bike Store' and 'Anglia Square' has the potential to improve the development's individuality.

543. The typography of street signage could offer a further layer of coherence to the development (such as for 'Anne's Walk', 'Bike Store' and 'Changing Places Toilet'), although the typeface shown on the drawings lacks interest. Rather than applying it conventionally to the walls on plates it could be set within the skin of the building in a contrasting material, such as ceramic. Street name plates might be combined with the brackets for wall-mounted lanterns on the corner of buildings, which also illuminate the lettering.

Built form – a coherent pattern of development

544. The positioning of buildings as perimeter blocks framing squares, streets and yards will give a high degree of coherence to the development. Many residents will benefit from podium gardens within the blocks. The new streets provide a much

higher degree of connectivity than the existing situation and point towards features outside the site e.g., St Augustine's Church, activity on Magdalen Street, St George's Street and trees in the Quaker Burial Ground.

545. It is desirable for the public to be able to walk through Sovereign Yard within block H between Botolph Street and Sovereign Way and this feature of the scheme is welcome along with the recent change to the dual frontage building between Sovereign Yard and Botolph Street from residential to commercial that will support the creation of activity and interest within the courtyard if it were used as a café or restaurant. The parameter plan designates Sovereign Yard as semi-public, and clarification is needed about what restrictions are proposed. It ought to be open 24/7 unless problems arise following its completion that can only be resolved through gating at night.
546. The orientation of taller blocks in a north-south alignment is a wise strategy to admit light into the middle of blocks from the south but in some places the juxtaposition of the tall ends of these blocks across narrower streets and lanes leads to an uncomfortable height to width ratio that may feel oppressive in places, although a pleasing contrast between containment and release might be achieved when entering or leaving St Georges Gardens and Anglia Square. Examples are:
- Southern section of Beckham Place between blocks A and M
 - The entrance to the middle section of Botolph Street off Anglia Square between blocks A and H
 - Southern end of Calvert Yard between blocks G and J
 - East end of Tooley Lane between blocks E/F and F
 - West end of Sovereign Way between blocks H and G
547. Stump Cross has always been the most important focus of activity north of the River Wensum where the routes from the north of the city converge on Magdalen Street. The construction of Anglia Square and the replacement of Botolph Street with the existing Sovereign Way injured this. Sovereign Way currently runs perpendicular to Magdalen Street and is covered by the bulk of the cinema building above it and denies it light. The flow was lost along with the opportunity to locate a building with presence at the bifurcation point of these routes. The new configuration offers a version of Botolph Street that flows better than Sovereign Way by growing out of the splayed building line on block J3. This building line also gives a wider area to accommodate the intensity of movement and social activity that occurs at Stump Cross. Further collaboration between the applicant, Norfolk County Council and Norwich City Council will be necessary following a grant of planning permission to address the recommendation of DRP4 that the local authority should "*Work with the applicant to resolve and finalise the plans for Stump Cross.*"
548. Block L is a key building that forms the northern edge of the Stump Cross space. Historic England are critical of the way it is designed. They say: "*The new building at Stumps Cross on Magdalen Street, Block L, would be too tall and assertive in its character. Neither the height nor the design would relate to the surrounding context. It has been designed as a focal point, reinstating one lost to the*

1960s/70s development. A building that addresses Stumps Cross would be positive. However, the generous four stories, articulated in an assertive grid-like facade, would be out of scale with the adjacent traditional buildings, as well as stylistically at odds with them. The proposed corner building would also not relate to the proposed design of the new terrace buildings to the north and south of it on Magdalen Street, making the whole composition lack coherence. The odd juxtaposition with the new terrace is seen in views 25 and 31.”

549. Buildings of presence and classical symmetry have stood on approximately this site in the past serving as a visual marker of the point where Magdalen Street and Botolph Street diverge. We have worked with the applicant to capture the spirit of these buildings in the new proposal and furthermore to treat this as a landmark building that appropriately marks the entrance to the development, fronts an important public space and has commercial use throughout. They propose a building with a regular grid composed of five bays and four storeys. The grid of brick piers is further emphasised by the ground floor being a colonnade and the top storey a terrace with a view over the flyover to the city centre skyline punctuated by the Castle and Cathedral. The use of a colonnade at the bottom of block L will add further spatial richness and shelter from the weather. By moving the building line of block L north after the original submission the applicants have avoided various problems that would otherwise have occurred thereby keeping the view of Magdalen Street from within Anglia Square open when walking along Botolph Street, creating space for pedestrian circulation around the building, avoiding a hidden space in the corner of the block L where it joins block K and retaining sufficient space for bus stops on Magdalen Street. The building is also set apart from the adjacent new building elements on Magdalen Street and Botolph Street by being one storey taller and faced in light brick.
550. The retention of Surrey Chapel, a two-storey building, creates a problem in dealing with the neighbouring building elements that comprise block F. Several principles apply: the new buildings should not prevent Surrey Chapel being redeveloped in the future; the residential amenity of people living in block F should not be spoiled by any redevelopment of the Surrey Chapel site; and the architectural relationship between block F and Surrey Chapel, while it continues to exist, should be satisfactory.
551. An eight-storey element of block F presents its south elevation to Surrey Chapel and can be seen above it from St Crispin’s Road. At its closest point this block will be six metres away from the rear wing of Surrey Chapel. A six-storey element lies to the west and at its closest point will be seven metres away from Surrey Chapel. The proximity and scale of block F will not prevent Surrey Chapel being redeveloped but any replacement building is likely to have a smaller footprint and / or height than it would otherwise.
552. If viability considerations mean neither the footprint nor height of block F can be altered, it will be important to ensure that the layout of flats and the position and design of balconies on the elevations facing Surrey Chapel do not rely exclusively on these elevation for their light and outlook. Since block F is in outline this will need to be given careful consideration in developing the details for a reserved matters application. Furthermore, the expression of these prominent building elements will need to be handled well because they will be highly prominent when viewed from the south, with an awkward and abrupt juxtaposition of height between Surrey Chapel and the new building that will need to be mitigated (or

even exploited) through architectural design. The applicants should consider the DRP4 recommendation to “*Reintroduce more variety into the masterplan around Block F*”, although the degree to which this can be achieved with the blocks in the parameter plans is limited. The scope to meet their recommendation to “*Resolve the inactive frontages and confused backs and fronts on Tooley Lane.*” is greater, albeit constrained by having two public frontages.

Movement – accessible and easy to move around

553. The proposed replacement street network was commended by DRP4, which said that “the masterplan works well in terms of connectivity and street hierarchy...” This is important because there are currently no clear, coherent or pleasant routes through the site. The route between St George’s Street and Edward Street is blocked by a surface car park and has no flanking active frontages. People who do walk this way pass an empty building with a blank concrete base to the east and an open car park to the west. There are currently two routes from Magdalen Street to St Augustine’s Street. The main route along Sovereign Way is overshadowed by the underside of the cinema and the vehicle bridge above. Ann’s Walk is a threatening tunnel with no sight lines between Magdalen Street and Anglia Square. Buildings at the upper levels such as Gildengate House and the cinema are accessed on foot via staircases and across vehicular circulation routes which are hard to find and unpleasant to use. Anglia Square feels sealed off from the city and at night there is no natural surveillance or activity, making it a barrier to movement in the city and an unwelcoming place.
554. The Site is centrally located and benefits from very good access to bus services, walking and cycling routes, although there is potential for these to be improved. The success of high density of development depends on good access to sustainable transport services. These are abundant in the locality and will be improved through the development.
555. Levels of parking are lower than currently on the site and the ratio of parking spaces to homes is lower than many developments that have been built near the city centre. Nevertheless, further reductions would be welcomed and create opportunities for design improvement in the outline part of the development if demand for spaces in phase 1 of the development is lower than expected.
556. Magdalen Street is one of the most intensively served streets in Norwich by buses, which connect to north Norwich, the north of Norfolk and the rest of Norwich directly or via interchange in the city centre. The development will place more demand on these services and therefore an increase in capacity for buses to pick up and drop off in Magdalen Street is required. The draft design for the mobility hub features two additional southbound bus stops, which will alleviate the pressure on the existing single stop underneath the flyover.
557. Inbound bus passengers can continue to alight at the stop on the north side of Edward Street (east) and their experience will be enhanced by the development due to the ability to access Anglia Square directly via the new section of Beckham Place. Furthermore, the environment in Edward Street will feel more welcoming, safe and attractive due to overlooking from properties in block C and block A.
558. The cycle network serves the site via two north-south routes: the blue pedalway on Magdalen Street and the yellow pedalway on the existing alignment of Botolph

Street and the northern section of Edward Street. East-west routes across the site are currently completely lacking.

559. The quality of the yellow pedalway within the site is currently very poor with an uncomfortable surface on Botolph Street and the need to deviate at the northern end to avoid the surface car park and use the shared use path on the south side of New Botolph Street. Botolph Street feels vacant and hostile, especially at night, due to the lack of active frontages.
560. The development promises to create a hugely improved experience for cyclists on the yellow pedalway with a dedicated cycle track along the northern extension of St George's Street. This links to the crossing over St Crispin's Road, which is retained, to the south. A deficiency of the scheme as originally submitted was the lack of any dedicated cycling infrastructure connecting northbound cyclists on the yellow pedalway using St George's Street to St Augustine's Street between New Botolph Street and St George's Street. It was also unclear whether the modifications to the crossing arrangements over New Botolph Street at the west end of Botolph Street would cater for cyclists. This was accepted by the applicant and has been rectified through a modification to the proposed crossing of New Botolph Street to include an area for cyclists to cross adjacent to pedestrians and a delineated route to join St Augustine's Street. This arrangement offers substantial benefits for pedestrian and cyclists' convenience and comfort and fulfils the recommendation of DRP4 to "Ensure key routes, particularly north-south along St Georges Street, and from Botolph Street onto Magdalen Street, connect to suitable crossings on the site's edge".
561. The experience of using the blue pedalway on Magdalen Street is currently compromised by the level of traffic on Magdalen Street. There is little the development can do to improve this situation.
562. East-west connectivity for cyclists will receive some improvement over the currently very poor condition due to the inclusion of a route along Cherry Lane on the north side of the flyover. The proposed crossing on Magdalen Street will allow onward journeys towards St Paul's Square and Barrack Street. Cyclists wishing to ride from Stump Cross to the northern section of Edward Street or St Augustine's Street would be allowed to ride along Botolph Street and through the new Anglia Square public space, but this would cause some pedestrian discomfort and due to pedestrian volumes cyclists' progress would be impeded. The alternative new Cherry Lane / St George's Street route combined with the existing Magdalen Street / Edward Street route around the northern perimeter of the site will reduce the demand to ride through Anglia Square.
563. The removal of the existing poor-quality shared use path on the east site of Pitt Street and the lack of a replacement is amply compensated by the new high-quality route on St George's Street.
564. The quality of environment for pedestrians will be dramatically improved by the development. The following assessment reviews the proposed condition of the perimeter of the site clockwise from Stump Cross and then the routes through it.
565. Cherry Lane is a new route through the area where the southern service yard is currently. As such it is a considerable new asset to the movement framework in the area.

566. Walking along the north side of St Crispin's Road between St George's Street and Pitt Street will be enhanced by removal of the slip lane and its incorporation into the verge allowing the planting of trees in a swale. This will act as a buffer to the pollution caused by heavy vehicle use on the dual carriageway. Unfortunately, the featureless wall of Surrey Chapel will remain because it is not within the control of the developer.
567. The southern section of Pitt Street (south of the proposed Tooley Lane) will not be enhanced by the scheme due to the replacement of modestly scaled buildings, including locally listed 43-45 Pitt Street, with taller buildings that will create additional shading over the footway in the morning.
568. The original scheme submission included a pedestrian crossing over Pitt Street at the end of Tooley Lane that offered good connectivity to Gildencroft Park from within the southern part of the development and to the footway on the north side of St Crispin's Road and any future development of St Crispin's car park linking to Chatham Street. This was not supported by the highway authority and has been withdrawn, which means that the connectivity to the park will not be improved. It is hoped that improvement to pedestrian connectivity could be revisited in association with development that might take place to the west of Pitt Street, which would strengthen the business case for doing this.
569. The northern section of Pitt Street will certainly be enhanced for pedestrians because it is currently a narrow shared-use path between a three-lane road and a bund of earth shielding the surface car park on the site. This condition will be replaced with a building frontage consisting mainly of homes, cycle stores and residential entrances offering natural surveillance and some visual interest. The proposed swale with tree planting will offer aesthetic benefit and buffer the road adjacent to the frontage of block E/F. However, some of this benefit will be reduced by the coincidence of the service bay opposite the entrance to Gildencroft Park that prevents planting, the entrance to the car park within block E and the visibility splay associated with it and the very wide footway.
570. The ability to cross New Botolph Street conveniently and directly from Botolph Street to the paved space in front of the properties at the southern end of St Augustine's Street is critical for pedestrian flow and the feeling that this reinstated route between Magdalen Street and St Augustine's Street is only marginally interrupted by traffic using the gyratory. The proposed new direct crossing for cyclists and pedestrians will be a major improvement on the existing convoluted, tight and ambiguous arrangement.
571. The layout of the two buildings forming block B enable a private connection to be created from St Augustine's Street to Edward Street by removing a section of wall at the back of Rose Yard. This will provide access for children in block B to the play area in Leonard Street and also be an approximate recreation of the former extent of Rose Yard, once one of the largest historic yards in Norwich.
572. The footway on the south side of Edward Street will be significantly widened to the benefit of pedestrians and the planting of trees will further enhance the experience in a section of street that is currently bleak due to the presence of semi-derelict buildings and a lack of vegetation. However, the potential for improvement is reduced by the extent of frontage devoted to ancillary uses (residential plant and

cycle storage). The consolidation of two car park accesses into one following the original submission has helped.

573. The north side of Edward Street will be enhanced by the erection of block C and the filtered view of its gardens. It would be preferable for the footway on the north side of Edward Street to be widened slightly with less space offered to the south side, especially in the vicinity of the bus stop. However, the cost would have been considerable.
574. The footway on the west side of Magdalen Street will be widened because of block K/L being set back and the feeling of spaciousness will be reinforced by the removal of the buildings overhanging the footway currently on the site. This will mean that pedestrians have more space to walk comfortably past each other and further from the side of moving buses. The footway on the east side of Magdalen Street will remain narrow by contrast with the new west side.

Nature – enhanced and optimised

575. An assessment of how well the development enhances and optimises nature is contained in Main Issue X of this report relating to landscape and ecology.

Public spaces – safe, social and inclusive

576. An assessment of how well the development provides safe, social and inclusive public spaces is contained in Main Issue X of this report relating to landscape and crime prevention.

Uses– mixed and integrated

577. Anglia Square was built as a shopping centre with cafes and a nightclub on the ground floor and with offices, a cinema and car parking above. The cinema, offices and nightclub have closed and there has never been anyone living in Anglia Square. The new scheme introduces a residential population on the site, which will mean the streets and spaces are enlivened by people entering and leaving the residential entrances and overlooking from the flats. St George's Street and the lanes and yards will have a residential character.
578. The scheme rightly recognises the primacy of the reinstated route of Botolph Street connecting Magdalen Street and St Augustine's Street by locating most of the commercial space there and in with Anglia Square itself, which lies on the route. The residential entrances are more thinly spread, so the continuity of commercial frontage is not interrupted too much. The community building and public toilets are also purposely located on or near this main street to give them prominence and ease of access. The provision of a Changing Places facility is very welcome and a notable public benefit of the scheme.
579. Sometimes the auxiliary spaces that serve this dense form of development are in unfortunate places, often on streets around the edge, which will risk contributing to a sense of this being an island that looks inwards. Examples are the tendency for block D to turn its back on New Botolph Street and the poor ground floor condition in block E opposite Gildencroft Park. However, this criticism needs balancing against the benefits of creating largely car free streets within the site that supports the flourishing of activity in the public realm within the scheme. The ground floor of

block A facing Edward Street was improved following the original submission by combining the two car park entrances into one.

580. DRP4 recommended that the applicant should “*Improve the relationship between residential accommodation and the streets by introducing more thresholds and defined and celebrated residential entrances.*” Most of the residential frontages are within the outline part of the application and therefore any reserved matters applications should address this. The space allocated in the masterplan and parameter plans are capable of accommodating this.
581. Many people in the surrounding community and others who arrive by bus want to continue to be able to shop affordably in Anglia Square with familiar businesses. It is important that as many of the current traders as possible can find a new space within the development if they wish to stay and that rents reflect what they can afford to pay. The business potential of these new units will be boosted by the spending power of over one thousand new households living above and around the shops and cafes.
582. The flexible class E designation of floorspace within the development will allow for office use. It is hoped that some live / work accommodation can be provided in the blocks covered by the outline application. Units within the yards would lend themselves to this and enhance their character while addressing concerns about the levels of light penetration into the ground floor of some units.

Homes & buildings – functional, healthy and sustainable

583. A commentary on the levels of residential amenity is included in Main Issue X of this report.

Resources – efficient and resilient

584. The amount of energy embodied in the construction materials is often overlooked with the focus of energy saving being on operational use and we do not currently have a basis in policy to insist that the development is assessed against embodied energy metrics. Nevertheless, the development will consume large amounts of energy by replacing almost all the buildings on the site and with buildings constructed from materials that are likely to have high embodied energy. This is disappointing and places more onus on the need to minimise energy consumption in use and the value of developing intensively in a location that is well served by sustainable transport options.
585. The energy and sustainability strategy report indicates that policy requirements will be comfortably exceeded by deploying air source heat pumps throughout the development. In architectural terms the submitted information indicates that the heat pumps will have little impact on the facades by resembling air bricks.
586. At an earlier stage of considering this application we expressed concern to the applicant about the risk of overheating in some residential and commercial properties during extreme heatwave events that appeared to be suggested by the Energy Assessment and Sustainability Strategy. The applicant explained that the modelling does not take account of shading from neighbouring buildings, only shading from the building the room is situated within and does not include use of internal blinds / curtains, use of portable fans or residents reducing use of heat

generating appliances. In practice residents do actively take measures to cool down homes in extreme weather situations.

587. The scheme is compliant with the CIBSE TM59 guidance on overheating and the modelling test results demonstrate the development performs very well during extreme heatwave events with climate change allowance and ordinarily it is expected not all units will pass such tests. There are two weather files in the modelling that represent climate change scenarios (DSY2 and DSY3). For DSY2 modelling all units pass and for the DSY3 modelling 91% units pass test (a) and 99% pass test (b).
588. The purpose of the modelling is to identify units with a risk of overheating without any mitigation measures in place and based on no shadows cast by neighbouring buildings (the modelled scenario and test results presented), to identify appropriate mitigation measures to prevent overheating. When residents use the mitigation measures stated within the report (have internal blinds / curtains and use them, use of portable fans, and reducing use of heat generating appliances) no units are expected to overheat during extreme events with climate change allowance. Residents would not need to resort to air conditioning that would contribute to climate change, put pressure on the grid and look unsightly. Commercial spaces are forecast to require air conditioning.

Lifespan – made to last

589. The current buildings on the site are interconnected in complicated ways through their servicing infrastructure, routes, bridges, ramps and ambitious multilayered architecture. As such they reflect the time of their design and implementation when heroic comprehensive redevelopment was being undertaken that swept away streets composed of rows of buildings in separate ownership and occupancy.
590. Once such a development has been undertaken it requires a huge amount of capital and effort to correct the problems because it does not allow gentle and affordable unpicking and reuse. An aim of new development on the Anglia Square site should therefore be to create individual buildings that do not depend on complicated infrastructure and could be owned and adapted more gently and incrementally in the future. Such a development requires a coordinating developer such as Weston Homes but it should be possible for buildings to be bought and sold in the future providing public spaces are properly managed through a management company or by the public sector if maintenance budgets allowed this in the future.
591. The volume of the blocks proposed will be bigger than those in the surrounding area and their intensity and sophistication of servicing will be more demanding and complex than most of those in the vicinity. This is a byproduct of the quantum of development proposed at a time when people still value access to private cars close to their homes and generate large quantities of waste. Nevertheless, several aspects of the development give it the prospect of a longer lifespan and more adaptability than the present situation:
- Two buildings will remain on the Site – 100 Magdalen Street and Surrey Chapel

- Thirteen new buildings will be constructed
 - Much of the commercial servicing will take place on street including using trolleys rather than depending on large service bays
 - There are no vehicular routes at upper levels. In particular, the vehicular circulation no longer depends on a high-level connection to St Crispin's Road and a ramped link to Edward Street. The removal of these is a major benefit of the scheme. Disconnecting Anglia Square from the flyover will mean that this feature would not frustrate any opportunities to remove the flyover and downgrade this section of the inner ring road that might arise in the future. This means that the design of the area can adapt more easily.
 - An attractive public realm that people value and becomes an integral part of the movement patterns of the area following natural desire lines.
592. The overall conclusion regarding heritage and design and compliance with the adopted development plan is included in the main conclusion of the report.

Main issue 8 Landscaping and open space

593. Key policies and NPPF paragraphs – DM3, DM6, DM8, NPPF paragraphs 9, 17 and 56.
594. The planning application is accompanied by a Landscape Strategy (LS) (and addendums) for the whole site and detailed landscape plans for the area covered by the detailed element of the application. The LS and accompanying plans set out both the site wide strategy and the detailed proposals for: creation of public spaces (including squares, new connections and existing street frontages); provision of children play opportunities; provision of communal garden spaces for residents (at ground, podium and roof level), green roofs, sustainable drainage features and biodiversity enhancements.
595. Amenity space, open space and green infrastructure are subject to a number of development plan policies. Policies DM3 and DM8 both require development to include open space (including green infrastructure) for the purposes of improving the appearance and character of the development and the surroundings; enhancing biodiversity and ensuring new residents have access to local recreational and play opportunities. Policies DM 2 and DM13 relate to the provision of external amenity spaces to serve the private or, in the case of flats, communal need of new residents. As referred to under Main issue 3 the adopted GIRAMs strategy requires the provision of green infrastructure to meet informal recreational needs arising from new development as a means of deflecting visitor pressure from sensitive protected sites. The NPPF states that planning decisions should plan positively for the provision of shared and recreational spaces acknowledging the importance of such spaces to the health and wellbeing of communities.
596. The Anglia Square Planning Guidance Note includes within the vision the following statement 'the development will have, a clear relationship in built form with the surrounding area, and a safe and attractive public environment, including enhanced public spaces.' In paragraph 7.55 it is stated that these areas should

consist of well-planned spaces which complement future uses with a landscaping scheme which integrates the site with the wider area, providing legible as well as green links. In paragraph 7.56 two key priorities are identified for this site: firstly, the provision of an enhanced public realm which provides opportunities for local entertainment and socialising; and secondly, to re-connect this site with neighbouring areas, removing buildings which restrict permeability, to improve access to neighbouring areas whilst creating new attractive and landscaped routes across the site.

Proposed Landscape Masterplan

597. The Landscape Strategy (LS) document sets out the design approach and the analysis that has been undertaken and factors that have influenced the landscape proposals. The following are identified as landscape objectives:
- To create attractive and interesting spaces for play, for contemplation, for passing through and for meeting people;
 - To create a sense of place, so that wherever you are in Anglia Square you would know you were in its neighbourhood;
 - A sense of place that didn't lose sight of or try to hide its history;
 - A legible place where you could easily find your way;
 - To create a thriving place for people to live, work and play;
 - For key areas across the site also having their own distinct feel, but still clearly part of the wider whole.
598. It is stated in the strategy document *that there is an existing community that will form a strong base for the new proposal, Anglia Square is the civic heart of Norwich over the Water and it must continue to be so*. The document identifies opportunities to improve the current situation and these include: increasing permeability to welcome green transport methods and increasing greenery thereby improving air quality, bio-diversity and adding green infrastructure. It is stated that creating an inclusive place that welcomes new and existing users alike is also of paramount importance.
599. The landscape strategy has two layers:
- Ground floor Masterplan – public realm areas comprising streets, squares and yards
 - Roof level Masterplan - comprising communal gardens and roof terraces and green roofs
600. The strategy also includes play and lighting proposals and details landscape elements which perform a SUDs function. The bio-diversity value of proposal is measured via a bio-diversity metrics tool.

The ground floor masterplan proposals

601. For the parts of the site subject to the detailed application a set of hard and soft landscape plans have been submitted. These plans include the entire length of the two primary routes running through the site. Where these two routes are between outline blocks, a 2m wide buffer is excluded from the landscape proposals. Landscape proposals along these margins would form part of the reserved matters for these blocks.
602. The ground floor landscape framework is based around the creation of a network of car free routes across the site and the formation of several key public spaces. Three 'spaces' are proposed:
- Anglia Square – described as the civic heart – acting as an inclusive community space to dwell, gather, interact, and shop.
 - St Georges Gardens – described as the green heart allowing space for residents to spill out, play and interact.
 - Stump Cross - described as an arrival space that will allow movement and for bus waiting facilities.
603. Detailed plans have been submitted for the Anglia Square and St Georges Gardens.
604. **Anglia Square** - A new reconfigured public square is proposed broadly in the same position as the existing shopping square. The existing square is rectangular in shape approximately 34 m x 54m (including the colonnade space) and is dominated by a central large canopy which provides a covered seating area and activity space. The proposed square is broadly rectangular other than across the northern boundary. The Public Realm parameter plan indicates dimensions up to 30m x 60m for this space. With new streets entering/exiting the space from several directions it would benefit from improved sightlines and access compared to the existing arrangement. The submitted Sunlight Daylight Assessment indicates that the public space will exceed BRE guidance for such spaces – with 66% of the space receiving at least 2 hours of sunlight of the 31st March, against the BRE minimum of 50%.
605. The proposed layout involves an open central area with feature paving, with a circulation space of different paving around the edges. A canopy is located in the southern part of the space along with 2 specimen trees. A seating area with 3 specimen trees is located at the northern side of the space. Further seating is arranged around the central space and beneath the canopy. The principles of this layout are supported by the council's landscape officer. The paving layout is aligned on Botolph Street and features bands of large format concrete slabs on peripheral routes and smaller geometric concrete block paving in contrasting yellow and black in the centre. The paving design in the centre of square has been developed as a modern reference to the map of Norfolk and is based on a triangular pattern using triangular geometric shapes.
606. The existing canopy performs an important function, providing sheltered seating and a versatile community space for events and activities. Its presence means the existing public space is well used at all times of the year. It is therefore important

that any future canopy provides the same opportunity for users of the space. The Landscape Addendum sets out a design concept for a future canopy. This shows a canopy located in the southern sector of the proposed square and extending across appropriately a third of the central square area. The concept drawing shows an approach in which four mono-pitched canopy elements of different heights would be grouped to provide cover to a multi-purpose space. At this stage of the design process, officers are not yet satisfied that this approach will result in a sufficiently distinctive canopy or offer adequate protection from the weather. The applicant has agreed that in the event of planning permission being approved the detailed design of the canopy would need to be agreed by planning condition. The recommended condition includes reference to a plan indicating the approximate position and size of the canopy along with the design principles that a scheme for a canopy would need to meet, these include:

- Area to be covered and protected from weather
- Seating to be covered
- Flexibility to enable events, markets, performance etc
- Distinctive design
- High quality materials
- Have a clear relationship with the space

607. Based on the size of the square, the proposed landscaping approach and the inclusion of a canopy, the space provides the right conditions to act as an important focal point to the development. Although the square will feel different to the existing, being surrounded by taller buildings and overlooked by residential properties, the square is designed to be an inclusive, accessible public square. The extent of hard surfacing provides for versatility of use and the introduction of large stature trees will improve the quality of the space and link it visually to the tree lined routes which connect to it. Although the surrounding buildings and flats will create more overshadowing and overlooking than experienced at present, good levels of sunlight and daylight will still be achieved, and the new residents introduce passive surveillance, increased use, and vibrancy to the location improving its safety. The use of strong shape and colour in the paving, street furniture and a suitable canopy design will act to create a distinctive and lively public space. The success of the scheme will depend on the careful selection of paving material including layout and integration with the paving along connecting routes. It is recommended that these matters along with street furniture, lighting and the canopy are secured through the imposition of appropriate planning condition(s).

608. **St Georges Gardens** – A formal public garden is proposed alongside the N-S route running through the site, located between outline blocks E and H. This linear feature is approximately 7.8m wide and 51m in length. The feature would include a meandering path, seating and play features all set within flower rich perennial planting and tree planting. The western boundary of the space could be bounded by the proposed segregated cycleway and the eastern boundary by the residential frontage of block H, and private amenity spaces of the ground floor units of this block.

609. The council's landscape officer has commented that this feature will improve the quality of the streetscape. The garden is proposed between blocks H and E, both 7 storeys and block G to the south extends up to 8 storeys. These adjacent blocks will impact on levels of sunlight at street level, which may discourage the use of individuals/groups for extended periods. However, the space will feel like a welcome green space within the development and the inclusion of seating and play features will promote positive use and natural surveillance will add to a feeling of safety.
610. **Stump Cross** - The area around Stump Cross on Magdalen Street will play an important function in terms of pedestrian movement and access to public transport. This part of Magdalen Street, extending under and to the south of the flyover has been identified as a potential 'mobility hub', the design and specification of which would be informed by the county council and in consultation with the bus operators. Therefore, at this stage, detailed landscape proposals do not form part of this application. However, work has commenced on a mobility hub scheme which would include improved bus stopping and passengers' facilities and public realm enhancements, including to land under the flyover. The existing condition of the pedestrian environment is poor and passenger and bus stopping facilities are substandard. Land underneath the flyover blights the street scene and discourages people from visiting Anglia Square and the northern part of Magdalen Street. Promoting positive use of the land under the flyover, through enhanced surfacing, seating, lighting, and access will improve safety and deliver significant benefit to both the conservation area and the functioning of this important shopping street. In the event of planning permission being approved, the S106 includes a requirement for a public realm scheme delivered by the developer for under the flyover in phase 1 of the development and a condition recommended by the highway authority requires improvements to public transport facilities/environment.
611. **Other focal spaces** - The junction of the N-S and E-W routes provides an opportunity to acknowledge a busy location and create a special sense of place. A paving approach similar in colour to Anglia Square is proposed for the entrance space to block D, utilising linear bands of yellow/black coloured paving aligned along the street. A location for public art in the centre of this space has been identified and this would help to provide a focal point. This would be secured by planning condition.
612. **Streets** - The spaces described above would be linked via the two principal routes running through the site as well as secondary routes. These routes are car free other than for emergency access. The pedestrian space on the adopted roads surrounding the site would be widened. The internal routes and widened street frontages would be surfaced using a pallet of pavers of differing size and colour. The primary routes are the widest routes ranging in width between 9.5 – 18m. These are proposed as green, multifunctional streets and are shown as lined with street trees, with underplanting, seating and cycle parking. The E-W route is referred to as Botolph Street. The N-S route (referred to as St Georges Street) includes a segregated cycle lane. Both principal routes would require measures to prevent unrestricted vehicular access. In the event of planning permission being approved the details of such access restrictions including those that mitigate the risk of hostile vehicle attack would be agreed through the imposition of a planning condition. The secondary routes are narrower, largely ranging in width between 5.7 – 11.5m. These are presented as 'lanes', to be surfaced in smaller scale

paving material, reminiscent of historic Norwich Lanes. These routes also include soft planting within the street and enclosing private amenity space for ground floor residential units.

613. **Botolph Street** - This important E – W street would be a largely commercial thoroughfare. The width of the street varies between 10 -13m. The street would have a layout based on a series of central rectangular planting beds and associated seating and/or cycle parking. Each planter would have a pair of trees, creating a row along the length of the street. The Street would have a continuous shared surface of small-format concrete block paving. The revised LMP shows a 'wall to wall' coverage of concrete block material. The council's landscape officer has indicated that a larger format may be more appropriate for a pedestrian street and that a more subtle and varied approach to paving should be taken at a detailed planning stage. In the event of planning permission being approved such detailing would be secured through the imposition of a planning condition. Given the alignment of this route and the height of blocks proposed on the southern side of the street, sunlight levels would be limited. However, such environmental conditions are not atypical of city centre locations. The proposed tree planting along the street would be a positive feature and if off-set from the mid- centre would contribute to views along this route of St Augustines church.
614. **St Georges Street** - This important N – S street is essentially a residential street with a major pedal way running through it. Access would be restricted to pedestrians/cyclists and emergency vehicles. Provision of a dedicated cycle path would separate pedestrians and cyclists. The cycle route would be 3m in width and the pedestrian varying between approx. 2.7m and 3m. The Parameters plan indicates widths for St Georges Gardens of 18-20m, St Georges Street north 9.5-15.3m, and St Georges Street south of 15-18m. Particularly south of Botolph Street, the combination of St Georges Gardens, tree and hedge planting and residential gardens will positively contribute to the green character of this route. Although the buildings either side of the route will have significant height, the overall width of the route, car-free conditions and the landscape approach will create appeal and promote positive use.
615. A further route which should be noted is that running along the southern boundary of the site and parallel to the alignment of the flyover, referred to as Cherry Lane. This provides pedestrian and cycle access through to Magdalen Street and for part of the route, vehicular and service access for blocks G and J. Both blocks are shown as having residential frontages and it is anticipated that small private front gardens would align a good proportion of this route. The existing landscaped area adjacent to St Crispins would be reinforced with additional planting and with the use of good quality paving materials the route would function as a valuable safe route for pedestrians and cyclists.
616. **Secondary routes** - Within the detailed part of the site these include Annes Walk (between blocks M and KL), and Beckham Place (between blocks A and M). Within the outline: Tooley Lane (between E and F), Sovereign Way (between blocks H and G), and Calvert Yard (between blocks G and J). Within the detailed part of the application these routes would be fronted principally by commercial premises. Beckham Place the wider of the two routes would include street planting set within planted beds. The routes within the outline will be fronted principally by residential blocks. Landscaping of these routes will be subject to future reserved matters application(s) however the landscape masterplan indicates that these

routes will include private front gardens of residential properties, low level planting within the public realm and tree planting at either end of the route, providing focal point to these routes. Tooley Lane and Sovereign Way, in common with other E-W routes within the site, will have limited direct sunlight at street level given the width of these routes and scale of adjacent blocks. However, the selection of good quality paving material and appropriate planting will provide visual interest. These routes will include active ground floor uses which will offer passive surveillance and given limited length and good forward visibility they will perform a valuable means of moving through the development. Shortcomings in the daylight and sunlight levels must be weighed against the benefits of achieving a high degree of permeability which is a characteristic of Norwich's historic centre.

617. **Street frontages** - Edward St, Magdalen St and Pitt Street. It is proposed that on all three frontages the building line will be set back behind the existing highway boundary. This set back would provide space for pedestrians, service bays, street tree planting and for bioretention SUDs features. Edward Street would include a zone of around 6.5m for these purposes, Magdalen Street around 5.0m and Pitt Street between 4-10m. This set back and the proposed soft planting will mitigate to some degree the scale of buildings along these frontages. The planting beds are of sufficient width to allow for tree planting and drainage swales which will help mitigate air pollution and noise from traffic and contribute to streetscape. The applicant has indicated their intention to offer these new areas of public realm for adoption by the local highway authority. It will be essential to ensure that suitability high quality paving materials are used along these frontages and that such materials are adopted by the highway authority.

Roof level landscape masterplan

618. The roof level masterplan includes three layers:
- Podium gardens – for communal use by residents
 - Roof terraces – for communal use by residents
 - Green roofs - for purposes of SUDs and biodiversity enhancement.
619. **Podium Gardens and roof terraces** - Podium gardens are at a raised level and would be shared semi-private multi-generational spaces with a mix of paving areas, play spaces, grass areas, seating, as well as planting and trees. They are located at Levels 1 or 2 within blocks A, M and KL and are likely to feature in outline blocks E/F, G and J. A margin of the podium space would be utilised as private amenity space for flats that directly front these spaces. This will add to activity levels within the space and provide a degree of surveillance for wider communal use. Soft landscaping relies on the podium deck supporting a variety of planters with varying planting depth. This will allow the planting of trees, hedges, and perennials as well as the establishment of lawns, shrubs, and hedges. Communal roof terraces are integrated into the design of blocks D and K/L. These paved spaces including soft planting and seating and offer scope for views across the site and wider city. In terms of sunlight levels and BRE guidance, the principal podium gardens and roof terraces serving blocks A, KL, D, M would all exceed the 50% minimum guidance and, except for block A, between 70-100% of these amenity spaces would receive more than 2 hours of sunlight on 31 March (BRE guideline).

620. Although the podium gardens would be enclosed by buildings and overlooked, the gardens should feel owned and a private facility for the resident community of each block. The landscape treatment of both types of roof gardens along with good levels of sunlight should enable the gardens to function as safe and accessible amenity areas and a space where neighbours can interact and socialise. In the event of planning permission being approved it is recommended that further details be secured of podium/terraces planting systems to ensure satisfactory conditions for a multi-layered planting scheme, as well as full details of irrigation, maintenance, and management of these spaces.
621. **Green roofs.** Green roofs are proposed for blocks A, B, C, D and K/L totalling 2701sqm. The landscape masterplan indicates the scope for elements of green roofs on all outline blocks amounting to approximately 4685sqm.
622. Two types of green roof are proposed:
- Extensive green roof of pre-grown wildflower blanket on lightweight substrate.
 - Extensive green roof of pre-grown sedum mat on lightweight substrate.
623. System A is proposed on parts of Block A, B, C and K and offers SUDS and good biodiversity benefits. System B is a monoculture offering SUDs as well as some limited biodiversity benefits.
624. The inclusion of green roof at the scale proposed is a positive feature of the landscape strategy for the site. It is recommended that full details of the systems and that of management and maintenance is secured by planning condition.

Play Strategy

625. The LS includes a Play Strategy (PS). This describes an approach whereby play is integrated within the design of the landscape scheme. The PS is based on the concept of a Play Trail which aims to provide non-prescriptive play items along routes, beginning on the surface, rising up to furniture items, and culminating in sculptural play features. This strategy would mean that play provision would be focused on streets and public realm areas as well as some local provision within each of the podium gardens and with the communal garden of block C. The concept behind the play trail is based on the idea of movement through the site, with play mainly involving balance and movement. These movement trails would follow St Georges Street and Botolph Street and direct people towards nearby play areas at Gildencroft Park and St Leonards Street.
626. The concept of a play trail is supported but in the event of planning permission being approved a detailed play scheme will need to be secured through the imposition of a condition. Provision needs to be sufficiently varied to enable a genuine choice and variety of play experience for different ages, allowing for a range of different activities to maximise play value.

Lighting Strategy

627. An external Lighting strategy is described in the LSA (6.4) which aims to provide a safe and inclusive environment. The Strategy indicates column lighting for key movement routes such as Botolph Street, bollard lighting for Lanes, and building mounted lighting around the edges of the proposals. There would also be areas

of feature lighting to add interest at gateways and within Anglia Square itself. This includes feature columns and integrated furniture lighting. The general approach is accepted. However, bollard lighting alone may not provide sufficient light levels for the Lanes and there will be a need for the wider scheme to be informed by consideration such as minimising light pollution and adverse ecological effects. In the event of planning permission being approved a lighting condition is recommended to secure full details.

Proposed Surface Water Drainage Strategy

628. The main elements of the strategy are:

- Green roofs: these provide water quality and biodiversity benefits.
- Bio-Retention planters /systems: These are shallow landscaped depressions that can reduce run-off rates and volumes and treat pollution. They are proposed for the planted areas in between Block E and Block H; in between Block D and Block A: in between Block F and Block G; within the courtyards of Block F and Block H and along the western site boundary. Surface water run-off from adjacent hard surfaces would be directed to these swales, providing a first stage of attenuation and treatment of run-off. Swales along the western boundary of the site which would collect surface water run-off from Botolph Street would form part of the highway drainage network, and as such would be subject to S278 Agreement with Norfolk County Council. The swales would be positive features for streetscape and biodiversity.
- Tree planting: Bio-Retention tree pits/planters are proposed along the main thoroughfare crossing the site from west to east – in between Block A and Block H and in between Block J3 and K/L. Run-off from surrounding hard surfaces would be directed to these tree pits with overflow directed to the wider surface water drainage system. As well as sustainable drainage, proposed street tree planting would deliver amenity and biodiversity benefits.
- Pervious Pavements: Pervious surfaces, along with their associated substructures, are an efficient means of managing surface water runoff close to its source – intercepting, reducing the volume and frequency of runoff, and providing a treatment medium. Use of such paving is supported and is encouraged throughout the development. Areas of permeable block paving are proposed across the site: The access road and parking areas for Block B and car club parking area in the north of the site; the forecourt of Block F; and the hardstanding areas to the south of and in between Blocks G and J would all have permeable paving attenuation.

Biodiversity and Planting

629. DM3 i) requires development to create biodiversity-rich through the design of built structures and landscaping, the latter to include the use of native plant species, and link new areas of wildlife habitat to the existing network of habitats.
630. The NPPF paragraph 174 d) requires the development to contribute to and enhance the natural environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

631. Biodiversity net gain (BNG) is a way to contribute to the recovery of nature while developing land. The Environment Act 2021 contains a new BNG condition for planning permissions and from November 2023 (April 2024 for small sites) local planning authorities are required to approve BNG plans in connection with new development. From later this year a mandatory requirement of a 10% BNG (min) will apply. Until that date there is no mandatory requirement for a specified level of BNG.
632. Notwithstanding this the applicant has undertaken an BNG Assessment. The revised Biodiversity Net Gain Assessment indicates that the proposed landscaping (excluding green roofs and podium gardens associated with outline blocks) will result in 85% net gain in biodiversity (BNG) in habitat units. The area of soft landscaped/vegetated area would increase from 1,958.9sqm (0.484 acres) to 3,800sqm (0.939 acres). In addition, there will be 1.296km of hedgerow planted. In terms of the BNG metric (calculation tool), habitat and hedgerow units are separate values.
633. The current site has a low level of biodiversity at present, with the submitted metric identifying that no habitats of either very high or high distinctiveness are found on site. The proposed enhancements largely fall into the urban habitat type, with the most significant proportions of the new units because of the extensive green roofs, ground level planters and urban trees. Around 200 trees are proposed across the site including 15 different species. The final species selection will be approved at planning condition stage, and it will be important to ensure adaptation to climate change. Tree planting is shown on podiums and roof terraces which will add visual interest and increase biodiversity in these spaces, although such trees are unlikely to grow to significant stature due to site constraints. The planting of semi-mature trees is proposed along St Georges Street, and these have the scope to mature and gain stature. Those along Botolph Street and on the highway edges would be columnar in form so not to restrict highway visibility and planned vistas towards St Augustine church.
634. It should be noted that the proposed development results in several existing trees being lost. These include two adjacent to the existing car park (2 x lime species) and two London Plane trees that form part of a larger group adjacent to St Crispins Road. All are proposed to facilitate the comprehensive redevelopment of the site. The trees on St Crispins Road are proposed to be removed to facilitate the formation of the reconfigured access arrangements. During the design stage the access has been amended to minimise impact on existing trees and alternative access arrangements have been considered but dismissed given they did not provide a better outcome. The proposal includes replacement planting within this group and the formation of an additional planting zone fronting Surrey Chapel. This planting will benefit the greening of the road corridor and in combination with the new tree planting across the site, compensate for the proposed tree loss. On this basis the council's tree officer is satisfied with the proposals.
635. In terms of BNG the council's ecology adviser has stated that the approach taken to classification of proposed habitats has been a conservative one, for example the proposed bioswales have been selected as being in a poor condition to "provide a conservative approach to habitat creation". Having regard to this and the biodiversity value of landscape schemes associated with podium and green

roofs on future outline blocks, the BNG performance for the whole development will likely exceed the current calculated figure of 85%.

636. Elements of the scheme, for instance the green roofs and hedge planting could have achieved higher BNG values. For instance, by deploying intensive green roof systems that have deeper substrate would allow for a greater diversity of planting and mixed native hedgerow planting would offer greater ecological value. However, the former has significant structural cost, and the latter relies on low maintenance which is less appropriate for heavily used public realm areas. Notwithstanding this the proposed green roofs have value and wildflower blankets proposed on the lower roofs rather than the higher roofs are likely to be more beneficial to invertebrates. The council ecological adviser has welcomed their use and pointed to the other benefits of green roofs in terms of rainwater retention, air quality improvement and thermal cooling. In terms of hedges, native hedging is shown as either Box or Beech maintained at 1.2m height. Box is native and would be practical being easy to clip to neat shape. The biodiversity benefits of Beech and Box hedging would be low and there is concern that the former is susceptible to drought. Therefore, more consideration is required of appropriate hedgerow species, a wider selection that provides ecological benefits such as food as well as shelter and allows for clipped maintenance would be more desirable and is capable of being secured at planning condition stage.
637. In terms of connectivity, the revisions have increased the level of ecological connectivity both within the site and with the wider area. The improvements to St George's Street result in a more connected north-south route, with hedge and trees providing the main features of benefit. Ground level planters are also found on this route. This route will help some species to move across the main site and access soft landscaping beyond, such as that proposed in Block B. Both east-west routes from Anglia Square to the edge of the main site would allow some movement of species here too, in particular the northern route. The increase in soft landscaping from Rev B along Pitt Street would improve the link with Gildencroft Park for both routes. Trees are shown to the north of Anglia Square, and it is important that species selection supports the ecological network.
638. The landscape revisions have resulted in a scheme which would provide for a variety of habitats delivering a significant BNG and with appropriate conditions would provide a variety of habitats which should serve to support and increase the wildlife in the area. It is important to secure the use of an appropriate mix of species for all types of soft planting. Detailed planting schedules for the podium gardens have yet to be provided and planting within the highway will need to be specified to meet the highway authority requirements for visibility. However, the schedules provided are encouraging and would create attractive planting which is suitable to the street level conditions and offers ecological benefits. Conditions will secure appropriate species and future management and maintenance. The council's ecological adviser has also recommended conditions in relations to recommendations set out in chapter 6 of the ES March 2022, details of species, specific boxes etc, small mammal fences; Clearance and BNG credits not being sold.

Assessment of landscape proposals against policy requirements

639. As referred to in paragraph 596 there are number of development policies that relate to landscape matters:

640. DM3 – In relation to delivering high quality design DM3 proposals requires all new development to make appropriate provision for both the protection of existing and the provision of new green infrastructure as an integral part of the overall design which complements and enhances the development. Furthermore, where reasonably practicable, provision should be made within developments for new and enhanced green infrastructure and for built and natural features which help to safeguard wildlife habitats and create a biodiversity -rich environment.
641. DM8 – relates to open space and recreation and requires all development involving the construction of new dwellings is required to contribute to the provision, enhancement, and maintenance of local open space either by means of on-site provision or indirect contribution through the community infrastructure levy.

It is stated that for *proposals for development on sites not already identified in the Site allocations plan which:*

- *involve the development of 100 dwellings and above; or*
 - *are on sites of over two hectares in size*
 - *will be required to provide for informal publicly accessible recreational open space on-site as an integral part of the overall design and landscaping of the development. The space provided should be of an appropriate form and character to allow for meaningful use and will be additional to the requirements for site landscaping and green infrastructure set out in policy DM3.*
642. The accompanying SPD indicates that as a rule of thumb there is an expectation that not less than 20% of housing sites should comprise greenspace (defined as useable open space and structural planting).
643. DM2 - relates to external amenity requiring provision for external private or communal amenity space which is appropriate for and integral to the residential development and forms a key part of the overall design of the site.
644. In addition as referred to under Main Issue 3 the adopted GIRAMs strategy requires the provision of green infrastructure to meet informal recreational needs arising from new development as a means of deflecting visitor pressure from sensitive protected sites. Draft GNLP policy 3 requires the provision or enhancement of adequate green infrastructure, either on the development site or nearby and that this will equate to a minimum of 2 hectares per 1,000 population and will reflect Natural England's Accessible Natural Greenspace Standard
645. Turning firstly to DM8 open space and recreation, the development comprises a site of 4.65 hectares and up to 1100 new dwellings. The landscape strategy makes no provision for a large on-site green open space. The Open Space and Play SPD acknowledges that for high density flatted schemes and for development within the city centre, alternative more urban design approaches may be more appropriate. The landscape strategy for the site is one that makes provision for public realm at street level and the creation of car-free spaces which provide amenity and recreational value. Public realm areas supporting soft landscaping and elements such as seating and play features amounts to 8657sqm, 20% of the total site area. Given the city centre location of the site and

the need for development on this site to contribute to the function of the Anglia Square and Magdalen Street Large District centre, a public realm led approach is considered appropriate. The inclusion of soft planting including tree planting, seating and the play trail are designed to optimise the function of the proposed public realm by create a series of interesting spaces through the site which will attract use by new residents, the existing community, and visitors to the site. The council's landscape officer considers that the public realm will provide this function and that for a city centre site the main routes and spaces will deliver an enhancement to the green infrastructure of the city.

646. In addition, in terms of recreational opportunities for new residents, the site is well located in relation to other city parks and green spaces. Proximity to Marriotts Way, Wensum, Gildencroft and other parks has already been referred to in paragraph 274 of the report in the assessment of the development against GIRAMs requirements. New residents will have access to these spaces, and it is proposed that the development will fund enhancement of both Gildengate and Wensum parks.
647. In relation to DM3 and DM2 – as well as the landscaping embedded within the public realm, green infrastructure is integrated into the SUD scheme for the site, the design of communal amenity spaces and in the roof treatment. The area of the detailed blocks proposed for podium gardens, roof terraces, green roofs and courtyards totals 7200sqm. The landscape masterplan for the outline blocks indicates scope for around 9332sqm. Taken in combination with public realm areas, this equates to a total area of 26, 461of land/buildings including green infrastructure features, 56.9% of the site area. Although this total includes consideration of a multi layered landscape approach and green features which may not all be visible to the general public, nor always accessible, it illustrates the manner in which the development seeks to optimise GI provision on this city centre site. The suite of GI measures delivers multiple environmental benefits, biodiversity net gain and amenity benefits to both the new resident community and the wider public.
648. On this basis the landscape proposals are considered to be in accordance with the following development plan policies: DM2, DM3 and DM8.

Main issue 9 Amenity

649. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
650. Policy DM2 relates to a number of amenity considerations encompassing the impact of development proposals on those living or working adjacent to development sites as well as the level of amenity new occupiers will experience.
651. The proposed height, massing and density of the development raises several amenity considerations. These relate to overshadowing and internal light levels:
- (a) Extent of overshadowing resulting from the development and the impact on the amenity and working conditions of neighbouring residential properties and business
 - (b) Future internal light levels for future occupiers of the residential flats

(c) Future external sunlight levels to external amenity areas including private, shared communal and public areas.

652. Height and density also raise issues of overlooking resulting from close proximity between blocks.
653. A number of representations have raised an objection to the scheme on amenity grounds. The objection from the Norwich Society states that the development will not provide the standard of residential environment that should be expected referencing the number of units that are single aspect and as a result of orientation will receive little direct sunlight.
654. The application is accompanied by sunlight/daylight assessments. These assessments consider both the impact of the development on existing properties located close to the site and conditions within the development site. The Building Research Establishment (BRE) set out guidelines and methodology for the measurement and assessment of daylight and sunlight. These include the methods in the table below which have been employed within the assessments.

Measure	Method	BRE Recommended targets
Daylight quantum	Average Daylight Factor (ADF)	2% for rooms with kitchens 1.5% for living rooms and 1% for bedrooms.
Daylight distribution	No Sky Line (NSL)	at least 80% for the room to guarantee satisfactory daylight uniformity.
Daylight distribution	Room depth criterion (RDC)	Defines adequate room proportions that enable good distribution of light. MET/NOT MET
Sunlight	Annual Probable Sunlight Hours (APSH)	At least 25%
Sunlight	Winter Probable Sunlight Hours (WPSH)	At least 5%
Daylight/sunlight	Vertical Skyline Component (VSC)	The maximum potential VSC for unobstructed sky view is marginally under 40%. The BRE suggests a target of more than 27%

Extent of overshadowing resulting from the development and the impact on the amenity and working conditions of neighbouring residential properties and business

655. DM2 requires development to have regard to the prevention of overshadowing and loss of light and outlook and indicates that development will be permitted

where it would not result in an unacceptable impact on the amenity of the area or the living or working conditions or operations of neighbouring occupants.

656. In terms of the main site, there are two immediately adjoining buildings which do not form part of the managed shopping centre, 100 Magdalen Street (former Dosh) and Surrey Chapel.
657. 100 Magdalen Street is a two-storey commercial building falling outside of the application boundary and in third party ownership. This building currently forms part of the large mixed-use shopping centre block fronting Magdalen Street. The principal glazed frontage of this building fronts the street, with the entrance doors and secondary windows facing Ann's Walk and Edward Street. Impact of the development on daylight levels is likely to be negligible given that the main glazed frontage face away from the development. The site is the subject of a current planning application ref. 21/01655/F which proposes demolition and redevelopment with a 4 storey mixed use development comprising commercial uses at ground and basement level and 13 flats on upper floors. Block M proposed to the rear, ranges in height between 2-4 storeys adjacent to the party ownership boundary and off set between approx. 1.2-1.75m. The proposed eastern façade has no window openings other than in the southern corner where a window is proposed on each floor to provide light to a communal residential stair core. At second floor level of block M, a communal residential podium garden is proposed, this would extend across part of this boundary. Block L, proposed to the south 100 Magdalen Street in 4 storey and off set from existing adjacent building by approx. 9m. North facing windows are proposed at upper levels serving residential bedrooms and living rooms (secondary windows). Officers are satisfied that blocks M and L have been designed not to unduly prejudice development of the adjacent site.
658. Adjoining roads separate the main site from other surrounding buildings. Given the city centre location these buildings are numerous and include residential dwellings, office buildings and other retail and commercial premises. The application has been accompanied by a Daylight and Sunlight Report (amended July 2022) which assesses the impact of the proposed development on these neighbouring buildings. A number of methods have been used to assess the impact of the development on daylight and sunlight– Vertical Sky Component (VSC), Average Daylight Factor (ADF), No Sky Contour (NSC) and Annual Probable Sunlight Hours (APSH). Each method evaluates impact relative to a target value. When looking at impact, in general a change in value of more than 20% is considered to be noticeable by occupiers.
659. The Sunlight and Daylight Report considers impact on specified buildings on Edward Street, Magdalen Street, Golden Dog Lane, St Crispins Road Pitt Street, New Botolph Street, St Augustines Street, Duke Street and St Leonards Street. The report presents the findings of the assessment and identifies where and to what degree target values are not predicted to be met. These results predict some loss of light to commercial properties to the west of Pitt Street, on New Botolph Street and offices on the southern side of St Crispins Road. Given the commercial use of these premises and impact of the development on these neighbouring businesses is considered acceptable.
660. In relation to the impact on adjacent residential properties, there are three particular locations to consider. Firstly, the impact of block B development on

residential properties on St Leonard Street, Secondly the impact of block C on Dalymond Court and Beckham Place and thirdly the impact of block A on Dalymond Court and 8-22 Edward Street.

661. Block B and St Leonard Street. Block B development include a terrace of 2 bed houses running parallel and to the south of 16 – 46 St Leonard Street. The proposed terrace is a min of approx. 7m from the boundary, 11m from outriggers to the rear of the existing terrace and 15m from the main two-storey rear façade. Of the 16 assessed properties 14 remain BRE compliant for daylight and sunlight in that although there is impact the degree of impact is below 20%. For two properties 24 and 28 Leonard Street the assessment shows that windows would experience more than a 40% change in the Annual Probable Sunlight hours (APSH). Although the change may be noticeable, both windows would still exceed the APSH BRE target value of 25% of annual probable sunlight hours. With interface distances of approximately 15m between made facades, levels of overlooking are comparable to city centre locations.
662. Block C and Beckham Place. Block C comprises an irregular L shaped block ranging in height between 3-4 storey on a site currently used as surface level parking. The proposed 3-storey leg runs parallel to 4-10 Beckham Place, 2.5 storey residential properties (with accommodation in roof space). The proposed development is off set from the site boundary by between 6-8m and from the rear façade of Beckham Place by 13.5-14.5m. It is relevant to note that 4-10 Beckham Place have living windows on both the ground floor and first floor levels. The assessment indicates that in terms of two of the measures of sunlight and daylight impact BRE target values are met. In relation to the Vertical Sky Component (VSC) measure of the 37 windows tested 28 would meet BRE recommendation and 9 would experience daylight alterations of between 20-27.5% and as such the change would be noticeable (4-6 Beckham Place). Notwithstanding this, all 9 windows retain a VSC value of circa 20%-26% and above, which although below the target of 27% are not unreasonable values for a city centre location. With interface distances of approximately 14m between made facades, levels of overlooking are comparable to city centre locations.
663. Block A/D and 8-22 Edward Street and Dalymond Court. Both 8-22 Edward Street and Dalymond Court comprise 4 storey blocks of flats located tight against the adopted footway on the Edward Street frontage. The frontage of 8-22 Edward Street comprises living room and bedroom windows serving 8 flats. Each flat has a balcony sited on either of the two corners of the block. The balcony is accessed via a glazed french door leading from an open plan living/kitchen/dining area. Each open plan area is served by 2 additional windows. In the case of 4 flats these additional windows are sited on the Edward Street façade. The Edward Street frontage of Dalymond Court is less fenestrated and includes bathroom windows to 4 flats. The open plan living, kitchen/dining areas of these flats are served by a cut out balcony located on the SW corner of the block. These open plan areas are served by two additional windows, one of which faces the balcony and the other west towards 8-22 Edward Street. Other flats in Dalymond Court have projecting balconies on the western elevation of the block, with associated south and west facing windows.
664. The proposed development will introduce a built frontage along Edward Street, a major change to the existing condition of surface parking and the off-set multi-storey car park. Block A is proposed to be sited approximately 6.5m back from the

kerb edge and Block D approximately 11.5m. Block A varies in height, ranging between 4-5 storeys on the Edward Street and rising into the site to 6 storeys. The 4-storey wing of block D extends towards the Edward Street/New Botolph Street junction. The assessment has considered impact on 42 bedrooms and 24 living, kitchen, dining rooms within the two existing blocks. The assessment results show that the reduction to both daylight and sunlight levels to a number of these rooms will be noticeable, and in some cases, detrimental, having regard to target levels and the BRE guidance. The greatest impact is on the ground, first and second floor flats with windows either on or just set back from the Edward Street frontage. Ground floor flats within 8-22 Edward Street experience a change in VSL of between 29.9-37.2% within living rooms and between 35.5-37.2% within bedrooms. In terms of NSL the BRE target is met for the open plan living rooms but not for one of the bedroom windows. For APSH the target is met other than for 1 open plan living room. Within Dalymond Court the change for the ground floor living room is 62.4% and bedroom 30.1%, the NSL target is met for living room but not the bedroom and to both rooms significant change in APSH that is sunlight particularly in the winter. These locations represent the greatest impact in each block, the impact reduces for flats on upper floors and with increasing set back from Edward Street. But the impact remains significant for flats at first and second floor on this frontage.

665. In assessing this impact there are a number of considerations. Firstly both 8-22 Edward Street and Dalymond Court face south across a site which consists of open land used for surface level parking. From this 'baseline' any development which seeks to establish a built frontage along the southern alignment of Edward Street would impact to some degree on sunlight and daylight to these residential blocks. Secondly the living rooms within these blocks have glazed windows providing access to external private verandas/balconies. The blocks are designed with neighbouring balconies stacked one above the other, providing a degree of cover/shading of the balcony below. This arrangement obstructs overhead light to living rooms increasing reliance on light from the direction of neighbouring land. Thirdly the relative position of each block to each other causes light obstruction particularly to the west façade of Dalymond Court. Furthermore, given the proximity of the blocks to the road frontage privacy screening has been erected to enclose ground floor amenity space. These factors increase the sensitivity of these blocks to development which may cause any additional over shadowing or light obstruction.
666. Policy DM 2 indicates that development which has an unacceptable impact on the living conditions of neighbouring occupiers will not be permitted. By causing loss of daylight and sunlight to living and bedroom windows the development will impact on the living conditions of neighbouring residents in both 8-22 Edward Street and Dalymond Court and quality of outlook will also be affected to some degree, although this is considered very poor now in any event. As described, the impact is most pronounced on ground, first floor and second floor apartments with windows directly facing block A. In these cases, the impact would be of a level which the BRE guidance would deem materially detrimental. This impact has to be considered in the context of the overall impact of the development on the two blocks – that is of the 66 rooms assessed, 30 would meet the BRE guidance for VSC, 53 the NSL target and 56 the APSH target.
667. Given the design and characteristics of 8-22 Edward Street and Dalymond Court avoiding or minimising this impact would require a substantially reduced massing

of development in this part of the site, a scale the applicant has previously indicated would render the whole scheme not viable. In this situation the level of harm has to be weighed against the wider regeneration benefits associated with the development of this brownfield site and is therefore considered acceptable.

Future internal light levels and living conditions for future occupiers of the residential flats

668. The Daylight and Sunlight report (D&SR) also assesses future internal light levels in relation to flats within block A, B, C, D, M, KL and J3 (full elements of the hybrid application). With reference to table (following paragraph 655) three assessments methods are used: ADF, DDR, APSH as indicators of predicted levels of daylight and sunlight for future occupiers. For the outline part of the site daylight and sunlight potential assessments have been undertaken on the block facades using VSC and APSH methods. Each amendment stage of the application has included an updated D&SR.
669. Internal daylight and sunlight levels are affected by a number of factors including: the layout of the development, the proximity and height of blocks, orientation, the configuration of individual units and external façade design (in particular window size and the size and position of balconies).
670. In terms of internal configuration, around 46% of units within the detailed part of the development are single aspect units (54% dual aspect), having three internal walls and one external wall. Based on the parameters for the outline blocks it is predicted that around 49% of units are likely to be single aspect. Single aspect units achieve a high degree of thermal efficiency but dictate a deep floorplan and a layout in which bathrooms and kitchen areas are sited to the rear of units allowing scope for bedrooms and open plan living areas to benefit from windows. As a general principal, dual aspect dwellings are considered to offer greater scope for achieving higher standards of internal amenity – providing greater variety of outlook, the potential for through ventilation and elevations/rooms which receive variable amounts of daylight/sunlight at different times of the day. In his decision to the call-in scheme the Secretary of State referred to the use of single aspect dwellings in such large quantities (around 68 - 70%) being a significantly sub-optimal design solution. In response to this, the applicant has taken steps to increase the number of dual aspect units within the current proposal scheme compared to the call-in scheme achieving an improvement from 30% to 52%. No north facing single aspect flats are proposed.
671. The independent design review process undertaken in relation to the evolution of the current scheme highlighted amenity constraints associated with the proposed level of single aspect flats across the development. Throughout the process the DSE panel strongly advised that the number of single aspect flats should be reduced, the quality of living accommodation improved and pointed to the podium typology and massing as a causal factor.
672. Since first submission amendments have been made to the scheme to improve internal daylight/sunlight conditions to a number of the proposed units. These amendments have included: internal reconfiguration, increased fenestration, and alteration to balconies. Within the constraints of the scale of development proposed, there is very limited scope to improve the dual aspect % any further.

673. In terms of considering whether the development approach including the single aspect: dual aspect mix results in sub-optimal conditions, the findings of the Daylight and Sunlight report (D&SR) have been critically assessed. Daylight and sunlight assessment results have been considered in detail to establish the degree to which units meet, or in the case of the outline part of the application are capable of meeting BRE targets for sunlight and daylight.
674. For the detailed blocks and mindful of the factors that affect sunlight and daylight levels the D&SR focuses on the units on ground floor (00) and levels 01-03, a total of 591 rooms have been assessed. This equates to approximately 248 units, as 105 units are located at level 04 and above.
675. The latest D&SR provides an overview of the results for the detailed blocks. The results show that 78% (461) of the assessed rooms will meet or exceed the levels of ADF recommended by the BRE Guidance. A further 49 rooms whilst technically falling short, only fail marginally and so can be assumed to be acceptably lit. If these rooms and those on upper floors (04 +) are included, the detailed application would have 91.1% of rooms marginally below, meeting or exceeding the levels of ADF recommended by the BRE Guidance.
676. In terms of NSL, 58% of rooms meet the 80% target, this increases to 77% if a lower target of 50% is used (which the applicant's consultant suggest is in line with expectations in dense urban areas). In terms of RDC most rooms meet the criteria with only 13 out of the 445 failing. In terms of sunlight, only living rooms with the greatest expectations of sunlight have been assessed (windows facing within 90° of due south). Of the 157 living rooms tested 75% exceeded annual sunlight level and 73% will be well sunlit during the winter months. By omission, on floors 00-003, 91 living rooms will have restricted levels of direct sunlight. All three sets of figures referred to in this paragraph exclude dwellings at level 04 and above and in all cases % performance would be improved if these were to be included.
677. The results indicate that the vast majority of dwellings within the detailed blocks will receive satisfactorily levels of daylight. The Clarification Note (CN) submitted with the latest D&SR indicates that of the 591 rooms assessed, 23 rooms (attributed to 22 dwellings) returned results significantly below the levels of ADF recommended by the BRE Guidance. 'Significantly below' is defined in the assessment as ADF levels of less than 1 for a living room (target 1.5) and less than 0.5 for a bedroom (target 1.0). Of these 23 rooms, 18 serve living rooms and 5 bedrooms. The CN indicates that:
- A total of 18 of these dwellings have at least one other habitable room that performs well against the BRE standard.
 - A total of 12 of the dwellings have an external balcony where daylight levels will be higher and all have access to a podium garden and or roof terrace which receive good levels of daylight and sunlight.
 - The dwellings all meet National Space Standard and 8 of the 23 rooms exceed the standard including 'oversized' living rooms.
678. In judging whether these units are acceptable and whether in general the amenity standards of the proposed detailed dwellings will be of a satisfactory standard,

officers have taken account of the approach adopted to assessing living conditions at the Call-in inquiry. The Planning Inspector when assessing living conditions considered it relevant to consider living conditions in the round (paragraph 442 of his report). In judging the standard of residential accommodation, he attached weight to considerations such as: internal space standards; large floor to ceiling windows proposed across the development and access residents would have to external private and communal space. Although the Secretary of State recognised that the flats had been designed to overcome as far as possible the disadvantages of single aspect dwellings, he remained critical of the both the quantity of single aspect dwellings and the quality of the access arrangements which included long double loaded corridors often with no natural light. In relation to this scheme the applicant has taken steps to reduce the number of single aspect dwellings, limit residential corridors to serving clusters of 5-9 flats (only 1 part of block K/L exceeds this limit - serving clusters of 11) and to ensure that all corridors would have at least 1 window providing natural light. These steps are beneficial and relevant when considering the extent to which the design and facilities available within each of the detailed blocks will play a role in creating amenity benefits for residents. Adopting the approach of the Planning Inspector: all of the units within the detailed blocks would meet or exceed National Space Standards and all would have access to good quality external amenity space and in most cases private amenity space. Factors such as ease of access to a full range of day-to-day services, leisure/cultural activities, public transport, and employment are also material. These benefits are valued by city-centre dwellers. On this basis although it is accepted that living conditions will vary across the detailed blocks, overall levels of amenity are considered satisfactory for a high-density, city centre scheme.

679. For the outline element, the D&SR, in the absence of detailed internal layouts for the proposed flats, assesses the daylight and sunlight potential of the block façade. The Vertical Sky Component (VSC) method is used to allow a comparison against the findings for the detailed element. This enables estimates and conclusions to be drawn on the likely performance of the outline element of the scheme.

680. The table below sets out results:

Threshold	Outline Façade area compliant %	Detail Façade area compliant %	Hybrid Façade area compliant %
>27%	49.3	56.7	52.3
>15% and <27%	33.9	32.3	33.2
>5% and <15%	15.5	10.0	13.3
<5%	1.3	1.0	1.2

681. A total of 83.2% of the outline blocks facades achieve VSC levels within the upper two thresholds categories. As set out in the preceding paragraphs the standard of

living conditions for the detailed blocks is considered satisfactory and this is achieved with 89% of facades falling within the upper two VSC level thresholds. This comparatively modest difference is reflective of the massing and layout of the outlined blocks which include more 7-8 storey elements separated by a number of 'lanes'. A key planning consideration is whether this lower performance materially affects the ability for satisfactory living conditions to be achieved for dwellings within these blocks at reserved matters stage.

682. In terms of the outline blocks the following locations are likely to experience compromised sunlight/daylight conditions, lower levels (00,01) of: block E/F- south elevation; block H - south elevation; block G - north and east elevations; and block J - west elevation. The DSE panel also highlighted the south elevation of block EF (fronting proposed Tooley Lane) and other locations where units back on to 2 storey car park podiums. The applicant's Clarification Note states that at reserved matters stage the detailed design of the outline blocks will have regard to light conditions and that where VSC levels are lowest, these frontages will be occupied by entrances, cores, ancillary spaces, and commercial units. Furthermore, they indicate that dual - aspect and duplex typologies can be utilised in such locations to allow more light sensitive rooms to be located in the most favourable positions. Recent indicative landscape plans for these locations have indicated private gardens along some of these frontages, as a demonstration that these will contribute to the amenity value of these units. Parameter plans submitted in support of the outline element indicate land use type of the frontages of each of the outline blocks. As originally submitted residential uses were indicated at ground floor and upper levels in the majority of locations. In the absence of a detailed sunlight daylight assessment for the outline blocks, officers advised the applicant that there is insufficient evidence to demonstrate that residential uses will be acceptable in all locations originally shown. In response the applicant has amended the land use parameter plans for levels 00 and 01 to identify locations where suitability for residential use will need to be demonstrated at reserved matters stage. Where this is not demonstrated, frontages will need to include ancillary residential uses and or commercial uses/live-work units. Following this amendment officers are now satisfied that that a residential block and dwelling design can be achieved at reserved matters stage to ensure that future occupiers will experience satisfactory amenity levels.
683. Concerns have been raised by a number of objectors about dwellings overheating during extreme heatwave events in future, and whether residents would be driven towards retrofitting aircon units in the future. The scheme is compliant with the CIBSE TM59 guidance on overheating, and the modelling test results demonstrate the development performs well during extreme heatwave events with climate change allowance. For DSY2 modelling all units pass, for the DSY3 modelling 91% units pass test (a) and 99% pass test (b). The modelling assumes no shadows cast by neighbouring buildings (the modelled scenario and test results presented, when residents use the mitigation measures stated within the report (e.g. internal blinds / curtains, portable fans etc no units are expected to overheat during extreme events with climate change allowance.
684. In terms of overlooking, interface distances between blocks varies across the site. The network of primary routes generally results in separation distances of around 10-12m. This widens considerably for blocks fronting the proposed public spaces. Those blocks fronting the shorter secondary routes (between blocks E/F and F and G and H) are closer at around 9m. As referenced in paragraph 683 in these

locations suitability for residential use will need to be demonstrated at reserved matters stage. At upper levels of the detailed blocks, the podium gardens generally result in separation distances of between 20m – 40m. For outline blocks the indicative range is 15m - 38m range. Across the development, in most cases residents will have clear sight of facades with large number of windows. The relationship will not feel private but communal. However, this is expected for city centre living and the interface distances that are proposed will allow a satisfactory degree of separation.

Future external sunlight levels to external amenity areas including private, shared communal and public

685. With the exception of the houses on block B, it is proposed to meet the needs of new residents for amenity space through the provision of private balconies/verandas, and communal residents’ gardens.
686. With the exception of block D, most dwellings occupying upper floors would have a private balcony of approximately 1.5m x 2.4 - 3m in size. This provides sufficient space for outdoor seating and the keeping of small-scale garden pots. Ground and podium level flats would have a defined external private amenity space, which in most cases would exceed the size of a balcony, normally extending across the full width of the dwelling. A small number of upper floor units within blocks D, A, M, K and J3 would benefit from a private roof garden. Flats in block D and small number of flats in blocks A, M and L would not have access to private amenity space. All residents would have access to a communal residents’ garden serving their block. The amount of communal garden space is set out in the table below:

Communal external amenity space - Detailed blocks			
Block (units in block)	Podium garden (m ²)	Roof terrace/s (m ²)	Ground floor – residents’ garden (m ²)
A (142)	899	455	-
B (25)	-	-	277
C (21)	-	-	496
D (28)	-	134	--
M (48)	610	-	-
K/L (81)	669	669	-
J3 (8)	-	169	118
Outline Blocks – indicative areas (units)			
E (180)	1550	108	-
F (123)	-	305	270

Communal external amenity space - Detailed blocks			
Block (units in block)	Podium garden (m ²)	Roof terrace/s (m ²)	Ground floor – residents' garden (m ²)
G (146)	770	-	-
H (129)	-	464	-
J (171)	853	324	-

687. Indicative information has been provided in relation to the outline blocks. This shows a similar strategy in terms of amenity space provision.
688. The detailed landscape proposals for these communal spaces are discussed in Main issue 8 of the report. However, on the basis of the quantum and location of the amenity spaces available it is considered that the scheme makes appropriate and sufficient provision to meet the needs of future occupiers and the requirements of DM2 and DM13.
689. In relation to the amenity and living conditions for proposed future residents the development is considered to meet the requirements of policies DM2 and DM13 (which relates specifically to communal development). Given the impact on existing residents on Edward Street and to a less extent those on Beckham Place the development does not full accord with DM2 and DM13 in that elements of the scheme will have an adverse impact on the amenity of neighbouring residents.

Main issue 10 Transport

690. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 104 - 113.
691. The application proposes a significant level of new development within the northern city centre. Paragraph 105 of the revised NPPF states '*significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.*' Policy DM28 in accordance with the NPPF encourages sustainable travel -requiring new development to incorporate; cycle and pedestrian links, maximise accessibility, appropriate and safe levels of parking level, travel planning and car club provision. The Anglia Square PGN recognises the potential the site offers for promoting sustainable travel and includes a development objective of both improved public transport facilities and enhanced opportunities for pedestrian and cycle movement through the site.
692. The location of the site at the northern fringe of the city centre affords a high degree of accessibility by all modes of travel, primarily by car, local bus routes, walking and cycling. The proximity of the site to; employment, shops, a wide range of facilities and services, as well as to transport hubs, creates the very best conditions for promoting sustainable travel behaviour by both future occupiers of and visitors to the development. Furthermore, the comprehensive re-development

of this site provides the opportunity for further improving access to this part of the city. The development of the shopping centre in the 1960/70s along with the construction of the inner ring road has resulted in poor connectivity with the city centre and adjacent local routes. Improved connections and better-quality routes for pedestrians and cyclists would assist in addressing the harm caused by these historic schemes.

693. Highways, traffic, and transport are matters scoped into the EIA and impacts are considered in Chapter 5 of the ES. A Transport Statement has been submitted with the application as well as residential and commercial framework travel plans, and a delivery and servicing plan.

Proposed Access and movement strategy

Pedestrian and cycle access

694. The re-establishment of two primary historic routes passing through the site is identified in the Design and Access Statement as a master planning principle for the development. The development makes provision for substantially improved connections that will enhance pedestrian circulation and reconnect historic streets. Two primary routes are proposed. St George's Street is extended through the site with a connection to Edward Street on the desire line for pedestrian movement. This will connect to the St Crispins Road crossing. This N - S route will be car free and include a segregated cycle route connecting to the yellow pedalway network. A north-east to south-west route is provided roughly on former alignment of historic Botolph Street that will effectively re-establish a historic connection between St Augustine's and Magdalen Street. In addition, a number of secondary routes are proposed within the site providing a good level of permeability. Annes Walk is retained, and a new route created running parallel to the St Crispins Road and connecting to Magdalen Street. This new route referred to as Cherry Lane will provide a pedestrian and cycle access along this desire line.
695. It is proposed that all routes around the edge of the site on Pitt Street, Edward Street and Magdalen Street, will be improved and widened. On Magdalen Street the existing shopping centre building is canter levered over a section of footway creating a narrow and overbearing sense of enclosure. The proposed siting of block KL will result in a widened footway in this location and the removal of the overhang will substantially enhance pedestrian experience. Improved pedestrian crossings are proposed on Edward Street and New Botolph Street and a new parallel crossing is proposed on Magdalen Street, south of the flyover. This crossing will be sited on the alignment of the new Cherry Lane route and will require the relocation of an existing bus stop. All these crossings will be beneficial to both pedestrians and cyclists.
696. Visitors, workers, and residents travelling on foot or by bicycle will all access the development via these routes. All routes will be well lit and subject to passive and active surveillance.
697. The two primary routes through the site are proposed to be car free, access for servicing and emergency vehicles will be permitted but service access will be actively managed. Norfolk Constabulary has advised that physical measures will be required at the entrances to these routes (bollards/landscape planters) to prevent unauthorised access and mitigate the risk of hostile vehicle attack.

698. Proposed cycle parking is proposed at policy compliant levels. A total of 110 public cycle parking spaces are proposed in visible locations within the development, secure stores for residents' bikes will be co-located with residential lobbies and secure staff parking provided.
699. On the basis of improved walking and cycling connectivity the ES indicates that the development will have a minor beneficial impact on pedestrians and cyclists.

Public transport

700. There are a total of 11 bus stops within an 8 minute walk of the site serving 16 bus routes. Magdalen Street itself is a busy bus interchange providing connections to a variety of destinations. The park and ride services between Thickthorn - Norwich airport and Postwick - Sprowston all stop at Anglia Square as do all buses heading north out of and into the city.
701. When fully operational the 1100 dwellings will support a new residential population of approximately 2000. The Highway Authority have advised that bus stop/layby improvements on Magdalen Street are required as the development will significantly increase the number of potential users of public transport. These improvements will form an important component of a multi-modal Mobility Hub proposed in this location. The aim of such hubs is to offer a variety of transport modes with the aim of providing high levels of connectivity to public transport networks. The key components may include electric vehicle charging points, electric bikes, car club vehicles, journey planning display, bike parking and lockers for deliveries/storage etc. Elements of the Magdalen Street mobility hub would be provided by the developer but other elements would need to be publicly funded. The highway authority has recommended a condition requiring bus stop improvements which would consist of the improvement of existing stops and the creation of additional stops, north bound under the flyover and south bound in front of St Saviour Church.
702. On the basis of increased patronage of public transport services, the ES indicates the potential for a minor adverse impact on these services. With mitigation, in the form of a travel plan and improvements set out in the preceding paragraph, this impact is reduced to negligible.

Vehicular access and parking

703. In terms of vehicular access, the description of development table sets out proposed vehicular access arrangements and proposed car parking levels.
704. The Highway Authority has raised no objection to the vehicular access arrangements nor the wider highway works.
705. The residential parking strategy is set out in the description of development table. In total up to 450 parking spaces are proposed. Within the City Centre Parking Area, DM31 sets a maximum parking level of 1 space per dwelling (1:1). The proposed parking level equates to 0.4:1. Although car free development would be permissible in this location, the market demand for this scale of car free living is uncertain. The applicant has indicated that residential values in Norwich remain aligned with parking provision and not offering the option of purchasing a space

would impose a risk that either sales would be slow and/or the values necessary to make the scheme viable would not be achieved. The proposed level of parking is well below the 1:1 cap and at a level which will actively promote modal shift and sustainable living. Provision is proposed for 100% passive electric charging point provision and for disabled bays.

706. A significant impact of the proposed development is the loss of public parking from the site. There are significant environmental benefits associated with this loss in terms of actively promoting modal shift and sustainable travel. Furthermore, the replacement of commuter parking and short stay parking with residential parking with a far lower trip generation, will reduce traffic and vehicular movements in the Air Quality Management Area, this is discussed in Main issue 11 of the report. Draft policy GNLP0506 includes reference to the delivery of replacement public parking to serve the large district centre (LDC). The principal aim of this policy requirement is to ensure that parking facilities for visitors to the shops and businesses along St Augustines Street, Magdalen Street and Anglia Square are sufficient to support the vitality and viability of the LDC.
707. The applicant has submitted a car parking assessment. This describes existing on-site parking provision which total 459 spaces of which 433 are public and 22 dedicated for staff. Other off-site public car parks in the locality are identified as comprising: Magdalen St/St Saviours Car Park (212 spaces), St Crispins Car Park (74 spaces) and Colegate Car Park (105 spaces). Car park surveys were undertaken on weekdays and Saturdays during March 2022. This survey data showed that the on-site car parks had a maximum number of 245 cars parked during the weekday (at 11:45), and a maximum of 220 cars on the Saturday (at 12:45). On the same days capacity at the off-site car parks was assessed. This showed that for the majority of the weekday survey period and the entirety of the Saturday survey period, there would have been parking capacity on the local off-site car parks to accommodate the cars that were parking on the on-site spaces. The only period where this was not the case was between 10:45 and 12:45 on the weekday survey, with a maximum overspill of 33 cars at 11:45.
708. The survey also included driver interviews (458 in total) to establish the reason for parking in that location. This survey indicated that 61 (13%) were parking to visit the city centre and 113 (25%) were commuters, parking and working in the city centre. On this basis around 62% of the on-site parking is used by visitors for other purposes, including visiting the LDC. The assessment concludes that the loss of on-site parking would not be detrimental to the LDC as there is sufficient capacity in other local car parks for these visitors. In terms of commuters and shoppers to the city centre there are alternative car parks and park and ride services.
709. Establishing this capacity allows for a reduction and rationalisation of the car parking within this part of the city and for better use to be made of the remaining provision. The development supports sustainable travel through the enhanced facilities and access for pedestrians, cyclists and bus users and makes provision for up to 5 car club vehicles on a dedicated site. It is also proposed that a bay on Edward Street would be available for 20minute parking.

Traffic impact

710. The Transport Assessment (TA) submitted with the application indicates that the development will result in a highway benefit through the reduction in vehicular movements by removing public car parking located on the site. The quantum of proposed residential parking spaces will generate fewer vehicular trips and as such the development will generate less vehicle movements compared to the extant uses available.
711. In terms of other vehicular movements. Given the proposed quantum of commercial development is lower than existing levels, deliveries and servicing requirements are likely to be proportionally reduced. Provision has been made for servicing via the provision of a delivery /loading area within Block M and service bays on all road frontages. The introduction of a new residential population to the site will introduce new servicing and deliveries requirements - e.g. refuse collections, parcel deliveries, taxis etc. These vehicles are already using the local highway network and the service/loading bays on Pitt Street, Edward Street and Magdalen Street will provide suitable waiting facilities. The number of parcel deliveries has the potential to be significant. The proposal indicates that all parcel deliveries would be received by the on-site residential management office, housed in the proposed community hub facility in Block D should allow multiple deliveries to be made simultaneously and quickly.
712. The applicant has submitted a Refuse Collection Strategy to demonstrate how this operation would be effectively managed particularly given the volume of waste and the aim of St Georges Street and Botolph Street being kept free of regular servicing traffic. Most blocks have or will be designed to have bin stores fronting the highway, close to a convenient collection point or service bay. The strategy would rely on weekly collections, on site management arrangements and the movement of bins within the larger blocks and from Blocks H, K/L and J3 to blocks with direct access to on-street service bays. On relevant collection days, bins would be positioned (where necessary by on-site operatives) in stores adjacent to service bays and would be collected and returned to that store by the bin collection operator. This strategy should avoid disrupting traffic on surrounding roads and bins being stored on the highway awaiting collection. In the event of planning permission being approved this strategy would be secured through the imposition of a planning condition.

Construction Phase

713. Traffic generated during the demolition and construction phases is likely to be significant. The Transport section of the ES indicated that it is expected that construction vehicles will utilise A roads available within close vicinity, and only use the local roads where necessary to complete the final part of their route. Based on similar projects the estimates of daily vehicle numbers have been provided. It is indicated that the number will vary from phase to phase, build out rates and other infrastructure activities. For phases 1 and 2 an average daily vehicle number of 40 is estimated but could range from 5 – 50. For phases 2 and 3 an average of 40 is estimated but a range of 10-55. In the immediate vicinity of the site this traffic will be noticeable and disruptive but in the wider locality the ES indicates the potential impact of construction of the locality as temporary, negligible, adverse.

714. The Highway Authority have advised that a Demolition and Construction Traffic Management Plan will need to be submitted and agreed prior to the commencement of development along with arrangements for parking for construction workers. On site traffic management arrangements would also fall within the scope of the Construction and Environmental Management Plan (CEMP). With these measures in place the ES indicates the impact of construction traffic on the locality as negligible.
715. For the duration of the demolition and construction period all traffic associated with the development would be required to comply with the Demolition and Construction Traffic Management Plan and use only the 'Demolition and Construction Traffic Access Route' and no other local roads, unless approved in writing with the Local Planning Authority, or as directed (without written approval) by the Emergency Services, Highway Authority, Statutory Undertakers or other body authorised to direct traffic.

Overall conclusion

716. In terms of vehicular traffic impact, the ES indicates a minor beneficial impact. The highway authority has raised no objection to the proposed development and commented that the application offers improvements to the surrounding highway, benefiting both residents of the development and the wider community and promotes the use of active and sustainable travel. They recommend the imposition conditions to secure off-site works on a phased basis, travel plans and public transport improvements. Off-site works have been subject to on-going discussion with the applicant and there is sufficient agreement for the details of these works to be agreed at planning condition stage.

Main issue 11 Air quality

717. Key policies and NPPF paragraphs – JCS1, DM11, NPPF paragraphs 103, 181
718. The proposed development site lies within the Air Quality Management Area (AQMA) for NO₂ declared by Norwich City Council in 2012. DM11 requires development which is likely to have an impact on air quality to take particular account of the air quality action plan for that area.
719. The Anglia Square PGN states in paragraph 7.47 that proposals for the site should be accompanied by an Air Quality Assessment which will assess the potential impact of the development and will set out appropriate mitigation measures which could include green walls, trees and landscaping, a reduction in traffic generation and maximise opportunities for residents not to use the private car, to ensure an appropriate standard of amenity.
720. The northern boundary of the AQMA is defined by the inner ring road but extends out to include the St Augustine's area where the canyon effect of the buildings on the edge of the street and heavy traffic loading has resulted in exceedances of the annual mean air quality objective for NO₂ of 40 micro grammes/cubic metre of air (µg/m³). The Environment Act 1995 imposes a statutory duty on Local Authorities to review and assess the air quality and where an AQMA has been declared to produce and implement an Action Plan to reduce local levels of the specified pollutant in the area.

721. This application proposes a significant quantum of development within the AQMA and for this reason, air quality as a potential significant environmental impact is a matter considered within the ES. The air quality chapter in the ES is informed by Air Quality Assessment (AQAs) which was updated in July 2022 with additional monitoring data.
722. The AQA utilises local monitoring data and dispersion modelling to estimate the nitrogen dioxide and particulate matter pollutant concentrations and their compliance with Air Quality Strategy objectives at relevant receptor locations.
723. In relation to nitrogen dioxide the assessment utilising data from NCC existing diffusion tubes sites supplemented by additional monitoring undertaken at nine locations (monitoring period November 2021 – April 2022). Results from these additional locations were bias corrected and annualised to give an estimate of NO₂ concentrations in 2019. This year was chosen as the base year as it is deemed to be the last ‘normal’ year prior to the impact of Covid-19 which affected traffic levels and emission levels across the city.
724. NO₂ pollutant concentrations have been predicted using modelling software which provides an estimate of future air quality. The model takes into account data such as background pollutant concentrations, meteorological data, traffic flows, percentage heavy goods vehicles, street canyons, traffic queueing and on-site energy generation. It should be noted that based on the conclusion of the Transport Assessment that the development will not result in any increase in traffic on the surrounding road network, the modelling takes out of future network traffic forecasts only – these forecasts include traffic levels associated with the operation of the existing site.
725. Air quality was a matter considered in detail at the 2020 call-in public inquiry. The detailed methodology of air quality assessment was subject to examination including the question as to whether the modelling should factor in anticipated changes in vehicle emissions through the use of the Emission Factor Toolkit (EFT) provided by Defra. In relation to this latter question the planning inspector considered that it was appropriate for the AQA to include a scenario whereby the impact of government policy on vehicle fleet emissions and background concentration is applied – this scenario is referred to as “with policy applied”. The Secretary of State did not question this approach.
726. Table 1 below presents the national air quality objective levels for NO₂ and particulate matter of >10 µg, both of which represent statutory target levels. The annual mean objectives apply at locations where members of the public might be regularly exposed such as building façades of residential properties, they do not apply at the building façades of offices or other places of work, where members of the public do not have regular access. The NO₂ hourly objective is applicable to all locations where members of the public could reasonably be expected to spend that amount of time. Diffusion tubes do not provide information on hourly exceedances, but research identifies a relationship between the annual and 1 hour mean objective such that exceedances of the latter are considered unlikely where the annual mean is below 60 µg/m³.

Pollutant	Air Quality Objective	
	Concentration	Measured as
Nitrogen Dioxide (NO ₂)	200 µg/m ³ not to be exceeded more than 18 times a year	1-hour mean
	40 µg/m ³	Annual mean
Particulate Matter (PM ₁₀)	50 µg/m ³ , not to be exceeded more than 35 times a year	24-hour mean
	40 µg/m ³	Annual mean

727. In terms of the proposed development the main considerations are:

- (1) Whether the development has had sufficient regard to the Air Quality Action Plan in the scope of the mitigation measures proposed.
- (2) What implications do the AQA findings have for the development – particularly in relation to the proposed location of residential dwellings.
- (3) Impact of the construction of the development on air quality.

728. In terms of (1). The proposed development will result in the removal of around 451 in-use public car parking spaces from this location (plus additional 721 spaces if account is taken of the closed MSCP). The current surface level car parks are used as long stay commuter parking and by visitors to the Anglia Square centre/wider centre. The application proposes a maximum of 450 parking spaces the majority of which (min 95%) will be used by residents. This level is more than 50% lower than the maximum set by DM31 for this part of the city. This level and type of parking compared to the existing will result in fewer vehicular movements within the AQMA. Provision is proposed for 100% passive electric charging point provision. The application proposes improvements and facilities that will promote sustainable travel by both residents and visitors. These features of the development will support the objectives of the Air Quality Action Plan.

729. In terms of (2). The modelling data (both with and without policy applied) shows that in most locations estimated NO₂ concentrations are well below the statutory target limits. This reflects the proposed development approach, in which on the main road frontages the majority of dwellings are located on upper floors. NO₂ concentration reduce as height above road level increases.

730. At ground levels there are 4 locations where 'without policy applied' the estimated levels fall above 40 µg/m³. These are set out in the table below:

Block	2019 Baseline	2034 Without Policy Applied	2034 With Policy Applied
C	52.5	52.8	34.6

Block	2019 Baseline	2034 Without Policy Applied	2034 With Policy Applied
K/L	39.7	40.0	26.0
M1	46.3	46.6	30.5
M2	56.2	56.4	37.2
C – first floor	30.5	30.7	20.6

731. In relation to Blocks K/L and M – proposed ground floor uses are non-residential. In both blocks the lowest residential floor is at level 1, where concentrations fall below $27.5 \mu\text{g}/\text{m}^3$ (Without Policy Applied) and are therefore below statutory target limits.
732. Block C consists of a four-storey residential block. The block is L shaped aligned with Beckham Place with the shorter arm running parallel to the Beckham Place development to the rear. The block therefore avoids a long frontage on to Edward Street which is a busy bus route. The side wall of the closest ground floor dwelling is largely off-set from the road frontage apart from 1 living room window (1 of 4 to this room). This offset, along with the proposed boundary enclosure along this frontage will assist in mitigating impact. However, although forecast levels are well below statutory limits 'With Policy Applied', given block C is proposed in phase 1 it is considered precautionary that in the event of planning permission being approved, to condition the single directing fronting window to be a fixed unit. This condition would not be applied to the flat above given the fall off in NO_2 concentrations (see table above).
733. In terms of PM_{10} the results also show that there are no estimated exceedances of the daily mean objective of $40 \mu\text{g}/\text{m}^3$, with all ground floor locations falling below $19 \mu\text{g}/\text{m}^3$.
734. The submitted AQA states that based on the ADMS results for the 'With Policy Applied' scenario, no mitigation is required to reduce residents or employees' exposure to air pollution as the air quality strategy objectives are estimated to be met by at least 10% at all residential locations. The applicant's consultant recommends that in one location (the frontage of block F) further air quality monitoring be undertaken. This is considered precautionary given the proximity to the roundabout junction and the elevated NO_2 levels recorded by the applicants own monitoring. This additional monitoring to be undertaken prior to the commencement of that phase (currently proposed as phase 4) would allow the need for mitigation to be more actually determined at that time. Martin Cranfield Associates Ltd have reviewed the AQA on behalf of the council and is satisfied with the conclusions.
735. In terms 3). The ES includes a chapter describing the demolition and construction stages the development. The air quality and noise chapters of the ES assess the impact of these stages. In the event of planning permission being approved development would commence early in 2023 with demolition and construction

likely to be taking place continuously over an 8-year period, albeit at different levels of intensity. The demolition process is likely to include the recycling of material for re-use on site. This would involve the on-site crushing of the material for which an environmental permit would be required.

736. A draft Construction Environmental Management Plan (CEMP) has been submitted with the hybrid planning application. The CEMP sets out the strategy, standards, control measures and monitoring procedures that will be implemented to manage and mitigate any adverse environmental effects of the demolition and construction process, including mitigation measures defined by the ES. The intention is that the CEMP would remain a live document to ensure that it is specific to the works and processes that are to be employed during construction site activities. The CEMP includes details on roles and responsibilities, control measures and activities to be undertaken to minimise environmental effects, as well as monitoring and record-keeping requirements. It should also provide a framework for engaging with local residents and communities and their representatives throughout the construction period.
737. Specifically in relation to air quality the applicant has undertaken a demolition and construction dust risk assessment (DRA). It is acknowledged in that assessment that *“emissions and dust from the construction phase of a development can have a significant impact on local air quality”*. The dust risk assessment has been carried out using the IAQM’s ‘Guidance on the assessment of dust from demolition and construction’ to determine the potential impacts from demolition, earthworks, construction and trackout. The results of the assessment show that the development is classed as “High Risk” for dust soiling (dust deposition, resulting in the soiling of surfaces). It is recommended in the assessment that a Dust Management Plan is prepared to mitigate the potential impacts of construction dust on local air quality. This plan would be wide in scope including communications; site management and maintenance, monitoring, operation of vehicles and machinery and waste management. Given the identified high risk of dust spoiling the DRA recommends continuous dust monitoring station/s to monitor PM10 levels so as to ensure the effectiveness of the control measures.
738. Martin Cranfield Associates Ltd have reviewed the documents recommended that a detailed CEMP and Dust Management Plan (DMP) should be secured by planning condition. They advise that the DMP should also include asbestos dust/fibres and odorous dusts and effluvia from the site. With these measures in place the impact on air quality during the demolition and construction phase should be managed at an acceptable level.
739. In accordance with DM11 in the event of planning permission being approved it is recommended that the following mitigation is secured through imposition of planning condition: adoption and implementation of Environmental Management Plan; NO₂ levels to be subject to further monitoring prior to each phase –allowing mitigation measures to be prescribed having regard to verified levels; adoption and implementation of residential and commercial travel plans, EVCP provision and landscaping of Edward Street, New Botolph Street and Pitt Street frontages.

Other Matters

Noise

740. Key policies and NPPF paragraphs – DM3, DM11 NPPF paragraphs 170 and 181.
741. Policy DM2 seeks to ensure that future occupiers of developments will have adequate protection from noise and to protect the amenities of existing occupants in the vicinity of the site from unacceptable noise disturbance.
742. An Environmental Noise Assessment (ENA) has been undertaken in relation to the proposed development and this has informed the Noise section of the Environmental Statement. The purpose of an ENA is to ascertain the existing noise environment within which a proposed development is located. The assessment includes the undertaking of measurements from different areas of the site over a minimum of 24 hours, to review both existing daytime and night-time noise levels. Once measurements have been retrieved, the primary source of noise is identified, which in the instance of Anglia Square is road traffic noise, in particular vehicles movements on St Crispins Road and Pitt Street. The assessment considers the potentials impact of noise from the primary source on residents and what mitigation may be required for recognized UK standards/ guidance to be met. In addition, the assessment considers noise generation during the construction phase.
743. On the basis of the noise findings, the ENA recommends that the proposed dwellings be fitted with windows with an acoustic reduction value of R_w+C_{tr} 36dB. With this level of noise attenuation, the WHO internal noise levels of 30dB at night and 35dB during the daytime would be achieved in those locations where road noise is at its highest. The ENA indicates that this level of noise reduction can be achieved with a typical double-glazing configuration of 10mm/6-16mm/10mm. The developer has indicated that they would apply this specification across the whole of the development. It is further recommended that trickle ventilators or mechanical ventilation will need to be acoustically treated. It is stated that with these measures in place the internal noise requirements set out within BS8233:2014 will be achieved, thus affording protection from noise and protecting the health and well-being of future residents of the development. On this basis the ES quantifies the impact on future residents of the development from noise to be 'negligible'. In making this judgement it is indicated that account has been taken of the of the cumulative effect of the development along with other committed developments in the area.
744. Martin Cranfield Associates Ltd have reviewed the ENA on behalf of the council and are satisfied with the broad conclusions of the assessment. However, they advise that the number and position of balconies on the St Crispins Road and Pitt Street frontages that will be subject to road noise in excess 55dB (WHO external noise level) has not yet been established. Blocks on these road frontages fall within the outline part of the application. At reserved matters stage the design of these facades should have regard to the impact of road noise, in terms of the number, placement and type of balcony. Noise abatement measures are likely to be necessary and verified through further noise assessment required at reserved matters stage.

745. Construction noise and vibration: These matters are addressed in the noise chapter of the ES and in the ENA for both demolition and construction operations. In terms of the demolition and construction phase, the ENA refers to a range of measures designed to minimise noise and vibration, including selection of plant and working methods, controlled working hours, enforcement of noise and vibration limits, boundary fencing and noise monitoring. The ENA recommends that these measures should be detailed in a Construction and Environmental Management Plan (CEMP) which would be agreed with the council prior to the commencement of the development.
746. The ES indicates that without mitigation the impact on demolition noise and vibration on existing shops and offices on the site and Magdalen Street is assessed as moderately adverse and on residents on Edward Street as major adverse. Adherence to the CEMP is recommended to mitigate impact with these measures in place the impact will be reduced to minor adverse and moderate adverse accordingly. The impact of construction noise and vibration on Edward Street residents with mitigation in place is assessed as minor adverse.
747. In the event of planning permission being granted a number of planning conditions are recommended in relation to noise control. These include requirement for noise assessment of external amenity spaces at reserved matters stage; requirements to agree a detailed CEMP, controls over piling and installation of appropriate noise attenuation measures. In terms of the operation of the development further conditions are recommended relating to controls over extraction and ventilation apparatus, installation of plant and the operation of the commercial service bay within Block M. With these controls in place noise associated with the construction and operation will be satisfactorily mitigated and will not have a significant environmental effect.
748. In terms of the operation of the site, there will be the need for the installation of plant associated with the residential blocks and individual commercial premises may require ventilation and extraction units. Planning conditions are recommended to ensure satisfactory design of these fixtures and nuisance is avoided. The use of the outside spaces for seating and events will be controlled through the S106 and the requirement for managements arrangements to be agreed for the public realm.

Energy and water

749. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 148-154.
750. Policy 3 of the Joint Core Strategy aims to minimise reliance on non-renewable high-carbon energy sources and maximise the use of decentralised and renewable or low-carbon energy sources and sustainable construction technologies. For development of this scale the JCS requires that at least 10% of the scheme's energy requirements are delivered via decentralised and renewable or low-carbon sources and a demonstration that such provision has been maximised. The AS PGN referenced JCS requirements as well as referring to the contribution that adopting efficient building construction can have in reducing energy requirements and reducing carbon emissions. In terms of water, JCS policy requires residential development to meet regulation 36 2(b) optional higher requirement of 110 litres/person/day water efficiency as set out in part G2 of the

2015 Building Regulations and for all other development to maximise water efficiency.

751. Paragraph 148 of the NPPF states that the planning system should support the transition to a low carbon future and help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.
752. Draft GNLP Policy 2 sets out energy and water management policies. The policy indicates that for energy new housing development will be required to provide a 19% reduction against part L of the 2013 Building Regulations (amended 2016) and all other development of more than 500sqm meet BREEAM 'very good' energy efficiency standards and energy policies. In relation to water efficiency, residential is required to meeting Building Regulations part G (amended 2016) water efficiency higher option standard and for non-housing development BREEAM 'very good; water efficiency standard.
753. On 15 June 2022 new Building Regulations (BRs) for energy were introduced. These regulations are more demanding than, and effectively supersede, the submitted GNLP policy 2 requirements for both homes and non-domestic buildings in the GNLP. The new rules require a 30% reduction in carbon, which is significantly higher than the submitted policy 2 requirement, when compared to 2013 Part L standards. The new BRs are intended to be an interim standard on the way to the 75–80% reduction in carbon which government has signalled will be required nationally by the Future Homes Standard by 2025. Similarly, BR L2A now requires a reduction of carbon emissions in non-domestic new builds by 27%, exceeding the BREEAM "Very Good" policy 2 requirements.
754. This anticipated change to the BRs has been flagged throughout the GNLP plan-making process. Supporting text to submitted GNLP policy 2 on page 61 states *"The NPPF requires a positive approach to be taken to promoting energy efficiency. In doing so, policy 2 anticipates the Government's "Future Homes Standard" currently scheduled to be introduced by 2025, which will require all new build homes to have low carbon heating and high levels of energy efficiency. When the Government implements the Future Homes Standard it will strengthen (or replace) the GNLP policy approach by providing further measures"*. Necessary changes to policy 2 will be addressed through the Main modifications stage of the GNLP. However, Norwich's Planning Policy team leader has advised it is unlikely that it will be possible to set higher standards than the new BRs at this stage of plan making as the examination in public and previous consultations referred to the likelihood of the changes to the BRs superseding the emerging and then the submitted plan policies.
755. An Energy Assessment and Sustainable Report (EASR) has been submitted with the application. The energy strategy is set out in detail for the detailed part of the application, and it is indicated that the same energy approach will be adopted for the outline part of the site. The applicant has confirmed that all buildings will be built to new Building Regulations 2022, either meeting or exceeding those requirements.
756. The EASR outlines a 3-step strategy for the development - Be Lean, Be Clean and Be Green.

757. Be Lean - Fabric first approach: Energy demand of the development will be optimised and minimalised to exceed the requirements of the Building Regulations. In particular these measures will include specifying residential fabric elements (walls, floors, roof and glazing) which perform in excess of Building Regulations requirements setting air tightness at $3\text{m}^3/\text{h m}^2$ as compared to Part L (2021 as amended by 2022 and 2023 changes) minimum requirement of $8\text{m}^3/\text{h m}^2$.
758. Be Clean - Supply energy efficiently: Installation of energy efficient air source heat pumps are proposed to operate at high temperatures to provide domestic hot water. Electric panel heaters are proposed to meet residential space heating demand which is predicted to be low given the energy demand reduction measures. Space heating to the commercial areas will be by high efficiency air source heat pumps using Variable Refrigerant Volume Flow (VRV/VRF).
759. Be Green – Air source heat pumps are classified as pumps are classified as a renewable energy. The hot water and VRV/VRF heat pumps are expected a saving of 215.1 Tonnes of CO₂ resulting in 58.4% improvement over Part L (2021 as amended by 2022 and 2023 changes). In relation to JCS 3, 56% of the development's energy needs will be met through the use of air source heat pumps.
760. The EASR Addendum indicates that the provision of a site wide network has been considered but not proposed as a heat network would incur significant heat losses from transferring heat energy from communal heat generators to individual dwellings and commercial units. Whilst these may be reduced through optimising network design and pipework insulation the loss cannot be avoided entirely. The new build development has high levels of fabric insulation and therefore heat loss is low. The proportion of heat losses compared to delivered heat energy is therefore significant. They indicate local heat pumps achieve lower carbon emissions than a site wide network with central heat pumps as they have a similar seasonal efficiency to central heat pumps but do not incur the same losses. A site wide heat network is generally most appropriate when a suitable very low carbon heat source is available (such as waste to heat plant).
761. It should be noted that for multi-phase developments like Anglia Square, developers generally make building control applications on a phase by phase (or block by block basis). The buildings regulations requirements that apply are those in force at the time the phase of development applies for building regulations approval and commences. If tighter regulations are introduced, transitional arrangements apply. Given the anticipated construction period of 8 years it is anticipated that later phases of development will need to meet future higher carbon reduction requirements set to be introduced by the government through changes in building regulation.
762. In terms of water usage, the requirement of JCS 3 will be met. In relation to the issue of nutrient neutrality, the applicant has provided details of five variations of specification for bathrooms and kitchens proposed across the different tenures. Water calculations have been submitted demonstrating these could achieve a water usage of maximum of 105 litres/person/day, exceeding 36 2(b) optional higher requirement of 110 litres/person/day water efficiency as set out in part G2 of the 2015 Building Regulations. For commercial, the applicant will deliver shell and core and will meet BREEAM very good.

763. This higher efficiency measures are positively supported and assist in responding to advice offered by the Environment Agency regarding the need to safeguard scarce water resources in the east of England. In their latest response, the Environment Agency have highlighted the issue of groundwater abstraction and ecological damage to water bodies. As part of the GNLP process a Water Cycle Study (WCS) has been undertaken. This study has considered planned future growth and assessed water supply capacity, wastewater capacity and associated environmental capacity. In relation to water supply, the WCS states that the latest Anglian Water 'Water Resource Management Plan' indicates that through the introduction of strategic demand management options and supply side schemes adequate water supplies up to 2045 and will cater for the proposed levels of growth. Water use policies that achieve higher standards of water efficiency are important in managing future demand. Furthermore, in relation to this scheme Anglian Water has indicated that 65% of the water supplied in the Norwich Heigham zone, in which the development falls within, is fed by Heigham water treatment works which is not groundwater fed.
764. The proposed development exceeds JCS requirements in relation to both energy and water.

Archaeology

765. DM Key policies and NPPF paragraphs – DM9, NPPF paragraphs 184-202
766. The planning application is supported by an Environmental Statement chapter on Archaeology and includes an Archaeological Assessment. It indicates that the proposed development site has a high potential to contain heritage assets with archaeological interest (buried archaeological remains) of local and regional significance. These include potential for evidence of Anglo-Saxon and later settlement, the Anglo-Saxon defensive ditch and the remains of St Olave's Church and St Botolph's Church and their associated burial grounds.
767. The original plans for the Anglia Square development have been consulted at the Norfolk Record Office and the depth information integrated into the revised Archaeological Assessment. This indicates that the depth of impact from previous construction is likely to differ significantly across the site and that this will have resulted in a variable level of survival of archaeological remains.
768. Norfolk County Council Historic Environment Service (HES) have advised the imposition of a planning condition that is tailored to reflect the phased nature of the development and allow demolition of existing structures to existing ground level/floor slab level without the need for an approved archaeological Written Scheme of Investigation and associated discharge of condition application being in place. The starting point for agreeing the scope and nature of post-consent mitigation for each phase will be an overall deposit model, or heat map detailing the depth and nature of impacts from previous construction, which differ significantly across the site.
769. In relation to the warehouse building on Pitt Street, HES recommend the imposition of a condition requiring the agreement of a programme of historic building recording (bespoke, to be agreed by condition) and a written scheme of investigation for the controlled and supervised dismantling of the building.

770. Subject to the imposition of a planning condition and agreement of a comprehensive strategy the development would comply with DM9. Following an agreed programme of archaeological work, the development is judged to have a minor/negligible residual effect which is not significant in the terms of the EIA Regulations

Flood risk and surface water drainage

771. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.

772. A Flood Risk Assessment (FRA) has been prepared and submitted as a document supporting the application. The assessment indicates that the site is at low risk of flooding from fluvial and tidal flooding, and whilst groundwater would appear to be relatively high, there is no evidence of groundwater flooding.

773. The site is in a critical drainage area and surface water mapping information shows parts of the existing site to be at high risk of surface water flooding. The mapping data indicates an existing flow path through the site which passes down Botolph Street and Magdalen Street to the south. This flow path is likely to be associated with a lost watercourse, known as the Dalymond Dyke, which originally followed the course of natural streams but came to form an integral part of the sewerage system of medieval Norwich. Mapping data shows locations on Cherry Lane and on Botolph Street as areas prone to flooding. To the north there is a continuous flow path along Heath Street as far as Magpie Road in a medium risk event this flow path continue along Beckham Place to Edward Street, Cowgate, Magdalen Street and through Anglia Square.

774. The FRA considers the new development and flood risk in a range of rainfall events. In a 1:100 year (+45% CC) event the following locations are assessed as at negligible or low risk; blocks B, D, E, F, H, G , J,K and L. Locations/parts of blocks at greater risk include Edward St service yard, basement car park, blocks A, C, M and J3. The FRA proposes mitigation measures for these parts of the development. These are set out in the table below.

Location	Water depth in 1:100 year (+45%CC)(after mitigation measures)	Mitigation measures
Edward Street Service yard Basement car park	0	Raised hump at entrance Water proofing methods Drain/sump
Block A & M S/SE Block J	0.06– 0.11m 0.0	Evacuation Flood resilient construction
Block C	0.0	Raised floor level (0.3m) Evacuation

775. The proposed surface water drainage strategy is set out in an accompanying report. The strategy is based on sustainable principles and aims to provide significant betterment to the existing situation. Currently the site does not benefit from any attenuation features and as such surface water runoff flows freely into the adopted sewer network unrestricted and untreated. The proposed strategy relies on connection to the Anglia Water sewer system but has been designed to reduce flows as close to greenfield runoff rates as is practicable. It is proposed that this is achieved through a combination of measures including green roofs, bio retention swales and tree pits, areas of permeable paving and a network of geo-cellular attenuation storage devices. Rainwater harvesting is proposed to provide filtered water supply to bin washdown areas. These measures are designed to limit the volume of surface water entering the sewer system and improve water quality. A maximum surface water outfall rate of 242 l/s has been agreed with Anglian Water to manage all storms up to and including the 1:100yr + 45% Climate Change Event. This will be the equivalent of 49.5% of the existing 1:1yr surface water run-off rate, a significant reduction.
776. In the event of a flood event off-site flows would enter the site and pass through it. It is proposed that pedestrian walkways within the site will be graded to allow runoff to be directed away from new building frontages while also acting to route surface water through the site. It is proposed to fit alarms to the network of attenuation tanks serving the development. These along with information from meteorological warning systems would alert the site managers when action is required.
777. An offsite impact study has assessed how the development is likely to effect flood risk in areas surrounding the site. Most of the areas identified are already at risk of flooding however in some locations flood depths may increase (sections of the road in Magdalen St towards Cowgate and south of Whitefriars roundabout) and in other areas a reduction in flood depth is predicted (south of St Crispins and properties north of Block C).
778. Officers at the lead local flood authority (LLFA) have reviewed the flood risk assessment and the proposed drainage scheme. Following a detailed consultation response to the original submission, the applicant's consultants have undertaken further assessment, responded to technical questions raised and submitted more comprehensive drainage specifications. As a result, the LLFA have confirmed no objection to the application subject to the imposition of a number of planning conditions. For the detailed blocks these include, but not limited to: implementation of the surface water scheme in accordance approved scheme; submission of evidence that raised humps at the entrances of basement car park and service yard will be protected as flood defence structures; submission of details of flood resistance measures. In relation to off-site flood risk, they have recommended a condition which would secure an appropriate highway drainage scheme and further survey work to establish any need for the installation of flood resistance measures. In relation to the outline parts of the site, full detailed of a surface water drainage scheme will be required prior to commencement and prior to occupation of each block verification of surface water run off rates. Subject to these conditions the development is accordance with the requirements of development plan policies and NPPF in relation to flood risk management.

Contamination

779. Key policies and NPPF paragraphs – JCS 1, DM11, NPPF paragraphs 178-179-122.
780. A Phase I Desk Study/Preliminary Risk Assessment (PRA) has been submitted as a document supporting the application. An updated version of this assessment was subsequently submitted with the July set of amendments. The council's contamination consultant is satisfied that the PRA sufficiently characterises the site. The report identifies that former uses of the site may have resulted in contamination and recommendations are included within the report regarding the need for further intrusive investigation. In addition, the recommendations include an UXB survey of the site and gas and ground water monitoring. The Environment Agency and the council's contamination consultant has confirmed no objection to the development subject to conditions securing further contamination investigation/suitable remediation and verification; controls over infiltration SUDs, piling; asbestos survey of the site, controls over material disposal, controls over soil importation.

Equalities and diversity issues

781. The socio-economic section of the report includes reference to a number of features of the development which will seek to promote equality and diversity. In summary these include:
- Improved access to affordable housing - minimum of 10% affordable dwellings proposed.
 - -10% of new homes to comply to meet 2015 Building Regulations M4(2) for accessible and adaptable dwellings (replaces the Lifetime Homes standard).
 - -Improved access to new employment opportunities
 - -Level access across the development
 - -The provision and of public toilets including the provision of a Changing Places facility
 - -Public realm planned to be accessible and inclusive

S106 Obligations

782. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraphs 54-57.
783. The applicant has agreed to entering into a S106 Obligation with the council to secure the following:

Planning requirement	Details	Cost (where applicable)
Affordable housing provision	<ul style="list-style-type: none"> • Provision of min of 10% affordable dwellings 	

Planning requirement	Details	Cost (where applicable)
	<ul style="list-style-type: none"> • 85% social rent, 15% intermediate tenure. • Phased delivery of affordable units - with blocks B and C in phase 1, KL in phase 2 and the remaining in phase 4 	
Viability Review	<p>At the following stages:</p> <ul style="list-style-type: none"> - reserved matters stage - in the event of substantial delay in the development commencing - in the event of the development not being built out at an agreed rate. - fixed reviews at 30%, 60% and 90% occupancy of the development. <p>In the event of improved viability (profit level reaching /exceeding 16.5% of GDV) additional housing units to be secured on site unless the council agrees to financial contribution instead. In the case of final review additional affordable housing provision would be in the form of an affordable housing commuted sum.</p>	
Nutrient Neutrality	<ul style="list-style-type: none"> • Prior to the commencement of each phase of development purchase mitigation credits sufficient to mitigate the nutrient budget requirement for that phase • Not to commence until the council has confirmed available mitigation headroom and the payment for credits had been made. • Cost of credits to be indexed linked to CPI 	<p>£ 3,790,393.7</p> <p>(estimated using base cost only)</p>
RAMS Recreation Avoidance	£185.93 per dwelling - indexed linked	£231,924

Planning requirement	Details	Cost (where applicable)
EGI (Enhanced Green Infrastructure)	Payment to fund EGI on Wensum and Gildencroft Parks	£61,140
Car club	<ul style="list-style-type: none"> • Provision of car club spaces – min of 3 and subject to review up to 5. Active EV provision. • Funding of car club incentives for new (first) households (£100 per household) • Management and maintenance arrangements 	£110,000
Under the Flyover	<p>Phase 1 - Delivery of a public realm scheme for land under the flyover</p> <p>Either delivered directly by the developer or by the council with a commuted sum</p>	£288,688 (only payable in the event of the council delivering the scheme)
Public Toilet and Changing Places facility.	<p>Submission and agreement of Management Plan.</p> <p>Requirement for owners to construct, manage and maintain or procure the management and maintenance of the Public Toilets and Changing Places Facility in accordance with the agreed plan</p>	
Community Hub	<p>Submission and agreement of a management plan. To include</p> <ul style="list-style-type: none"> • Provision of 'village' hall (approx. 146 sqm (NIA) floorspace) for hire by public and residents. Scheme for fit out to include: fixtures - accessible toilet facilities, kitchen area and suitable furniture to provide for flexible use. • Community hub (approx.550sqm (NIA) floorspace) for use by public and residents including: <ul style="list-style-type: none"> ○ Toilet ○ Social spaces – to include social gathering areas, bookable meeting rooms/hot desk areas ○ cafe / kitchenette for refreshments 	

Planning requirement	Details	Cost (where applicable)
	<ul style="list-style-type: none"> ○Lift and stairs to mezzanine floor ○Managed parcel and foodshop deliveries (for onsite residents only) ○Reception area to manage bookings and residents deliveries • Management arrangement for all public facilities • 	
Anglia Square Management Plan	<p>Agreement and implementation of a strategy: measures to mitigate the impact of the development on existing businesses and tenants. To include:</p> <ul style="list-style-type: none"> • Payment of commuted sum to fund independent business advice and information regarding tenants and vacant floorspace. • Reasonable endeavours to allow continued occupation of current business premises (up until vacant possession is required on either health and Safety grounds or to allow demolition) • Reasonable endeavours to identify vacant floorspace (on site) and make available for displaced tenants. • To support continued access to site and business premises. • Provision of temporary signage • Proactive marketing including holding of events. • Updating and communication with tenants within the site and the local business community. 	£30,000
Employment and Skills Strategy	<p>To optimise the local labour supply chain and procurement:</p> <ul style="list-style-type: none"> • Reasonable endeavours to source site-based staff from the Norwich policy area • To liaise with local agencies for eligible staff positions • Covenant to offer training (NVQ or other work-related training) 	

Planning requirement	Details	Cost (where applicable)
	<ul style="list-style-type: none"> • Monitor and report. • Requirement to apply to subcontractors. <p>To optimise engagement with education - covenant to liaise with local agencies to arrange for secondary school pupils who are considering choice of GCSEs to visit the Development construction site.</p>	
Sustainable Communities Strategy	<p>Agreement and implementation of a strategy: measures for achieving an inclusive community and encourage social cohesion between the new and existing communities. Strategy to include (but not limited to) arrangements and measures for new residents, proactive marketing of Anglia Square as a shopping and community destination; measures to optimise community use of public spaces (including for events and cultural activities); measures to foster communication and engagement with the existing community (including residents, businesses, local organisations and charities).</p>	
Public access rights	<p>Agreement of a Public Realm Strategy and the requirement to manage and maintain the public realm for the lifetime of the development.</p> <p>Strategy to include: Delivery quality; maintenance and management body; delivery timeframe; construction period; use of the entire public realm (including access rights for the public at large on foot and bicycle and to foster use as a social and civic space); arrangements for carrying out works.</p>	
Healthcare Floorspace Reservation	<p>Blocks J3 (in phase 2) and F (in phase 4) Owner to notify Waveney ICS of commencement of phases 2 and 4</p> <p>Owners to undertake reasonable endeavours to liaise with ICS and enter into contract for lease of units within each phase for medical and health services.</p>	

Planning requirement	Details	Cost (where applicable)
	Owners to reserve the units for 6 months	
Total cost		£4,512,145.7

784. Planning obligations are required to meet statutory tests in regulation 122 (CIL Regulations 2010 as amended by the 2011 and 2019 Regulations). All the above matters are considered to pass these tests, being necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonable related in scale and kind to the development.

Local finance considerations

785. Section 75ZA of the Town and Country Planning Act 1990 requires that financial benefits information is included within planning reports. This requires benefits to be identified whether or not they are regarded as being material and a statement to be given about whether the benefit is considered material to the application.

786. The scheme proposed represents an approximate £280m investment in one of the most deprived parts of the City which will take place over a prolonged period. As such it will have considerable financial benefits in terms of direct and indirect employment during the construction period and a likely further increase in employment levels in the commercial space created and that arising from the spend of future residents. These impacts were considered fully in Main issue 6 of the report and are clearly material considerations in reaching a planning decision.

787. However, the scheme will give rise to other local finance considerations such as:

- A considerable increase in Council Tax revenues compared to the current situation. This would only be material to the planning decision if it were considered to help make the development acceptable in planning terms. Whilst the income raised may be significant the development will also create commensurate demands on Council services and in the absence of any evidence that any increase in Council Tax revenues will be directed into the area this impact is not considered material to the planning decision.
- A changed level of business rates income which is considered likely to be an increase on the current situation when the development is complete. In the absence of any evidence that any increase in business rates will be directed into the area this impact is not considered material to the planning decision.
- New Homes Bonus. At present the future of New Homes Bonus is uncertain so it is not known whether development of Anglia Square would result in financial benefit to the Council. In this situation this is not considered material to the planning decision.

- Community Infrastructure Levy. The development may give rise to Community Infrastructure Levy. The rates that it may give rise to are uncertain given that Levy rates may change over the duration of the scheme but at current rates the potential CIL liability of the proposed scheme is estimated at £7.74m. If generated 5% of this would be taken to cover administrative costs, 15% would go into the neighbourhood fund and be used at the City Council's discretion and 80% would be pooled into the Greater Norwich Growth Board to spend on strategic infrastructure priorities. The developers have indicated that the development as proposed would not be viable if the development was required to pay CIL. They have provided a viability assessment to demonstrate this and have indicated they will be applying for Exceptional Circumstances Relief (ECR) from CIL.

Such an application will require further information to be submitted that is not currently available (most notably an apportionment assessment between the different interested parties) and if it is recommended for approval it will need to be determined by Planning Applications Committee. It is important that any decision on whether to grant relief is taken at the right time and with access to full information. Therefore, members should not seek to come to a judgement on the acceptability of such relief being granted at this point. It should also be noted that ECR can only be sought in relation to 'chargeable development and it is expected that an initial application will relate only to the detailed element of the application and be a claim for full relief from £2.38m of CIL. Any applications for CIL relief for subsequent phases will need to be made following the consideration of reserved matters applications and will require updated viability information to be produced.

The availability (or otherwise) of finance to assist with the provision of infrastructure is considered to be material to determination of this planning application. In the circumstances and in the light of the evidence to date it is considered appropriate to assess the acceptability of the current proposals on the assumption that no CIL revenues will be forthcoming from the development to deliver infrastructure improvements to assist with ameliorating the impacts of the development at least in relation to phase 1 of the development and that the proposed sec 106 agreement allows these impacts to be managed satisfactorily.

- Other government grants. It is relevant to note that the City Council has entered a contract with Homes England and secured grant from their Housing Infrastructure Fund for £15m. As set out earlier in this report at paragraph 266, the Council is in technical breach of this contract at current time. In the event of planning permission being granted for a scheme which could benefit from this time limited funding, the council would immediately enter into discussions with Homes England to expedite an early review of the contract and seek amends to both milestones and deadlines, update the contract in light of the changes to the scheme and request an extension of time to the HIF funding Availability Period (to March 2025). Homes England remain supportive of the scheme and are positively engaged with officers but they have indicated that they will await the determination of the application before entering into detailed discussions about revisions to the contract. Should the funding be received it will be ring fenced specifically to fund the delivery of infrastructure designed to support delivery of the proposed development. How the Council can deploy

this funding is tightly controlled. Legal advice has been sought so all parties have absolute clarity on restrictions to ensure the funding is spent appropriately.

788. Whilst this matter is a material planning consideration it is not suggested that any weight is attached to it in reaching a planning decision as the viability assessment and officer assessment of the proposal is already predicated on the assumption that this funding will be forthcoming.

Conclusions and striking the planning balance

789. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Under paragraph 11d of the NPPF, in the event of a deficit in the 5-year housing land supply the tilted balance applies, planning permission should be granted unless there are 'adverse impacts which would demonstrably outweigh its benefits'.
790. Following the expiration of the Northern City Centre Area Action Plan and prior to the GNLP process concluding, there is no adopted policy specifically addressing the redevelopment of Anglia Square. Notwithstanding this, development plan policy is strongly supportive of the principle of redevelopment of this brownfield site and regeneration of this area is a long held strategic objective of the Council as expressed through prior development plan policies, associated guidance, and emerging Greater Norwich Plan policy.
791. The site was first identified for comprehensive redevelopment in the City of Norwich Local Plan (adopted 2004) and current JCS 11 (adopted 2011) firmly establishes the regeneration of the Northern City Centre, including Anglia square, as a strategic planning policy objective. More detail is given in the Anglia Square policy guidance note (PGN) although this dates back to 2017 and carries a lesser weight in the decision-making process as it is not part of the development plan.
792. The history of Anglia Square is pertinent. In the early 1980's Sovereign House was the workplace of 2400 people working for Her Majesty's Stationery Office (HMSO) and Gildengate House was full of office-based staff working for the Cabinet Office agencies. The positive impact of this level of employment should not be underestimated not only for the Norwich economy but importantly for footfall and vibrancy of Anglia Square as a busy office and shopping precinct. In contrast, looking at the situation today although economic activity exists at Anglia Square, it is limited and does not fulfil the potential of this key city-centre site. The current condition and vacancy of the buildings and site are 'synonymous with failure', creating challenges for both local businesses and the image of the wider city as a place for investment. Taken in a wider context, in the past decade sustained population growth in the city has not been matched by job growth. The Economic Development Manager in her comments to the application states: that to address deprivation and to foster sustainable growth, Norwich must support the growth of its business base and the increased economic participation and wellbeing of its residents. This will be achieved by increasing the number of jobs available and by delivering an appropriate modern housing offer and sufficient local amenities in vibrant city centre locations. Therefore, it must attract investment and businesses to redevelop redundant brownfield sites and buildings,

revitalising the city centre and presenting an attractive and successful city in which to live, work and study.

793. The steady deterioration in the appearance of the site and the condition of Sovereign House and the multi-storey car park in particular makes the case for re-development even stronger now than when the JCS was first adopted and since the determination of the last application nearly three years ago. The National Planning Policy Framework advocates maximising the efficiency in the use of land and increasing densities in central locations which are well located. However, the planning application history for Anglia Square, is one that has failed to unlock this site for regeneration despite the agreed consensus that re-development is needed and is a priority. The Secretary of State in his decision letter agreed with the findings of the planning inspector that the current condition of the site is a barrier to investment and that significant weight should be attached to the public benefits of securing regeneration of this strategic brownfield site. This history of failed planning applications adds to the considerations developers have when contemplating whether to bring forward schemes for brownfield sites within the city and which are already constrained by physical and environmental complexities. The site is large, highly constrained and supports an operational district shopping centre. Comprehensive re-development requires the demolition of one of the largest buildings in Norwich (riddled with asbestos), extensive archaeological investigation, and contamination remediation. The costs of developing this site are therefore exceptionally high. However, the time lag between costs being incurred and new development being able to be sold is considerable, and current values in this part of the city are low. In this circumstance the evidence is clear that viability constraints mean that any regeneration of the site will involve compromises to be made and subsidies to be provided. A scheme that is not viable will be unlikely to be delivered at all.
794. The Economic Development Manager has stated that a continuance of failed planning applications will mean that 'Anglia Square will be cited as a high-profile failure which sends a negative message about the city to owners/developers of other sites and to prospective purchasers. Semi-derelict, empty buildings and undeveloped brownfield sites send a message of neglect, underinvestment and deprivation; they do not demonstrate a vibrant, successful city with a great lifestyle offer that will attract new businesses and talented workers'. In this context, a positive decision on a scheme, where it is shown that there is a very good prospect of delivery, is capable of reversing the process of decline and increase confidence in the northern city centre for wider development. The prospect of delivering a scheme which unlocks development leading to regeneration benefits within the northern city centre is capable of being attributed significant weight in the planning balance.
795. The proposal represents the largest development scheme proposed in the city centre for decades. The £280million investment will: enhance the physical appearance, the retail function and overall vibrancy of the site; create a new residential quarter at Anglia Square which will have good connectivity to the existing surrounding community and city centre and boost the city's housing supply and confidence in the northern city centre as a location for wider re-development. JCS 11 identifies Anglia Square as an 'area of change' for mixed development and the proposal in terms of scale and ambition is capable of delivering the policy objective of comprehensive regeneration.

796. The proposed 1100 dwellings will make a very substantial contribution to housing supply in the city. This residential-led scheme will directly support the housing delivery objectives of JCS4 and the NPPF in terms of significantly boosting the supply of homes. The quantum proposed represents 2.3 years of Norwich's annual housing delivery target at a time that the Greater Norwich authorities cannot demonstrate a five-year housing land supply against the JCS housing targets. Housing delivery is afforded substantial weight in the planning balance. Furthermore, although the amount of affordable housing is below policy compliant levels, the 10%, mostly social rented tenure, will make a very substantial contribution to addressing housing need in this part of the city. The proposed 10% level of affordable homes is an absolute development requirement, and the proposed S106 Obligation makes provision for this number to be increased in the future if viability of the scheme improves in time.
797. This quantum of housing delivery relies on building at both high densities and at heights taller than other residential development in the locality. The NPPF in terms of achieving well designed places, indicates that planning decisions should ensure that developments are sympathetic to local character and history while not preventing or discouraging appropriate change (such as increased densities). In relation to promoting effective use of land in meeting the needs for homes, the NPPF requires this to be achieved while safeguarding and improving the environment and ensuring safe and healthy living conditions.
798. Heritage impact, design and residential amenity were at the centre of the assessment of the previous call-in application. The Secretary of State (SofS) in his decision letter referred to a number of aspects of the scheme which he considered conflicted with the adopted development plan. These have been addressed in paragraphs of this report and it is material to hold in mind which policies the SofS found conflict with when assessing the extent to which the proposed development is judged to comply with the adopted plan. The SofS found the previous scheme was not in accordance with the development plan as follows - policies JCS1, DM1 and DM9 in relation to the preservation and enhancement of heritage assets; with JCS2 and DM3(a)(c) and (f) concerning design, DM12(b) in relation to heritage impacts, DM18 as it relates to DM1, and DM2 and DM13 in relation to residential amenity. The resubmitted scheme seeks to address these issues and officers consider that, in the main, it does this successfully.
799. In the following paragraphs the DM1 Sustainable development principles for Norwich, are used to assess and provide a concluding overview of the proposed development along with compliance with related DM policies.

DM1 - 1st bullet point - enhance and extend accessible opportunities for employment, education, and training, stimulate competition and support business whilst enabling balanced, sustainable economic growth in the Norwich economy:

800. The existing shopping centre is outdated, has limited capacity to serve a large district centre function and the office buildings are no longer fit for purpose and have no viable future. The replacement of the existing commercial floorspace with modern premises suitable for a mix of town centre uses and new housing, will enable the new centre to support the long-term viability and vitality of the wider Anglia Square/Magdalen Street large district centre. Although the development will result in a reduction of commercial floorspace on the site, the proposal which

focuses new units around a newly configured community/shopping square and along the frontages of primary routes, will enable the location to continue to act as a focal point with the range of units sizes and uses proposed and the delivery of a new food store in phase 1 meeting day to day shopping needs. Significantly the introduction of a new residential quarter to the large district will increase the demand for retail and other services boosting footfall and expenditure.

801. Following development, a net gain of around 104 FTE jobs is predicted. Taking into account indirect job generation this gain increases by around 70FTE jobs (average).

This will strengthen the economic base of the northern city centre and enable this part of Norwich to contribute to the city's regional role as a focus for retail and employment. During the eight-year construction programme the development is predicted to create 204 direct construction jobs per annum and a further 207 indirect and induced jobs. In addition, the duration of the construction project will enable a number of fully completed apprenticeships to be delivered. This is particularly important as it will provide the opportunity for local residents to benefit from training and career opportunities.

The benefits to the broader Norwich economy have already been described in paragraph 205 of the report. The development is likely to act as a catalyst attracting further new investment into the city which could transform the myriad of stalled brownfield city sites.

802. In terms of DM 1 i), it is judged that the development will have a significant long term beneficial impact on the Anglia Square and Magdalen Street Large District Centre, the northern city centre and the wider Norwich economy. Accordingly, the development positively shows compliance with the following policies – JCS policies 5, 8, 11, 19, DM1, 16, 18 and 20. Significant weight should be attached to these economic benefits in the planning balance.

DM1, 2nd bullet point - Protect and enhance the physical, environmental and heritage assets of the city and to safeguard the special visual and environmental qualities of Norwich for all users:

803. The preceding assessment has considered in detail the extent to which the current proposals for the development of Anglia Square fulfil the legislation and policy that govern planning decisions in relation to matters of heritage impact and design quality. The key development plan policies are JCS2, DM1, DM3 and DM9. NPPF sections 12 and 16 are also material considerations. The Planning (Listed Buildings & Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving listed buildings and to give special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.
804. This exercise necessarily acknowledges that the current condition of the site and the judgements made by the Secretary of State when he refused planning permission for the previous call-in scheme are material considerations.
805. There is a consensus that the Anglia Square site is in a poor condition and is capable of being dramatically improved by development. The current site condition is the baseline against which judgements of improvement or harm should be

made. Currently present on the site are bulky buildings of up to eight storeys that are empty or underused and visually and physically deteriorating (especially Sovereign House, the cinema, and the multi-storey car park). The historic street pattern was obliterated when Anglia Square was built and people moving through the site on foot encounter dark and convoluted passages, interrupted sightlines and a split-level circulation arrangement with staircases leading to little used car parking spaces at the upper level. The west part of the main site and the land to the north and west of Edward Street lack buildings and host visually intrusive surface car parking.

806. The site lies within the city centre conservation area and the setting of a range of listed buildings within it. The development will necessarily change the setting of those assets and the contribution the setting makes to the appreciation and significance of those assets, albeit to a much lesser extent than the call-in scheme.
807. Harm to the significance of two designated heritage assets due to a change to their setting has been identified (at the lower end of the spectrum of less than substantial) – St Augustine’s Church and 2-12 Gildencroft. This needs to be given great weight in the decision, especially in relation to St Augustine’s Church with its grade I status. The complete loss through demolition of the non-designated assets 43/45 Pitt Street and the warehouse to the rear of 47-51 Pitt Street will also arise. The Framework requires any harm to, or loss of, the significance of a designated heritage asset (including from development within its setting) to require clear and convincing justification.
808. Set against this harm are benefits to the historic environment, and wider regeneration benefits. The following listed buildings benefit through the replacement of poor-quality buildings or surface car parks that harm their setting currently with better-quality buildings and new active street frontages: 71 Botolph Street, Former Church of St Saviour, 31-35 Magdalen Street and Gurney Court, Former Church of St James, Colegate Group and the Anglia Square Group. It is acknowledged that the buildings proposed on the site are generally of a larger scale than those that characterise the conservation area generally. This is in part a response to viability considerations and a desire to optimise the quantity of accommodation in this highly sustainable location, but also reflects the more heterogeneous nature of the Anglia Square character area and its recent history as a place of bold architecture that elicits affection from many people who live and work in the area.
809. Several aspects of the development mean that even with this scale and density of buildings the development has been found to have a moderately beneficial effect on the heritage significance of the Norwich City Centre Conservation Area. In forming this conclusion, the management and enhancement policies in the City Centre Conservation Area Appraisal have been considered:
- **Reinstate historic street patterns, especially an historic route between Magdalen Street and St Augustine’s Street** which is achieved to a large extent and is a considerable benefit to the conservation area through the proposed alignment of Botolph Street and St George’s Street, celebration of Stump Cross and the echo of Rose Yard.

- **Remove negative landmarks, such as Sovereign House and Gildengate House** which is achieved by demolishing both and also the multistorey car park
- **Preserve and enhance views of citywide and local landmarks and visually reconnect the northern City to the area south of the river through development at Anglia Square** will be partly achieved by celebrating the tower of St Augustine's Church in the restored alignment of Botolph Street. Views of citywide landmarks are preserved.
- **Appropriate scale of new buildings– In areas of low significance (such as Anglia Square) the prevailing scale of existing traditional buildings should be respected but the careful siting of taller buildings and use of larger scaled buildings in appropriate locations will be encouraged, provided they do not negatively impact on important views of citywide and local landmarks or affect the setting of listed buildings.** The proposals have been informed by a detailed study of the historic context of the area, which has enabled the taller and larger scaled buildings(?) to be appropriately located in a way that is consistent with the qualified encouragement for such buildings in this management policy. The scheme minimises the potential for jarring relationships with neighbouring streets and buildings through more modestly scaled buildings on the site edges. However, some harm to the significance of St Augustine's Church and 2-12 Gildencroft has been found though the effect on their setting, to the lower end of the scale.
- **Respect existing scale of buildings where Anglia Square meets existing development along Magdalen Street** is achieved through the development of a well-designed new four storey building on the Magdalen Street frontage on a recessed building line that replaces the visually poor building that currently occupies this part of the street.
- **Appropriateness of large-scale buildings near the ring road** is a permissive policy approach that was not supported by the Secretary of State in relation to the call-in scheme and therefore the current scheme features buildings that range between four and eight stories, with the tallest element set well-back from the road.
- **Retain the significant open space of Anglia Square** is a key part of the scheme and its new incarnation will be much more attractive space than the current space.

810. There are several other benefits to the city centre conservation areas that are not explicitly derived from management policies within the conservation area appraisal: planting trees and other vegetation across the site; developing surface car parks into positive built frontages, including the site to the north and west of Edward Street where blocks B and C are proposed; providing St George's Gardens as a residential open space to complement the more commercial Anglia Square public space and disconnecting Anglia Square from the flyover by demolishing the Upper Green Lane bridge.

811. The judgement made by the Secretary of State in relation to the call-in scheme are a material consideration in relation to the assessment of the current scheme, bearing in mind the reduced scale and impact of the current proposals. The Secretary of State found that while the benefits of the call-in scheme were sufficient to outweigh the less than substantial harm to the listed buildings when considered individually, they did not do so when considered collectively, given the range and number of heritage assets that were affected. He therefore found the proposals would conflict with policy DM9 DM1 and JCS1.
812. The applicant has sought to address these objections to the call-in scheme in both the commercial development brief and design of the proposed scheme. Of particular note is the absence of a twenty-storey tower, the general reduction of the amount and height of development and the breaking down of the previous 'monoliths' into smaller blocks. Compared to the call-in scheme the total amount of development proposed in GIA terms has been reduced by 35%. The height of blocks on Pitt Street and St Crispins have all been reduced to fit in terms of scale with surrounding development. Blocks on St Crispins of 4-8 storey (previously 7-10) are now comparable in scale to St Crispins House (extended up to 8 storey) and Cavell House (5 storeys). Given the reduced massing the 'zone of visual influence' has also reduced. It is therefore notable and disappointing that Historic England and (to an even greater extent) SAVE have failed to acknowledge the benchmark judgements of the Secretary of State and the planning inspector when asserting that heritage assets will be harmed in the current scheme to a greater extent than the secretary of state and planning inspector found the call-in scheme would have harmed them. Examples are Doughty's Hospital, buildings on Magdalen Street and the city centre conservation area as a whole.
813. When comparing the Council's assessment of the call-in scheme (in the planning committee report and proof of evidence at the inquiry) with the current scheme it is concluded that many listed buildings that would have had their significance harmed under the call-in scheme will now experience no harm, including several that were cited by the Secretary of State in his decision letter. The two listed buildings that will still experience harm under the current scheme are St Augustine's Church and 2-12 Gildencroft and this should be given great weight.
814. In the call-in scheme there was no break in the frontage and there were six height modulations overall rather than nine as proposed now. The height of the buildings directly on Pitt Street ranged from five to twelve storeys, with a twenty-storey tower strikingly prominent within the view from the churchyard and the setting of the buildings in the call-in scheme. Given the dramatic reduction in the scale and mass of building within the setting of these heritage assets it would follow that the assessment of impact and harm will be commensurately lower. In the case of both heritage assets the degree of harm in NPPF terms is now towards the lower end of the less than substantial category.
815. When considering the impact on visual receptors modelled in relation to the forty viewpoints, twenty are beneficially affected, nineteen experience no, negligible or neutral effects and only one is adversely affected.
816. In regard to heritage impact, the requirement in DM9 to "have regard to the historic environment and take account of the contribution heritage assets make to the character of an area and its sense of place" and to "maximise opportunities to

preserve, enhance, or better reveal the significance of designated heritage assets” is considered to be met.

Design

817. The scheme has been assessed against a design quality framework that organises local plan policies under the thematic structure of the National Design Guide and National Model Design Code. These connections between the design policy criteria are expressed in the table immediately after paragraph 514 in section 7 of this report.
818. **Context** (incorporating DM3b, DM3c, DM3e, DM3h, DM9) – Although the buildings are generally taller and have a larger footprint than historic buildings near the site, the scheme responds to the surrounding context by reducing the height of the buildings at the edges where they relate most closely to historic streets and heritage assets; keeping all buildings below the height of the tallest building currently on the site and constructing building facades from brick, which is the most common local building material. There are areas of relatively intact historic townscape adjacent to the site, but the overall context is heterogenous, and the “gritty” and “robust” character of the existing Anglia Square contributes to its sense of place and has influenced the bold approach to the design of some of the proposed buildings in gateway locations. The (re)introduction of a street network that integrates with historic streets and frames views of historic buildings and streets will make a considerable and positive contribution to integration of the scheme into the context. The assessment of impact on heritage assets concludes that most experience a beneficial or neutral impact, which demonstrates that integration with the surrounding context has been handled sufficiently well.
819. **Identity** (incorporating DM3a, DM3b, DM3c, DM3e, DM3f, DM3h, DM7, DM9) - Attributes that create an attractive and distinctive identity are the strong network of streets, alleys, yards and squares, with Anglia Square itself to feature a bold paving treatment and canopy design; the consistent use of a brick palette; and focal buildings with a distinctive architectural treatment (especially block D, block K1 and block L). More variety within the architecture is needed and reserved matters applications for the outline part of the scheme present an opportunity to achieve this, with particular attention needed to the balcony design and the way the thresholds to residential entrances meet the public realm.
820. **Built form** (incorporating DM3a, DM3c, DM3d, DM3e, DM3f, DM9, DM12) - The built form mostly offers a coherent pattern of development by positioning buildings as perimeter blocks framing streets and squares that connect well to the surroundings. The resurrection of Stump Cross on Magdalen Street with its new buildings and building lines framing the north and west edges of the space will be a notably beneficial aspect of the built form. Taller buildings within the site follow a predominantly north south axis. There are places where taller north south building elements meet each other across streets and alleys and this creates an uncomfortable height to width ratio that could feel oppressive in places, although could have benefit in accentuating the thresholds to entering large spaces such as St Georges Gardens. The least coherent part of the site will be the south-west because the new buildings will have an awkward relationship with the retained Surrey Chapel.

821. **Movement** (incorporating DM2, DM3d, DM3g, DM3i, DM28, DM31) - The accessible movement network is a particularly strong feature of the scheme design, which maximises the benefit derived from the density of development in a highly sustainable location and is a radical improvement on the current impermeable site condition. On the edge of the site there will be improvements to the capacity of bus stops on Magdalen Street; new crossings on New Botolph Street and Magdalen Street; a new route along the south edge of the development that benefits from the removal of the bridge connection to the flyover; widened footways on Pitt Street, Edward Street and Magdalen Street and improvements to the design of the northern approach to the St Crispins crossing that include the conversion of the slip road from St Crispin's Road into public realm. Within the development new primary street connections between Magdalen Street and St Augustine's Street (Botolph Street) and between the St Crispin's crossing and Edward Street (extension to St George's Street) will create convenient and attractive traffic free movement routes. The extension to St George's Street will provide a high quality (LTN1/20 compliant) section of the yellow pedalway where cyclists and pedestrians have their own space. Several secondary and tertiary routes will add to the traffic free movement options.
822. **Nature** (incorporating DM3d, DM3g, DM3h, DM3i, DM3j, DM5, DM6, DM7) - The features of the scheme that enhance and optimise nature and the extent to which safe, social and inclusive public spaces will be created are explained in the comments made by others on the scheme, which are generally positive, especially by comparison with the barren, convoluted and semi-derelict spaces that currently exist on the site.
823. **Uses** (incorporating DM2, DM3c, DM3d, DM3e, DM3g, DM3h, DM12) - A residential population will be introduced into Anglia Square for the first time with a positive effect on the mix of uses. It will likely increase footfall and vitality to the businesses within Anglia Square and the wider large district centre; community safety will improve due to the passive surveillance provided by people looking out from their homes and moving to and from them in the public spaces; and there will be more people to care about the place. Better quality replacement commercial space within buildings will be provided, lining Botolph Street and Anglia Square and animating those key public spaces. The infusion of activity and vibrancy should help Anglia Square return to its prime that was to some extent lost when the office populations in Sovereign House and Gildengate House disappeared. The community hub will provide valuable meeting space and a Changing Places toilet will offer a vital facility for people with disabilities and their carers. There to be scope for live / work accommodation to be introduced into yards that form part of the outline application.
824. **Homes and buildings** (incorporating DM2, DM3d, DM3g, DM3h, DM3i) - All homes will meet nationally described space standards and all new residents will have access to private and/ or communal amenity space. Where homes are not accessed directly from the street, they will be accessed via a communal core serving around nine homes. On-site communal facilities including; residents' gardens and the community hub along with entrances and bike stores, provide the opportunities for neighbours to meet and interact. Internal amenity conditions are considered in paragraph 836 of the conclusion but overall the new homes are judged to be satisfactory in terms of their function and design and capable of promoting a healthy and sustainable community.

825. **Resources** (incorporating DM3i, DM3j, DM4) - Developing intensively in a highly sustainable location is the main aspect of the scheme that will make an efficient use of resources by avoiding extra development on greenfield land that would generate much higher levels of vehicular movement. Policy requirements for energy saving in operational use will comfortably be exceeded by the deployment of air source heat pumps throughout the development. The technical guidance on avoiding overheating is met. The material employed in the construction process will have high embodied energy, but there are no adopted planning policies that would allow this to be resisted.
826. **Lifespan** (incorporating DM3i, DM3j, DM12) - The scheme's lifespan is connected to the risk of future obsolescence. The original Anglia Square development failed in part because of its complicated, inter-connected and high maintenance servicing infrastructure. A replacement scheme that reverted to more traditional plot-based individual buildings lined along streets would have maximised future adaptability and resilience. However, this would constrain the potential density of development on the site that provides the homes to serve residential need, boosts the economy of the large district centre and exploits the opportunities for sustainable movement patterns. The proposed scheme is more adaptable than the current development because it features thirteen freestanding buildings and two retained buildings, surrounded by attractive public realm exploiting natural desire lines, with servicing mainly on the street and no upper-level vehicular routes that depend on the continued existence of the flyover.
827. The scheme has been assessed against the design and historic environment legislation and policies that apply, particularly the Planning (Listed Buildings & Conservation Areas) Act 1990 and development plan policies JCS2, DM3 and DM9, in association with the latest government guidance on design in the National Design Guide and National Model Design Code. Sections 12 and 16 of the NPPF have also been treated as key material considerations. The importance of optimising the density of the scheme in a highly sustainable location to provide homes to meet demand and commercial space to support the function of the large district centre has to some degree compromised aspects of the design. However, the scheme is sufficiently well-designed, enhancing most heritage assets, including the city centre conservation area, by responding to its surroundings and development history, establishing visual connections to assets outside the site as extensions of new streets on similar alignments to their predecessors, providing attractive public spaces and featuring distinctive buildings that mark significant locations. Construction will transform a blighted and underperforming part of the city centre. Opportunities for further improvement exist through the submission of any reserved matters applications.

DM1 3rd bullet point - help to combat the effects of climate change and achieve national and local carbon reduction targets by making the most efficient practicable use of resources, minimising the overall need to travel, reducing dependency on the private car and high-emission vehicles and ensuring ease of access to facilities and services for all users both now and in the future:

828. The application site is one of the most sustainable sites in the city for development. New residents will have direct access to shops, cafes and other services within the centre and will be able to conveniently access the city centre for employment, higher order shopping, leisure and cultural activities. Cycle

networks and bus routes passing along Magdalen Street will benefit residents, shoppers, and visitors to the centre. The location of the site provides the very best opportunities for reducing the overall need to travel and reducing dependency on private cars. The removal of public parking, a significant amount of which is used as commuter parking will promote more sustainable travel to both the district centre and city centre. The level of residential parking is low in policy terms. A range of measures are proposed to promote sustainable travel, including residential and commercial travel plans, cycle parking, the provision of car club spaces and EVCPs.

829. The energy strategy for the development includes the provision of air source heat pumps to meet 56% of the required energy for the whole development, exceeding the minimum requirement set out in JCS 3. It is proposed to exceed the requirements of current/amended Building Regulations. Although the proposed scheme development relies on the demolition of substantial existing buildings and structures, the retention and re-use of these buildings would be impractical and militate against comprehensive redevelopment.
830. A comprehensive landscape scheme for this site which is currently devoid of green areas is included in the proposed scheme. The landscape is multi-layered including soft planting at ground, podium and roof level. A substantial level of tree planting is proposed within and on the edges of the scheme, beneficial to the streetscape, air quality and the environment. The landscape strategy, which also includes podium gardens and extensive green roof provision, will contribute to sustainable urban drainage management, biodiversity net gain and reducing urban heating. These environmental aspects of the development positively support this DM1 principle as well as other the following development policies JCS 1,2, 3, 6 and DM3 i) j), DM5, DM6, DM7 DM11, DM28 and DM31

DM1 - 4th bullet point - provide for a high level of safety and security, maximising opportunities for improved health and well-being and safeguarding the interests of the elderly and vulnerable groups:

831. The existing precinct is split level with poor access to the upper deck. The re-planning of the site provides the opportunity to create well used streets and public spaces which are accessible to all and, alongside natural and passive surveillance from new residential uses, will discourage crime and antisocial behaviour. The proposed public realm is designed to function as community space, for sitting, socialising and play and it is important that these spaces are delivered at a high standard. One of the aims of the proposed Sustainable Community Strategy will be to ensure that these spaces are used for the benefit of the local community. The scheme includes provision for 10% affordable homes, 10% of homes to be adaptable and accessible, public toilets and a Changing Places facility. These measures in combination are beneficial to health and wellbeing and inclusivity. These aspects of the scheme positively support this DM1 principle and the following development plan policies JCS2, 6, 7 and DM3 d) and g)

DM1 - 5th bullet point - help to promote mixed, diverse, inclusive and equitable communities, by increasing opportunities for social interaction, community cohesion, cultural participation and lifelong learning.

832. The development will result in the creation of a substantial new residential community. It is proposed that a minimum 10% of new homes will be affordable.

The local letting policy, the Sustainable Community Strategy, the Anglia Square Management Plan, and the Local Employment Strategy are important to the achievement of JCS spatial planning objective 4, of ensuring that development brings benefits to local people, especially those in deprived communities. The development with these measures in place is predicted to reduce levels of deprivation in this part of the city and significant weight can be attached to this outcome.

833. When judged against the sustainable objectives set out in DM1 the development performs well in regeneration terms. Furthermore, many of the objectives identified in the Anglia Square PPGN are also met by the development. These include; improving open spaces and public areas, reinvigorating the local economy; revitalising the retail and service provision; providing significant levels of housing; enhancing community facilities, improving public transport facilities pedestrian and cycle movements.
834. The assessment has identified a number of negative impacts resulting from the development or aspects of the scheme that would benefit from being improved. These include: daylight/sunlight conditions in certain location within blocks; impact of the development on existing residents living in close proximity to the site and the impact of the construction phase on existing tenants and users of the site.
835. Given the importance of living standards and the criticism directed towards the call-in scheme, this scheme, proposes a design and layout which achieves: a higher number of dual aspect units (around 50% rather than 25% as previously); smaller residential clusters and shorter access corridors with at least one window providing natural light (aspects the SofS identified as deficient). A greater effort has been made to provide flats with external amenity space either at street, podium, terrace level or through the provision of a balcony. These design measures have increased the variety of flats and added value to prevailing amenity levels. Notwithstanding, the number of single aspect dwelling remaining relatively high and the constrained light levels in parts of the development, the overall approach is considered acceptable given nature of scheme and densities which would be expected in a city centre scheme such as this. Although it would be beneficial for improvements to be made to a number of the proposed flats, the overall internal and external amenity conditions achieved are considered appropriate for city centre living and in accordance with DM2 and DM13.
836. In terms of impact on neighbouring properties this is one area where some conflict has been found with DM2 and DM13. Paragraph 666 sets out the constraints that some of these properties themselves pose in terms of light levels. Avoiding such impact would require very substantial changes to the height of development with a knock-on effect on viability. Furthermore, the negative impact on these properties needs to be weighed against the benefits of neighbouring unsightly land and buildings being developed and subject to public realm improvements.
837. In relation to the impact of the construction phase on existing tenants and the surrounding neighbourhood. Existing buildings on the site do not have a viable future. The vacant buildings blight this part of the city centre, and the condition of the shopping premises creates significant uncertainty for existing businesses. Both the scale and linked form of construction of the existing precinct present considerable challenges in terms of minimising disruption. Phasing will allow parts of the centre to remain open and operational for as long as possible and limit the

scale of demolition and construction taking place at any point in time. However, a consequence is that periods of large-scale demolition will feature over a 5-year period, and construction operations will be continuous for even longer. Furthermore, given the physical linkages of parts of the precinct, demolition in one sector of the site can impact on the function of another, meaning that disruption associated with one phase spills over to other parts. A number of planning conditions and S106 requirements are proposed to limit environmental nuisance and business disruption but a long build out project such as this will have a local impact and at times this may be challenging. However, in terms of the lifetime of the development and the wider benefits it will bring these impacts will be short-lived.

838. To weigh against these matters are the broad regeneration benefits of the scheme. The proposal represents a highly significant inward investment. With developer costs in the order of £280million, the council's Economic Development Manager has stated this level of investment will be a 'statement of confidence in the city of Norwich and boost the city's profile and attractiveness to inward investment'. The investment will:
- after two decades, unlock a large-scale brownfield site for regeneration
 - remove highly prominent unsightly vacant buildings, that currently blight the northern city centre;
 - enhance the physical appearance of the site through the construction of high quality buildings, streets and public realm that have regard to both the historic environment and the unique character of Anglia Square
 - boost the city's housing supply through the creation of a highly sustainable residential quarter which will have good connectivity to the existing surrounding community
 - provide much needed affordable homes, the majority of which will be delivered in the first two phases of the development (46 in phase 1 and 28 in phase 2)
 - through the introduction of new housing and improvements to the quality and viability of the retail offer at Anglia Square, support the long-term role and vitality of the Anglia Square and Magdalen Street Large District Centre
 - create much-needed local employment for Norwich residents including construction jobs with apprenticeship opportunities and skills training in the eight-year building development stage.
 - deliver outcomes capable of having a permanent, moderate to major beneficial impact on levels of deprivation in this part of the city.
 - supply a much-needed stimulus to rejuvenate other neglected or derelict sites within the city.
839. Due to the nature of the development proposal considerable evidence has been provided in relation to both development viability and alternative development options.

840. The applicant's previous and latest viability assessments have been thoroughly reviewed by Avison Young on behalf of the Council. They advise that at this stage there is no reliable viability evidence to substantiate the provision of higher levels of affordable housing than the 10% proposed and at this level, profit is well below industry targets. The applicant has indicated that the scheme is viable and deliverable and that in the event of planning permission being approved they will bring the scheme forward. Given reliance on HIF funding development would start later this year. There is no evidence that in the event of this development not proceeding that a viable alternative development would follow in short succession.
841. There can be no certainty about what would happen in the event that the proposed scheme does not proceed. The site has suffered from considerable levels of dereliction of decay for over 20 years and in the light of the evidence provided by the examination of alternatives and the viability assessment it is considered that, due to the very high costs of redevelopment and the constraints imposed and revenues generated by the current uses on the site, the mostly likely outcome should the proposed development not come forward and that the site will continue to be managed in the way it has been for the past 20 years with minimal investment in the physical fabric of Anglia Square with the resultant continuation of the gradual decline of the centre and the blight it brings to this part of the northern City Centre area.
842. Approval of the previous scheme was finely balanced. The situation now is more heavily weighted towards an approval. The extensive regeneration of this site, as proposed, offers significant benefits to this part of the city centre, and would undoubtedly draw additional investment into the wider city. The scheme, which is considered to include a beneficial mix of uses for the site, delivers against a number of planning policy requirements and the social, economic, and environmental benefits which would arise are positive, multiple, and demonstrably outweigh the harm that arises from the development to the setting of 2 listed buildings (both at the lower end of less than significant), the loss of a locally listed building, and impacts on neighbouring amenity in terms of daylight levels. The scheme represents a noticeable improvement on the call-in scheme, which itself was recommended for approval by planning applications committee, and an independent Inspector upon first call-in. Furthermore, applying the tilted balance (based on NPPF paragraph 11d) the weight would be significantly in favour of approval.
843. For the above reasons the scheme is recommended for approval subject to conditions and a Section 106 agreement.

Recommendation

844. To **approve** application no. 22/00434/F - Anglia Square including land and buildings to the north and west and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of affordable housing and matters listed in paragraph 784 and subject to the following conditions:

No	Conditions
1	Time limits
2	In accordance with plans, drawings and details

No	Conditions
3	Details to be approved (detailed blocks) – external materials, windows/ reveals, eaves and verges, louvres, doors, balconies, external flues etc, rainwater goods, street signs and lettering and shopfronts,
4	Details to be approved (detailed landscape) – hard and soft, play, ecology enhancements, public art, street furniture and management arrangements
5	Details to be approved - new canopy for Anglia Square
6	Detailed blocks - noise attenuation (for dwellings)
7	Details to be approved - Block B: boundary wall treatment /gateway leading to St Leonard play area
8	Blocks B - small mammal gaps
9	Outline elements – reserved matters to be approved layout, external appearance and landscaping
10	In accordance with parameter plans – additional details at RM, noise assessment (external spaces), BNG report, fire statement, Arboricultural Impact Statement formation of access from St Crispins Road
11	In accordance with phasing plan
12	Limits - maximum quantum of floorspace and dwellings
13	Reserved matters for blocks G, H and E to include a minimum amount of floorspace for commercial uses: Block G – min 420sqm GIA on the Anglia Square/Botolph Street frontage; Block H – min 360sqm GIA on Anglia Square frontage + min of 160sqm GIA on Botolph Street frontage; Block E – min 80 sqm GIA on Botolph Street frontage
14	Block M - provision of foodstore (min 559sqm) limitation on sale % non-convenience goods
15	Block D – provision of community hub floorspace (550sqm hub, 146sqm community hall)
16	Block A and KL - provision of 3 x large format units - limited to Class E(a)
17	Provision - minimum of 200 sqm. (Gross Internal Area (GIA)) of floorspace for purposes within Use Class E(b) food and drink and/or Sui Generis drinking establishments with expanded food provision
18	The commercial floorspace shall include a minimum of ten units, each with a ground floor area between 70 and 150sqm (NIA)
19	Construction and Environmental Management Plan – submission, approval, implementation
20	Demolition statement - submission, approval, implementation
21	Clearance of trees/hedges etc - outside of nesting season (standard condition)
22	Demolition and Construction Traffic Management Plan and Access Route
23	Archaeology - requirement for written scheme of investigation (WSI). Implementation in accordance with WSI
24	Warehouse to rear of 47-51 Pitt Street - historic building recording – bespoke, to be agreed
25	Warehouse to rear of 47-51 Pitt Street – requirement for WSI for the controlled and supervised dismantling
26	Three parish boundary markers on the side wall of 53-55 Pitt Street - to be stored and reinstated on the new buildings in as close to the same location as possible
27	Lifting, safe storing and re-using of the cobble setts on Botolph Street
28	Contamination - investigation, remediation, verification

No	Conditions
29	Unknown contamination – standard condition
30	No drainage system for the infiltration of surface water drainage into the ground is permitted other than with the express written consent
31	Piling operations requirement for Piling Method Statement shall be submitted to and approved
32	Surface water drainage / flood risk condition as required by LLFA
33	Flood warning and evacuation
34	Scheme for on-site foul water drainage works, including connection point and discharge rate,
35	Phases 3 and 4 – further noise impact assessment to establish noise attenuation requirements
36	Phase 4 – further air quality monitoring to establish need for mitigation measures
37	Conditions required by local highway authority in relation to phasing of off – site highway works Including (but not limited to): Phase 1 – New Botolph Street and Edward Street crossings Phase 2 - Magdalen Street improvements including to bus stops and passenger waiting and new crossing Phase 3 - Cherry Lane and new St Crispins access Phase 4 - Pitt Street frontage Plus: street frontage improvements, protection of visibility splays
38	Details (each phase) bike and bin stores
39	Details (each phase) Delivery and Servicing Management Plan
40	Electric vehicle charging provision
41	Limitation on use of residential parking - no use as commuter or contract parking
42	Demolition of Sovereign House prior to any part of Blocks E, EF, F
43	Details - crime prevention measures
44	Details - flues/extraction for any food/drink uses
45	No PD - Plant/machinery – details required
46	No PD – Communication apparatus /antennae
47	Compliance - 10% - M4(2) of the 2015 Building Regulations for accessible and adaptable dwellings.
48	Compliance - 110 litres/person/day water efficiency set out in part G2 of the 2015 Building Regulations for water usage.
49	Scheme – water efficiency for non-residential units
50	Compliance – National described space standards
51	Travel plan - residential
52	Travel plan - commercial
53	Scheme – Heritage interpretation

Informatives, including:

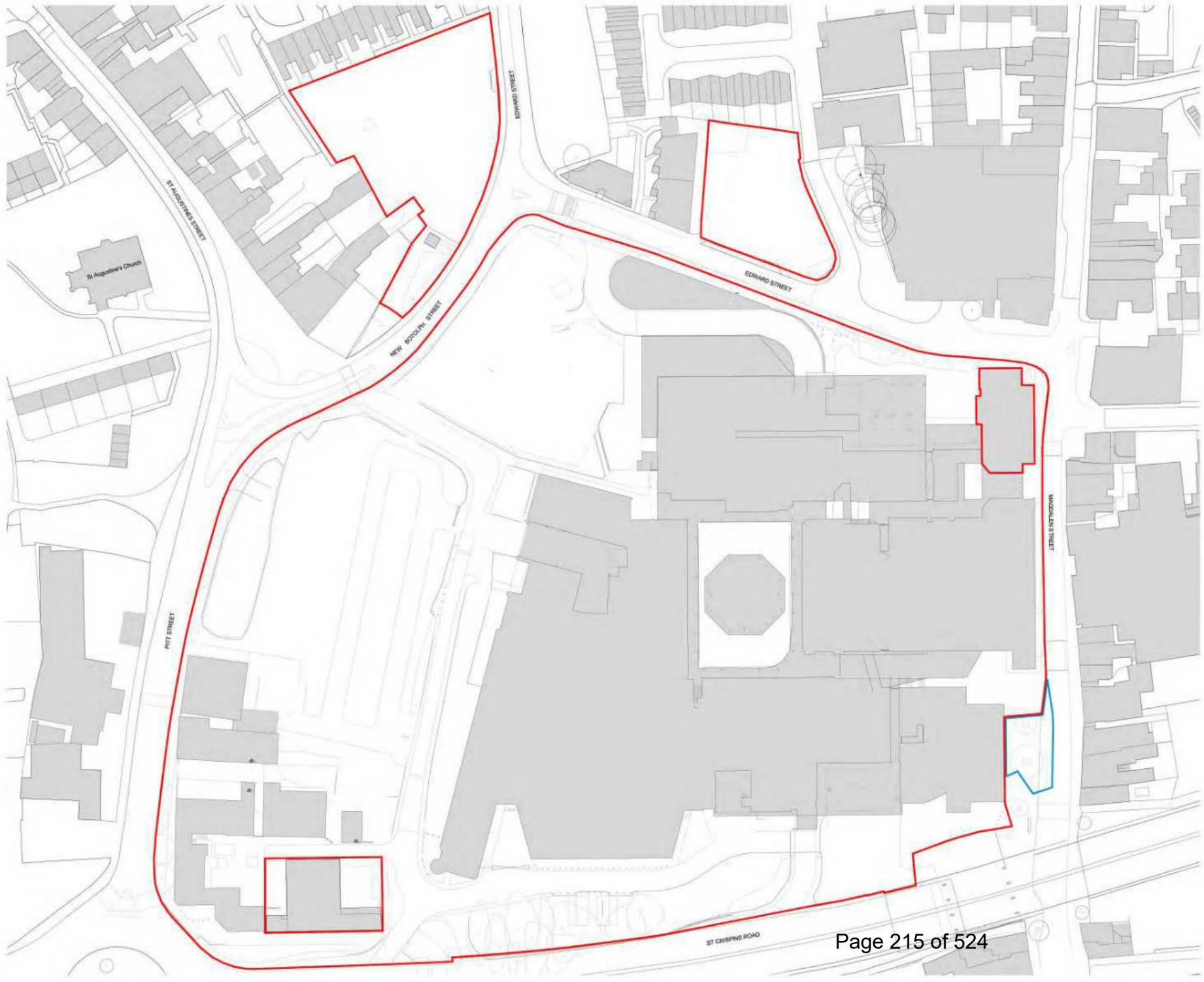
Norwich airport information relating to procedure for crane notification.

None of the development (business or residential) will be entitled to on-street parking permits offered by the council.

Those required by local highway authority and utility operators.

Article 35(2) Statement

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy, Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (EIA Regulations) and the Conservation of Habitats and Species Regulations 2017 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.



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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

— Application Boundary

— Land Owned by CT to be subject to separate application for part of the Mobility Hub

File Edit View Layers Help

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Hybrid Application Site Plan
Block Plan on Existing OS Base**

Status
For Planning

Scale	Drawn By	Date
1:500@A1	BM	31.03.22
Job Number	Drawing Number	Revision
35301	ZZ-00-DR-A-01-0200	

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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

- Application Boundary
- Land Owned by CT to be subject to separate application for part of the Mobility Hub
- Existing Buildings

- Site B - Area 0.27 ha
- Site C - Area 0.13 ha
- Application Boundary (All Blocks) and public realm - Area 4.65ha
- Detailed Application (Block A,B,C,D,M,KL & J3) and public realm - Area 2.25ha

Revision: 01 Date: 31.03.22

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Client
Weston Homes

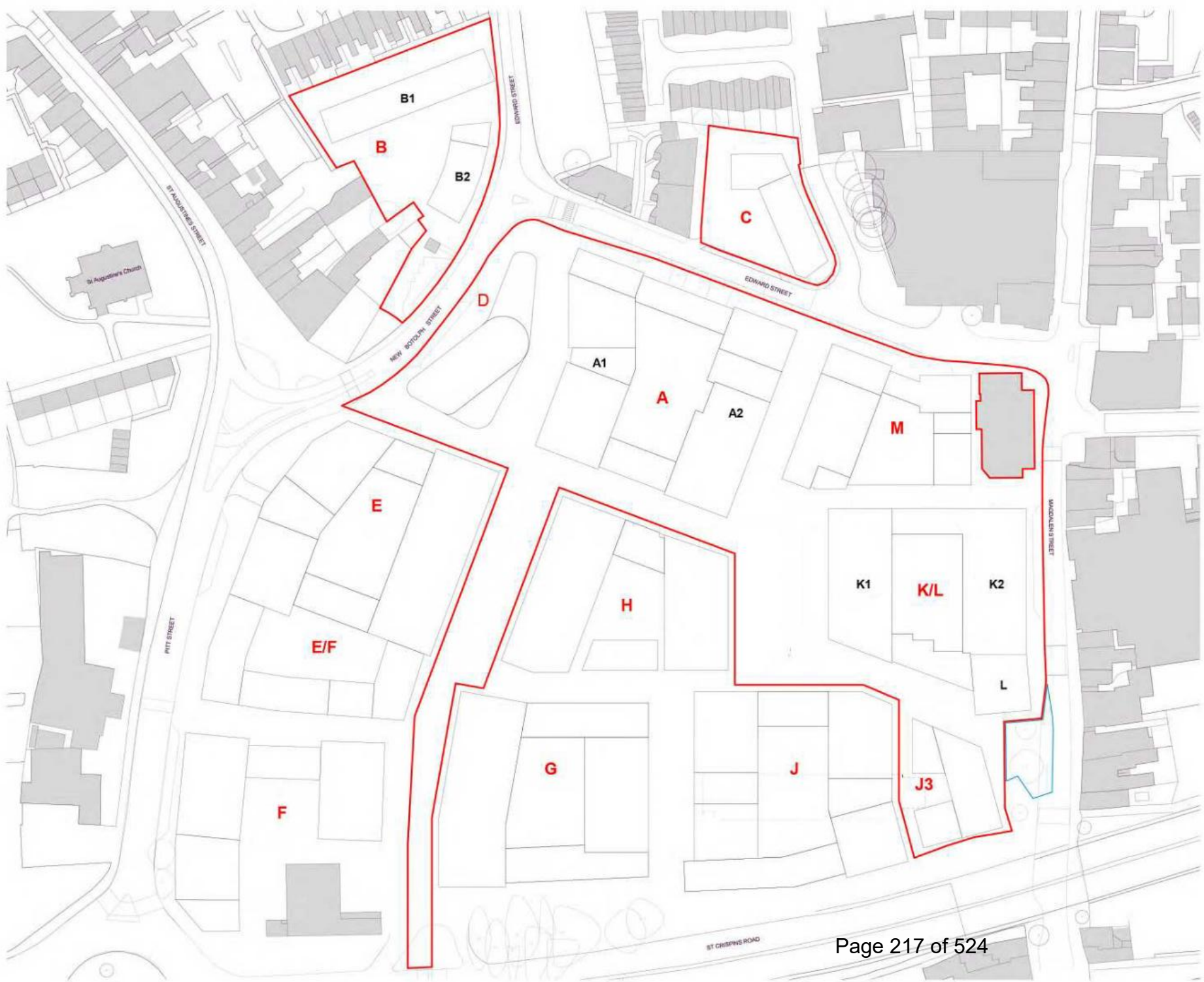
Project
**Anglia Square
 Norwich**

Description
**Hybrid Application Site Plan
 Block Plan on Proposed layout**

Status
For Planning

Scale	Drawn By	Date
1:500@A1	BM	31.03.22
Job Number	Drawing Number	Revision
35301	ZZ-00-DR-A-01-0300	

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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

— Land Owned by CT to be subject to separate application for part of the Mobility Hub

— Detail Application Boundary

- Site B - Area 0.27 ha
- Site C - Area 0.13 ha
- Application Boundary (All Blocks) and public realm - Area 4.65ha
- Detailed Application (Block A,B,C,D,M,K,L & J3) and public realm - Area 2.25ha

Revision | Date | Drawn By | Description

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Client
Weston Homes

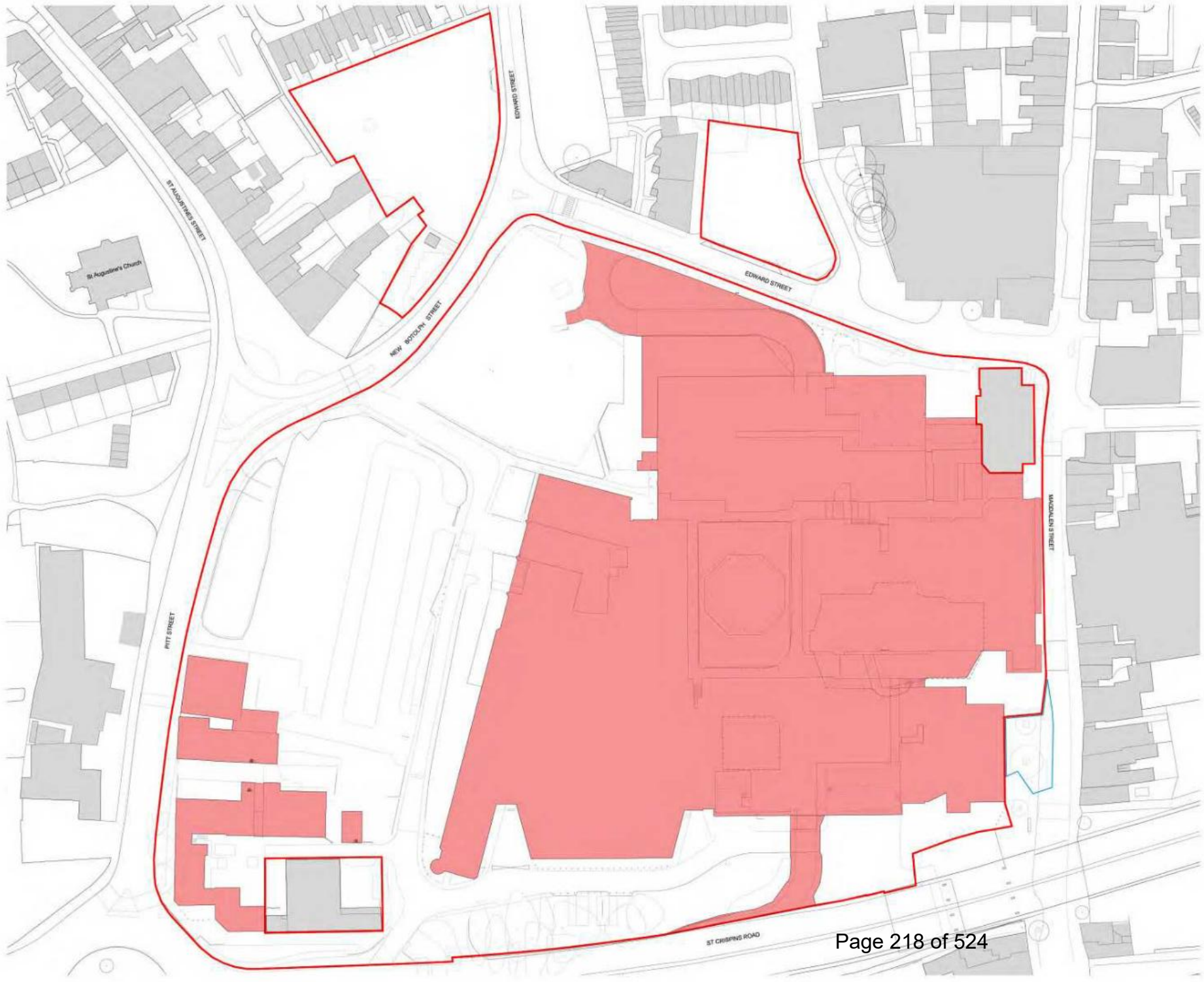
Project
**Anglia Square
 Norwich**

Description
**Detailed Application Plan
 Block plan on proposed layout**

Status
For Planning

Scale	Drawn By	Date
1:500@A1	BM	31.03.22
Job Number	Drawing Number	Revision
35301	ZZ-00-DR-A-01-0301	

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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

- Application Boundary
 - Land Owned by CT to be subject to separate application for part of the Mobility Hub
- KEY**
- Existing cinema & upper level retail to be demolished
 - Existing structures to be demolished

Review | Print | Clean | Zoom | Overview

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Hybrid Application - Existing Site
Plan - Demo**

Status
For Planning

Scale	Drawn By	Date
1:500@A1	BM	31.03.22
Job Number	Drawing Number	Revision
35301	ZZ-00-DR-A-01-0201	

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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

— Hybrid Application Boundary
 — Land Owned by CT
 — Detail Application Boundary

Note: Indicative Outline Buildings E, F, E/F, G, H & J shown faded

004	20.01.21	Issue For Planning
003	18.08.20	Issue For Planning
002	17.04.20	Issue For Planning
001	17.03.20	Issue For Planning

Weston Homes

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Client: **Weston Homes**

Project: **Anglia Square Norwich**

Description: **Masterplan Level 00**

Status: **For Planning**

Scale: 1:500@A1

Drawn By: BM

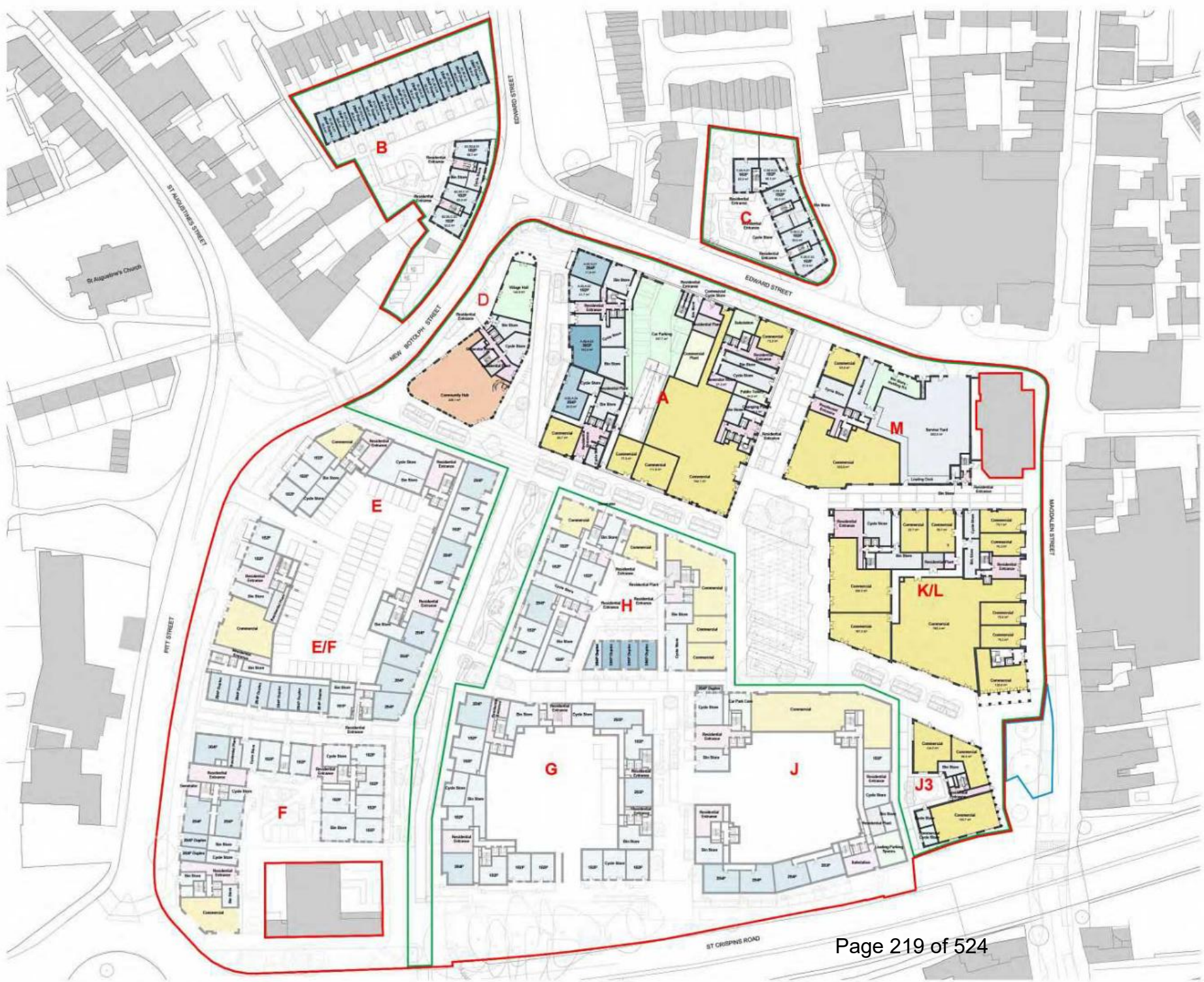
Date: 20.01.23

Job Number: 35301

Drawing Number: ZZ-00-DR-A-01-0100

Revision: 00-4

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General Notes

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Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

— Hybrid Application Boundary
 — Land Owned by CT
 — Detail Application Boundary

Note: Indicative Outline Buildings
 E, F, E/F, G, H & J shown faded

004	20.01.21	Issued For Planning
003	09.09.20	Issued For Planning
002	11.08.20	Issued For Planning
001	11.08.20	Issued For Planning

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Client
Weston Homes

Project
**Anglia Square
 Norwich**

Description
**Masterplan
 Level 01**

Status
For Planning

Scale 1:500@A1
 Drawn By BM
 Date 20.01.23

Job Number 35301
 Drawing Number ZZ-01-DR-A-01-0101
 Revision D0-4

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- NOTES:
1. Site of work from this drawing
 2. Always refer to correct dimensions
 3. All dimensions are in millimetres unless otherwise stated
 4. All keying out notes and dimensions to be agreed in situ
 5. The dimensions of all sections must be checked in situ before fixing material
 6. This drawing must be read with the relevant specifications, schedules and detail drawings
 7. Details of construction and setting out to be agreed on site.

- KEY
- BOUNDARIES**
- PROPERTY BOUNDARY
 - ROAD BOUNDARY
 - SITE BOUNDARY
- FURNITURE**
- TREES**
 - EXISTING TREES TO REMAIN
 - PROPOSED TREES TO BE PLANTED
 - TREES TO BE REMOVED
 - BENCHES**
 - PROPOSED BENCHES
 - TABLES**
 - PROPOSED TABLES
 - SEATING**
 - PROPOSED SEATING
 - SMOKERS' AREA**
 - PROPOSED SMOKERS' AREA
 - WHEELIE BINS**
 - PROPOSED WHEELIE BINS
 - POST BOX**
 - PROPOSED POST BOX
 - WASTE POINT**
 - PROPOSED WASTE POINT
 - WATER POINT**
 - PROPOSED WATER POINT
 - SMOKERS' AREA**
 - PROPOSED SMOKERS' AREA
 - POST BOX**
 - PROPOSED POST BOX
 - WASTE POINT**
 - PROPOSED WASTE POINT
 - WATER POINT**
 - PROPOSED WATER POINT

Revision	Date	Description	JV	DF
PO6	30.03.23	PLANNING		
01	10.04.2022	JV	DF	

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Client: **Weston Homes**

Project: **Anglia Square**

Dwg Title: **Landscape Masterplan_RevD**

Created on: **01.04.2022** Created by: **JV** Approved by: **DF**

Scale: **1:500** Size: **A1** Workstage: **Planning**

Dwg No.: **ANG-PLA-XX-DR-L-0001** Substity: **54** Revision: **P06**





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- NOTES:**
1. Dimensions are from this drawing.
 2. Always work to 0.000 dimensions.
 3. All dimensions are in metres unless otherwise stated.
 4. All drawings, levels and dimensions to be agreed in site.
 5. The dimensions of all materials must be checked on site before being used.
 6. The drawing must be read with the relevant specification (where and dates) if any.
 7. Order of construction and setting out to be agreed on site.

KEY

- BOUNDARIES**
- ▬ FENCE AND GROUND BOUNDARY
 - ▬ LANE BOUNDARY
 - ▬ INITIAL PLANNING BOUNDARY

- HARDWORKS**
- CONCRETE BLOCK PAVING** (see also General Construction Specification)
 - ▬ Standard concrete paving (see also General Construction Specification)
 - ▬ Standard brick paving with raised kerb and gully (see also General Construction Specification)
 - ▬ Standard brick paving with raised kerb and gully (see also General Construction Specification)
 - ▬ Standard brick paving with raised kerb and gully (see also General Construction Specification)
 - CONCRETE BLOCK PAVING** (see also General Construction Specification)
 - ▬ Standard concrete paving (see also General Construction Specification)
 - SEDIMENT BERRY SURFACE** (see also General Construction Specification)
 - ▬ Standard sediment berry surface (see also General Construction Specification)

- FURNITURE**
- TABLES** (see also General Construction Specification)
 - ▬ Standard tables (see also General Construction Specification)
 - BENCHES** (see also General Construction Specification)
 - ▬ Standard benches (see also General Construction Specification)
 - BENCHES** (see also General Construction Specification)
 - ▬ Standard benches (see also General Construction Specification)
 - BENCHES** (see also General Construction Specification)
 - ▬ Standard benches (see also General Construction Specification)

- SOFTWARES**
- LAWNS**
 - ▬ Standard lawn (see also General Construction Specification)
 - PLANTING**
 - ▬ Standard planting (see also General Construction Specification)
 - PLANTING**
 - ▬ Standard planting (see also General Construction Specification)
 - PLANTING**
 - ▬ Standard planting (see also General Construction Specification)
 - PLANTING**
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 - PLANTING**
 - ▬ Standard planting (see also General Construction Specification)
 - PLANTING**
 - ▬ Standard planting (see also General Construction Specification)

Rev	Date	Description	Author	Drawn	Approved
P01	01/08/20	Initial	JV	DF	DF

Client Weston Homes

Project Anglia Square

Site Title Landscape Masterplan Roof Level_RvD

Created on 01/04/2022 **Created by** JV **Approved by** DF

Scale 1:500 **Site** A1 **Workstage** Planning

Doc No. ANG-PLA-XX-XX-DR-L-0002 **Safety** S4 **Revision** P06



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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

- All building heights are maximum storeys from top of pavement
- All building storey numbers include the ground floor
- Except Blocks A,B,C,D,M,K,L & J3 any roof top projections should be limited to no more than 2m above roof level. This may include mechanical equipment, lift overruns, ventilation shafts etc.
- Blocks J,G,H,E,F & F-all pitched rooflines subject to downers

KEY

- 04 - Refers to Storey Heights
- [Hatched Box] - Podium Level
- [Red Line] - Hybrid Application Boundary
- [Black Line] - Land Owned by CT
- [Green Line] - Detail Application Boundary

Rev	Date	By	Description
001	10.01.21	BM	Issue for Planning
002	10.02.21	BM	Issue for Planning
003	10.03.21	BM	Issue for Planning
004	10.03.21	BM	Issue for Planning

Weston Homes

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Client: Weston Homes

Project: Anglia Square Norwich

Description: Parameter Plans Architecture Layout - Building Heights

STATUS: WORK-IN-PROGRESS

Scale: 1:500@A1
Drawn By: BM
Date: 20.01.23

Job Number: 35301
Drawing Number: A01-PP-100
Revision: 00-4

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General Notes

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Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

- KEY**
- Residential
 - Residential - Suitability for residential to be established at Reserved Matters stage
 - Commercial and Non Residential Institution Floor Space. Use Class E
 - Community Hub
 - Village Hall
 - Associated Ancillary support spaces
 - Car Park
 - Service Yard
 - Changing Places
- Hybrid Application Boundary
 - Land Owned by CT
 - Detail Application Boundary

Rev	Date	Issue For	Drawn By	Checked By
004	20.01.23	Issue For Planning		
003	16.08.22	Issue For Planning		
002	13.04.22	Issue For Planning		
001	11.05.21	Issue For Planning		

Author: [] Date: [] Drawn By: []

Weston Homes

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Client: **Weston Homes**

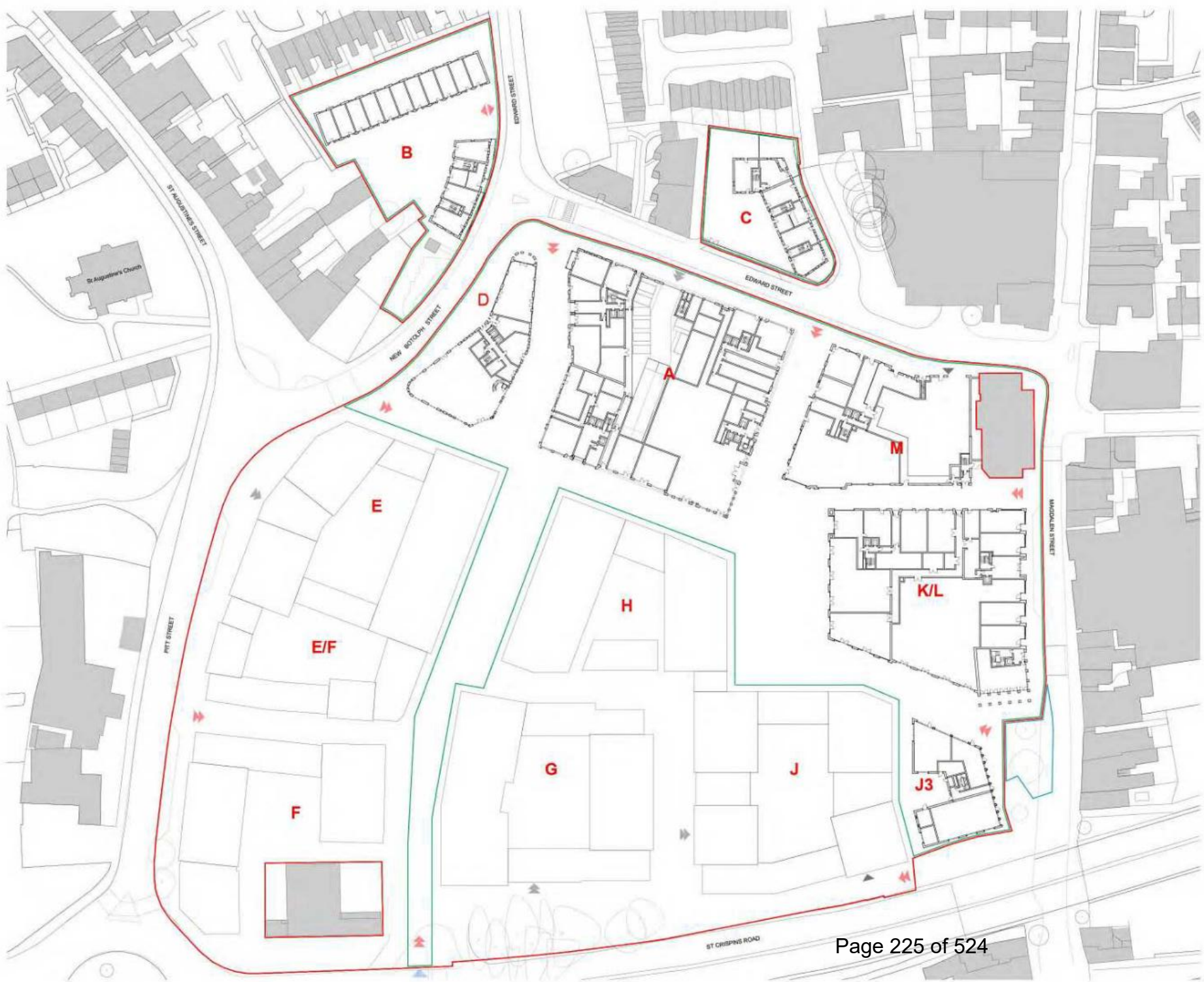
Project: **Anglia Square Norwich**

Description: **Parameter Plans Architecture Land-Use Ground Floor**

Status: **WORK-IN-PROGRESS**

Scale: 1:500@A1	Drawn By: BM	Date: 20.01.23
Job Number: 35301	Drawing Number: A01-PP-200	Revision: 00-4

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0m 25m 50m

N

General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

- KEY**
- ◀▶ Site Entrance/Exit Pedestrian and Vehicular
 - ▶▶ Pedestrian, Cycle and Vehicular access for emergency only
 - ▶▶ Car Park Entrance/Exit - Vehicular
 - ▶▶ Service Yard Entrance
 - ▶▶ Amended Vehicular Access into site
 - Hybrid Application Boundary
 - Land Owner by CT
 - Detail Application Boundary

Rev	Date	By	Description
00.1	15.08.22	BM	Issue for Planning
00.2	15.08.22	BM	Issue for Planning
00.3	15.08.22	BM	Issue for Planning

Weston Homes

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Client
Weston Homes

Project
Anglia Square
Norwich

Description
Parameter Plans
Architecture
Access

Status
WORK-IN-PROGRESS

Scale: 1:500@A1
Drawn By: BM
Date: 20.01.23

Job Number: 35301
Drawing Number: AO1-PP-300
Revision: 00-4

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General Notes

All figures and areas are approximate only and subject to statutory constraints, detail design & design development

Structural Design: Subject to structural input & coordination

Services Design: Subject to services input & coordination

Fire Strategy: Subject to fire input & coordination

KEY

- Footprint of Development zones
- Development zones (excludes balcony and canopy zones)
- Footprints for outline (Blocks J,G,H,E, E/F & F) shown are based on +/- 1.0m
- Site B - Area 0.27 ha
- Site C - Area 0.13 ha
- Detailed Application (Blocks A,B,C,D,M,K,L & J3) and public realm - Area 2.25ha
- Application Boundary (All Blocks) and public realm - Area 4.85ha
- Hybrid Application Boundary
- Land Owner by CT
- Detail Application Boundary

Rev	Date	Drawn By	Description
004	20.01.23	BM	Issued For Planning
003	09.08.22	BM	Issued For Planning
002	04.08.22	BM	Issued For Planning
001	01.08.22	BM	Issued For Planning

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Client
Weston Homes

Project
Anglia Square
Norwich

Description
Parameter Plans
Architecture
Development Parcel

Status
WORK-IN-PROGRESS

Scale: 1:500@A1
Job Number: 35301

Drawn By: BM
Drawing Number: AO1-PP-400

Date: 20.01.23
Revision: 00-4

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- KEY**
- 1) Up to 67.5 x 30.5 metres
 - 2) 18 - 20 metres wide
 - 3) 15 - 18 m wide
 - 4) 11.2 - 13.2 m wide
 - 5) 11 metres wide
 - 6) 10 - 12 m wide
 - 7) 10 - 14 m wide
 - 8) 9.5 - 15.3 m wide
 - 9) 7.5 - 11.5 m wide
 - 10) 8.3 metres wide
 - 11) 5.7 - 6.9 m wide
 - 12) 4.4 - 6.4 m wide
 - 13) Outline Semi-Public Courtyard Space
 - 14) Detail Semi-Public Courtyard Space
- Hybrid Application Boundary
 - Land Owner by CT
 - Detail Application Boundary

Footprints for outline (Blocks J,G,H,E, E/F & F) shown are based on +/- 1.0m

Dimensions subject to being varied by +/-1m in each direction for areas labelled 01, 02, 03, 04, 06, 09, 10, 12, and courtyard space F, E/F and H

Block	Area	Use
01	01.01	Residential Planning
02	02.01	Residential Planning
03	03.01	Residential Planning
04	04.01	Residential Planning
05	05.01	Residential Planning
06	06.01	Residential Planning
07	07.01	Residential Planning
08	08.01	Residential Planning
09	09.01	Residential Planning
10	10.01	Residential Planning
11	11.01	Residential Planning
12	12.01	Residential Planning

Weston Homes 

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Client: **Weston Homes**

Project: **Anglia Square Norwich**

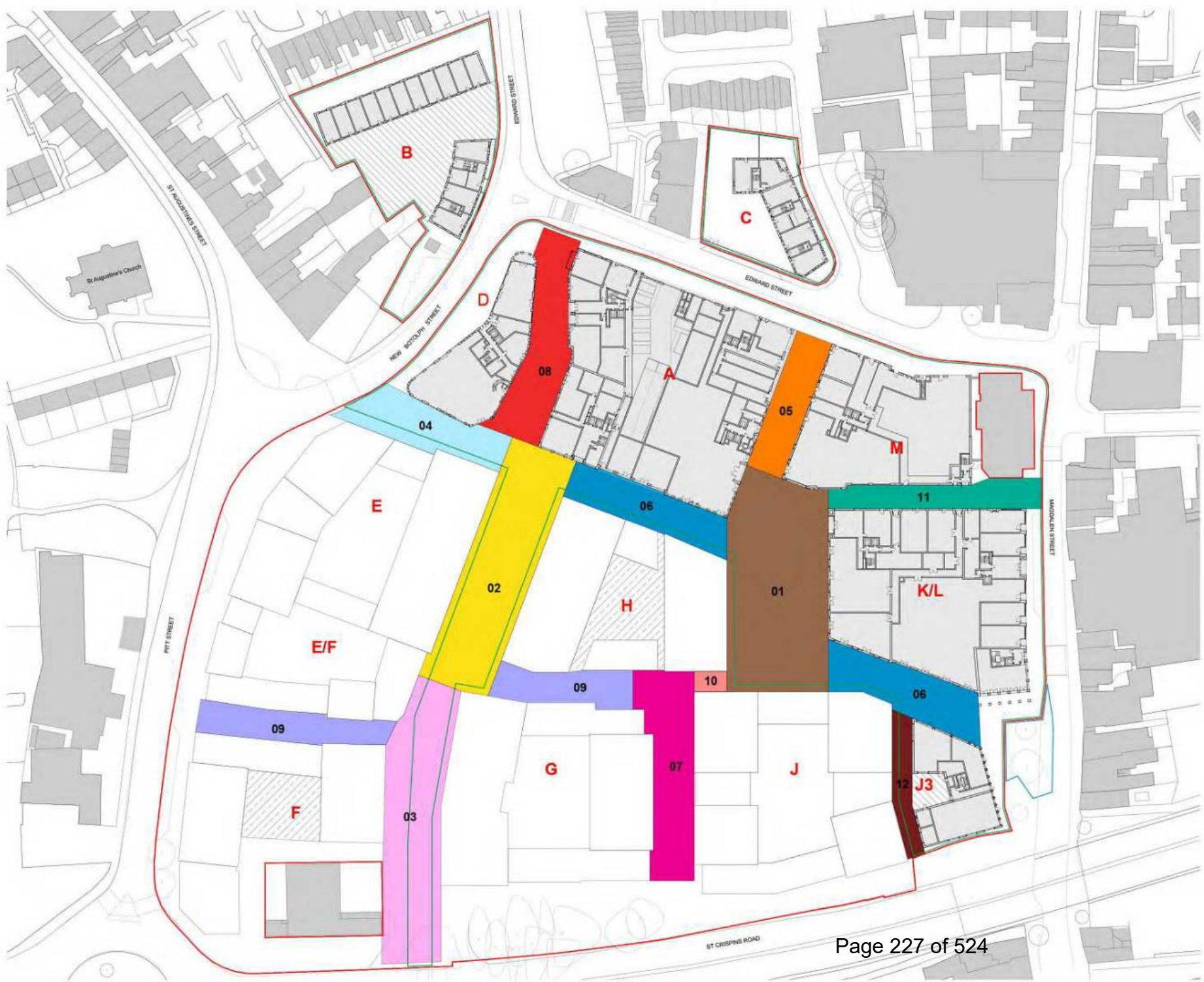
Description: **Parameter Plans Architecture Layout - Public Realm**

Status: **WORK-IN-PROGRESS**

Scale: 1:500@A1
Drawn By: BM
Date: 20 01 23

Job Number: 35301
Drawing Number: A01-PP-500
Revision: 00-4

Original size 1020m © 41 Copyright Broadway Malyan Limited



- NOTES:**
1. Dimension from this drawing.
 2. Always work to listed dimensions.
 3. All dimensions are in millimetres unless otherwise stated.
 4. All units given (units and dimensions) to be agreed on site.
 5. The dimensions of all materials must be checked on site before being laid out.
 6. This drawing must be read with the relevant specification clauses and detail drawings.
 7. Order of construction and setting out to be agreed on site.

KEY

- BOUNDARIES**
- HYBRID APPLICATION BOUNDARY
 - LAND OWNED BY CLIENT
 - DETAIL APPLICATION BOUNDARY

- HARDWORKS**
- FEATURE CONCRETE BLOCK PAVING TYPE B1.1**
Location: Main pedestrian route throughout.
Material: Small format concrete block paving.
Size: 100(L) x 100(W)mm.
Colour: Buff mix.
 - FEATURE CONCRETE BLOCK PAVING TYPE B1.2**
Location: Anglia Square peripheral routes.
Material: Large format concrete slab paving.
Size: 100(L) x 300(W)mm.
Colour: Buff mix.
 - CONCRETE BLOCK PAVING TYPE B1.3**
Location: Secondary pedestrian routes.
Material: Small format pre-cast concrete block paving with exposed natural stone aggregate.
Size: 200(L) x 100(W)mm.
Colour: Warm Grey mix.
 - FEATURE CONCRETE BLOCK PAVING TYPE B1.4**
Location: Feature ground plane to pedestrian routes to residential courtyard.
Material: Tumbled pre-cast concrete block paving with exposed natural stone aggregate.
Size: 200(L) x 100(W)mm.
Colour: Buff mix.
 - FEATURE GEOMETRIC CONCRETE BLOCK PAVING TYPE B1.5**
Location: Anglia Square central space.
Material: Pre-cast concrete block paving with exposed aggregate surface. Kallaroo equal approved.
Size: 200x200mm.
Colour: Four shades of yellow and black Contrasting.
Laid: Triangular geometric shapes.
 - FEATURE CONCRETE BLOCK PAVING TYPE B1.6**
Location: Anglia Square peripheral routes.
Material: Small format concrete slab paving.
Size: 100(L) x 100(W)mm.
Colour: Warm Grey.
 - RESIN BOUND AGGREGATE TYPE B1.7**
Location: Anglia Square central space.
Material: Resin bound aggregate.
Colour: Buff/brown mix.

- FURNITURE**
- TIMBER BENCH TYPE F1**
Location: Throughout. Stand alone and integrated with planters.
Material: Steel frame with handboard seating surfaces.
Finish: Integrated back and arms seats.
 - FEATURE TIMBER BENCH TYPE F2**
Location: Anglia Square.
Material: Steel frame with handboard seating surfaces.
Finish: Integrated back and arms seats.
 - CYCLE STANDS TYPE F3**
Location: Throughout.
Material: Cladded heavy-duty cycle stands.
Finish: Galvanneal and powder coated RAL 70C.
 - FEATURE CANOPY TYPE F4**
Location: Anglia Square.
Application: Resincrete canopy to provide shelter to Anglia Square with Polycarbonate panels to maximize light.

- SOFTWORKS**
- PLANTING AREA - BOTANICAL STRIP TYPE P1**
Flower rich grassland planting.
Refer to planting schedule ANG-PLA-XX-XX-SP-1-2000.
Planting Schedule for installation mix.
 - MEADOW NATIVE WEDDING TYPE P2**
Wood species native hedging.
Maintained at 120mm.
Refer to planting schedule ANG-PLA-XX-XX-SP-1-2000.
Planting Schedule for installation mix.
 - LAWN AREA**
Species rich grassland.
Refer to planting schedule ANG-PLA-XX-XX-SP-1-2000.
Planting Schedule for installation mix.
 - GREEN ROOF**
Intensive and Extensive biodiversity green roof system.
Refer to schedule for specification.
 - TREE PLANTING TYPE T1**
Refer to schedule for specification.
 - MULTI-STEM TREE PLANTING TYPE T2**
Refer to schedule for specification.
 - EXISTING TREE PLANTING TYPE T3**
To be retained.

Rev	Date	Description	By	SP
01	01/03/23	PLANNING	JV	DF

Client: Weston Homes

Project: Anglia Square

Drawn: DF

Approved: JV

Scale: 1:100

Workstage: Planning

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Rev	Date	Description	By	SP
01	01/03/23	PLANNING	JV	DF

Commercial
503.0 m²

Residential Entrance

Commercial
290.3 m²

Commercial
187.3 m²

Car Park Core

Commercial

al

Commercial

Commercial

Commercial

Duplex

Store

- NOTES:**
1. Do not scale from this drawing.
 2. Always work to noted dimensions.
 3. All dimensions are in millimetres unless otherwise stated.
 4. All walling, finished ground levels to be agreed in writing.
 5. The dimensions of all materials must be checked on site before being laid out.
 6. This drawing must be read with the relevant specification (where an exact drawing).
 7. Order of construction and setting out to be agreed in writing.

- KEY**
- BOUNDARIES**
- HYBRID APPLICATION BOUNDARY
 - LAND OWNED BY ETC
 - DETAIL APPLICATION BOUNDARY

- HARD WORKS**
- BITUMINOUS WEARDECK TYPE 10**
 - Location: Highways and vehicular cross-overs throughout
 - Material: Smooth finish to match existing highways
 - Colour: Black. Surface treatment to match existing
 - FEATURE CONCRETE BLOCK PAVING TYPE 01.1**
 - Location: Main pedestrian routes throughout
 - Material: Small format pre-cast concrete block paving
 - Size: 200(L) x 100(W)mm
 - Colour: Buff grey mix
 - CONCRETE BLOCK PAVING TYPE 01.2**
 - Location: Unbound construction, stretcher bond
 - Material: Secondary paths & car routes
 - Material: Small format pre-cast concrete block paving with exposed natural stone aggregate
 - Size: 200(L) x 100(W)mm
 - Colour: Warm Grey mix
 - CONCRETE BLOCK PAVING TYPE 01.3**
 - Location: Unbound construction, stretcher bond
 - Material: Cycle lanes, ramps and lay-bys
 - Material: Small format pre-cast concrete block paving with exposed natural stone aggregate
 - Size: 200(L) x 100(W)mm
 - Colour: Grey mix
 - CONCRETE BLOCK PAVING TYPE 01.4**
 - Location: Unbound construction, stretcher bond
 - Material: Shared table ranges and parking bays
 - Material: Small format pre-cast concrete block paving with exposed natural stone aggregate
 - Size: 200(L) x 100(W)mm
 - Colour: Buff grey mix
 - FEATURE CONCRETE BLOCK PAVING TYPE 01.5**
 - Location: Feature ground plane to pedestrian routes & residential courtyards
 - Material: Tumbled pre-cast concrete block paving with exposed natural stone aggregate
 - Size: 200(L) x 100(W)mm
 - Colour: Buff grey mix
 - FEATURE GEOMETRIC CONCRETE BLOCK PAVING TYPE 01.6**
 - Location: High Square central space
 - Material: Pre-cast concrete block paving with exposed aggregate surface. Walkers or equal equivalent
 - Size: 200(L) x 100(W)mm
 - Colour: Buff grey mix
 - CONCRETE**
 - Location: Four shades of yellow and black Contrasting
 - Material: Triangular geometric shapes

- FURNITURE**
- TIMBER BENCH TYPE 1**
 - Location: Throughout. Stand alone and integrated with planters
 - Material: Steel frame with horizontal seating surfaces
 - Notes: Integrated back & arm rests
 - CYCLE STANDS TYPE 1**
 - Location: Throughout
 - Material: Stuffed hoop style cycle stands
 - Notes: Galvanized and powder-coated RAL 7032
 - FIXED TABLES TYPE 1**
 - Location: High Square
 - Material: Stuffed hoop style cycle stands
 - Notes: Galvanized and powder-coated RAL 7032
 - INFORMAL PLAY TYPE 1**
 - Location: Informal play equipment such as stepping stones, logs, boulders etc
 - PUBLIC ART TYPE 1**
 - Location: Throughout street
 - Notes: Design subject to consultation with local residents and artists
 - BOLLARDS TYPE 1**
 - Location: Bollards to prevent vehicle access. Removable bollards positioned on fire tender/maintenance routes
 - Material: Cast iron with ball top
 - Notes: As shown
 - STAINLESS STEEL STUDS WITH EMBOSSED CYCLE MARK TO DENY AND CYCLE INDIATE IN CROSSOVER AREAS.**
 - Location: Throughout the 5 faces the residential courtyards.
 - Material: Solid brick wall
 - Notes: Metal railing on the top

- SOFT WORKS**
- LAWNS**
 - Species: 40% grassed
 - PLANTING AREA**
 - Material: Softwood framing and support for detailed breakdown of planting
 - Species: See specification
 - MIXED NATIVE WOODING TYPE 1**
 - Material: Softwood framing and support for detailed breakdown of planting
 - Species: See specification
 - TREE PLANTING TYPE 11**
 - Refer to schedule for specification
 - MULTI-STEM TREE PLANTING TYPE 12**
 - Refer to schedule for specification
 - EXISTING TREE PLANTING TYPE 13**
 - To be retained
 - EXISTING TREE TO BE REMOVED**
 - To be removed

Rev	Date	Description	By	Appr
01	20.05.23	PLANNING	JV	DF

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Client: Weston Homes
 Project: Anglia Square
 Dwg Title: St Georges Gardens Detail Area_Rev.D
 Created on: 01.04.2022
 Created by: JV
 Approved by: DF
 Scale: 1:200
 Size: A1
 Workstage: Planning
 Dwg No: ANG-PLA-XX-KX-DR-L-8002
 Suitability: S4
 Revision: P06

ST CRISPIN

no entry

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Drawings to be read in conjunction with the associated Design & Access Statement, associated consultant design team documents & reports and landscape information

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key

1 Brickwork Finish	
1.1	Red Brick
1.2	Red Brick Soldier Course
1.3	Dark Red Brick
1.4	Dark Red Brick Soldier Course
1.5	White Brick - Light Mortar
1.6	White Brick Soldier Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Soldier Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Soldier Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Soldier Course - Dark Mortar
1.15	Medium Grey Brick - Light Mortar
1.16	Medium Grey Brick Soldier Course - Light Mortar
1.20	Textured Brickwork
1.21	Inset Brickwork
2 Metal Work / Window Framing Finish	
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal Louvers
2.21	Louvers
3 Roof Finish	
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile
3.4	Blue Paville
3.5	Dark Grey Paville

Weston Homes 

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revised
35301	ZA-XX-DR-A-05-0301	D0-4

Original size 100mm @ A1 Copyright Broadway Malyan Limited

1 A - 05 - East Elevation
Scale 1:100

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Materials Key		
1 Brickwork Finish		
1.1	Red Brick	
1.2	Red Brick Soldier Course	
1.3	Dark Red Brick	
1.4	Dark Red Brick Soldier Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Soldier Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick	
1.9	Light Grey Brick Soldier Course	
1.10	Black Brick - Matching Mortar	
1.11	Dark Grey Brick - Light Mortar	
1.12	Dark Grey Brick Soldier Course - Light Mortar	
1.13	Dark Grey Brick - Dark Mortar	
1.14	Dark Grey Brick Soldier Course - Dark Mortar	
1.15	Medium Grey Brick - Light Mortar	
1.16	Medium Grey Brick Soldier Course - Light Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2 Metal Work / Window Framing Finish		
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Grey	
2.5	Dark Brown	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal Louvre	
2.21	Louvre	
3 Roof Finish		
3.1	Brown Roof Tile	
3.2	Grey Roof Tile	
3.3	Dark Grey Roof Tile	
3.4	Blue Pastiche	
3.5	Dark Grey Pastiche	
3.6	Asp	Used For Roofing
3.7	Asp	Used For Roofing
3.8	Asp	Used For Roofing
3.9	Asp	Used For Roofing
3.10	Asp	Used For Roofing
3.11	Asp	Used For Roofing
3.12	Asp	Used For Roofing
3.13	Asp	Used For Roofing
3.14	Asp	Used For Roofing
3.15	Asp	Used For Roofing
3.16	Asp	Used For Roofing
3.17	Asp	Used For Roofing
3.18	Asp	Used For Roofing
3.19	Asp	Used For Roofing
3.20	Asp	Used For Roofing
3.21	Asp	Used For Roofing
3.22	Asp	Used For Roofing
3.23	Asp	Used For Roofing
3.24	Asp	Used For Roofing
3.25	Asp	Used For Roofing
3.26	Asp	Used For Roofing
3.27	Asp	Used For Roofing
3.28	Asp	Used For Roofing
3.29	Asp	Used For Roofing
3.30	Asp	Used For Roofing
3.31	Asp	Used For Roofing
3.32	Asp	Used For Roofing
3.33	Asp	Used For Roofing
3.34	Asp	Used For Roofing
3.35	Asp	Used For Roofing
3.36	Asp	Used For Roofing
3.37	Asp	Used For Roofing
3.38	Asp	Used For Roofing
3.39	Asp	Used For Roofing
3.40	Asp	Used For Roofing
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3.90	Asp	Used For Roofing
3.91	Asp	Used For Roofing
3.92	Asp	Used For Roofing
3.93	Asp	Used For Roofing
3.94	Asp	Used For Roofing
3.95	Asp	Used For Roofing
3.96	Asp	Used For Roofing
3.97	Asp	Used For Roofing
3.98	Asp	Used For Roofing
3.99	Asp	Used For Roofing
4.00	Asp	Used For Roofing

Weston Homes 

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status		
For Planning		
Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revision
35301	ZA-XX-DR-A-05-0300	00-4
Original size 330mm @ A1 Copyright Broadway Malyan Limited		

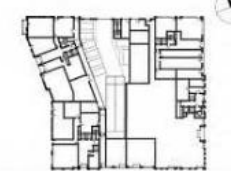
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Drawings to be read in conjunction with the associated Design & Access Statement, associated consultant best team documents & reports and landscape information

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Materials Key

1 Brickwork Finish

- 1.1 Red Brick
- 1.2 Red Brick Soldier Course
- 1.3 Dark Red Brick
- 1.4 Dark Red Brick Soldier Course
- 1.5 White Brick - Light Mortar
- 1.6 White Brick Soldier Course - Light Mortar
- 1.7 Grey Brick - Dark Mortar
- 1.8 Light Grey Brick
- 1.9 Light Grey Brick Soldier Course
- 1.10 Black Brick - Matching Mortar
- 1.11 Dark Grey Brick - Light Mortar
- 1.12 Dark Grey Brick Soldier Course - Light Mortar
- 1.13 Dark Grey Brick - Dark Mortar
- 1.14 Dark Grey Brick Soldier Course - Dark Mortar
- 1.15 Medium Grey Brick - Light Mortar
- 1.16 Medium Grey Brick Soldier Course - Light Mortar
- 1.20 Textured Brickwork
- 1.21 Inset Brickwork

2 Metal Work / Window Framing Finish

- 2.1 Black
- 2.2 Brown
- 2.3 Grey
- 2.4 Dark Grey
- 2.5 Dark Brown
- 2.6 Salmon
- 2.7 Yellow
- 2.8 Green
- 2.9 Blue
- 2.20 Perforated Metal Louvers
- 2.21 Louvers

3 Roof Finish

- 3.1 Brown Roof Tile
- 3.2 Gray Roof Tile
- 3.3 Dark Gray Roof Tile
- 3.4 Blue Paver
- 3.5 Dark Grey Paver

Code	Material	Used For
2.1	Black	Used For Finishing
2.2	Brown	Used For Finishing
2.3	Grey	Used For Finishing
2.4	Dark Grey	Used For Finishing
2.5	Dark Brown	Used For Finishing
2.6	Salmon	Used For Finishing
2.7	Yellow	Used For Finishing
2.8	Green	Used For Finishing
2.9	Blue	Used For Finishing

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revision
35301	ZA-XX-DR-A-05-0392	D0-4

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Materials Key

1 Brickwork Finish

- 1.1 Red Brick
- 1.2 Red Brick Soldier Course
- 1.3 Dark Red Brick
- 1.4 Dark Red Brick Soldier Course
- 1.5 White Brick - Light Mortar
- 1.6 White Brick Soldier Course - Light Mortar
- 1.7 Grey Brick - Dark Mortar
- 1.8 Light Grey Brick
- 1.9 Light Grey Brick Soldier Course
- 1.10 Black Brick - Matching Mortar
- 1.11 Dark Grey Brick - Light Mortar
- 1.12 Dark Grey Brick Soldier Course - Light Mortar
- 1.13 Dark Grey Brick - Dark Mortar
- 1.14 Dark Grey Brick Soldier Course - Dark Mortar
- 1.15 Medium Grey Brick - Light Mortar
- 1.16 Medium Grey Brick Soldier Course - Light Mortar

1.20 Textured Brickwork
1.21 Inset Brickwork

2 Metal Work / Window Framing Finish

- 2.1 Black
- 2.2 Brown
- 2.3 Grey
- 2.4 Dark Grey
- 2.5 Dark Brown
- 2.6 Salmon
- 2.7 Yellow
- 2.8 Green
- 2.9 Blue

2.20 Perforated Metal Louvers
2.21 Louvers

3 Roof Finish

- 3.1 Brown Roof Tile
- 3.2 Grey Roof Tile
- 3.3 Dark Grey Roof Tile
- 3.4 Blue Pevsley
- 3.5 Dark Grey Pevsley

Code	Material	Notes
3.1	3.1	Used For Planning
3.2	3.2	Used For Planning
3.3	3.3	Used For Planning
3.4	3.4	Used For Planning
3.5	3.5	Used For Planning

Weston Homes

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23

Job Number	Drawing Number	Revision
35301	ZA-XX-DR-A-05-0393	D0-4

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1 A - 05 - West Elevation
Scale 1 : 100

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Materials Key

1 Brickwork Finish	
1.1	Red Brick
1.2	Red Brick Solder Course
1.3	Dark Red Brick
1.4	Dark Red Brick Solder Course
1.5	White Brick - Light Mortar
1.6	White Brick Solder Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Solder Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Solder Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Solder Course - Dark Mortar
1.15	Medium Grey Brick - Light Mortar
1.16	Medium Grey Brick Solder Course - Light Mortar
1.20	Textured Brickwork
1.21	Inset Brickwork
2 Metal Work / Window Framing Finish	
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal Louvre
2.21	Louvre
3 Roof Finish	
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile
3.4	Blue Parfle
3.5	Dark Grey Parfle

Code	Material	Used For Planning
SB1	SB1	Used For Planning
SB2	SB2	Used For Planning
SB3	SB3	Used For Planning
SB4	SB4	Used For Planning

Notes: Date: _____ Drawn by: _____

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale: 1:100@A1
Drawn By: JP
Date: 20.01.23

Job Number: 35301
Drawing Number: ZA-XX-DR-A-05-0305
Revision: D0-4

Original size 100mm @ A1 Copyright Broadway Malyan Limited



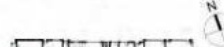
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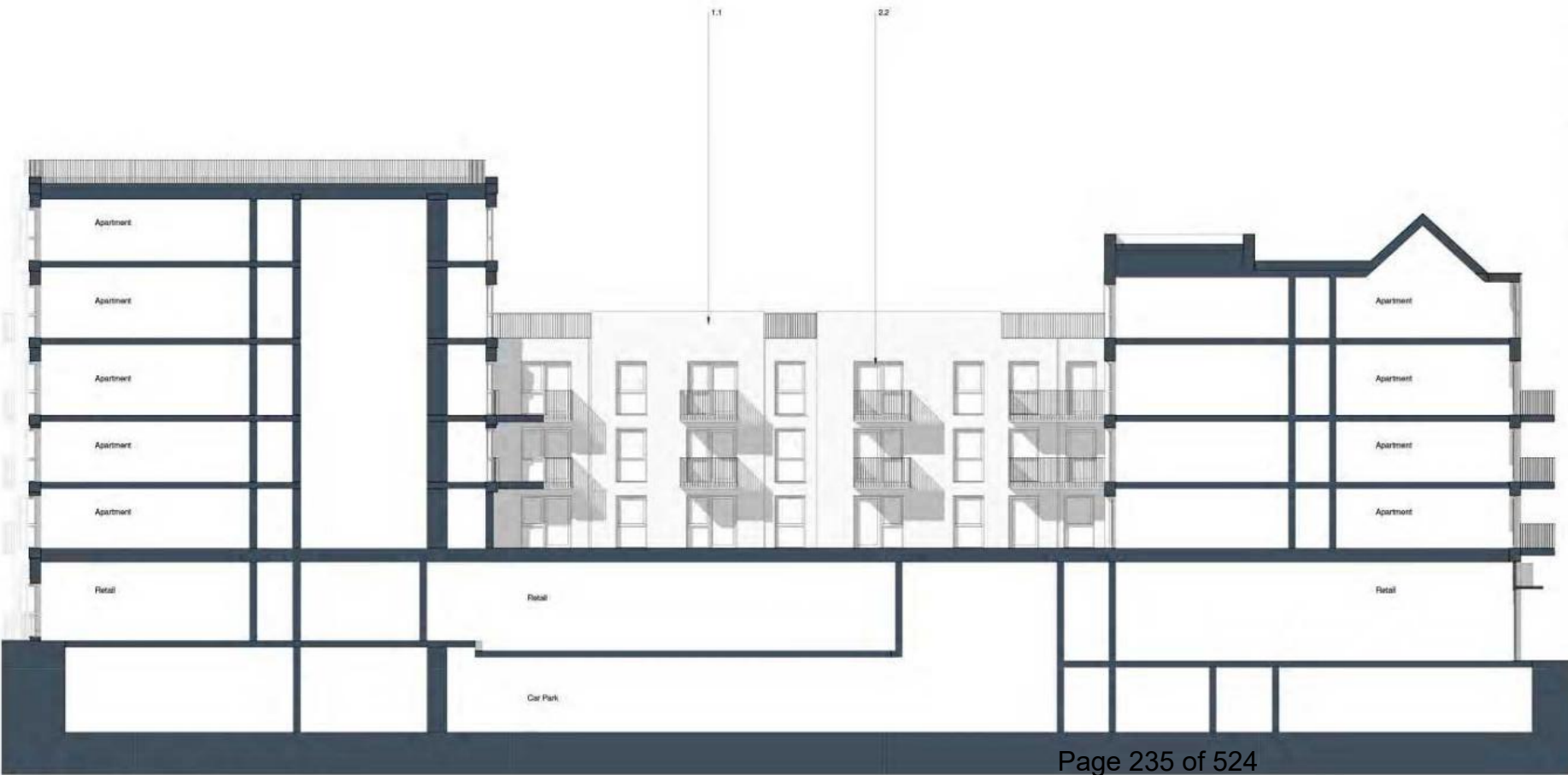
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Materials Key

1 Brickwork Finish		
1.1	Red Brick	
1.2	Red Brick Soldier Course	
1.3	Dark Red Brick	
1.4	Dark Red Brick Soldier Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Soldier Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick	
1.9	Light Grey Brick Soldier Course	
1.10	Black Brick - Matching Mortar	
1.11	Dark Grey Brick - Light Mortar	
1.12	Dark Grey Brick Soldier Course - Light Mortar	
1.13	Dark Grey Brick - Dark Mortar	
1.14	Dark Grey Brick Soldier Course - Dark Mortar	
1.15	Medium Grey Brick - Light Mortar	
1.16	Medium Grey Brick Soldier Course - Light Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2 Metal Work / Window Framing Finish		
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Grey	
2.5	Dark Brown	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal Louvre	
2.21	Louvre	
3 Roof Finish		
3.1	Brown Roof Tile	
3.2	Grey Roof Tile	
3.3	Dark Grey Roof Tile	
3.4	Blue Pansile	
3.5	Dark Grey Pansile	
3.6	30°	used for Roofing
3.7	45°	used for Roofing
3.8	60°	used for Roofing
3.9	75°	used for Roofing

Notes: 3.6 - 3.9: Slope



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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale: 1:100@A1
Drawn by: JP
Date: 20.01.23

Job Number: 35301
Drawing Number: ZA-XX-DR-A-05-0306
Revision: D0-4

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1 A - 05 - South Elevation Internal
Scale 1 : 100

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Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key

1 Brickwork Finish

- 1.1 Red Brick
- 1.2 Red Brick Soldier Course
- 1.3 Dark Red Brick
- 1.4 Dark Red Brick Soldier Course
- 1.5 White Brick - Light Mortar
- 1.6 White Brick Soldier Course - Light Mortar
- 1.7 Grey Brick - Dark Mortar
- 1.8 Light Grey Brick
- 1.9 Light Grey Brick Soldier Course
- 1.10 Black Brick - Matching Mortar
- 1.11 Dark Grey Brick - Light Mortar
- 1.12 Dark Grey Brick Soldier Course - Light Mortar
- 1.13 Dark Grey Brick - Dark Mortar
- 1.14 Dark Grey Brick Soldier Course - Dark Mortar
- 1.15 Medium Grey Brick - Light Mortar
- 1.16 Medium Grey Brick Soldier Course - Light Mortar
- 1.20 Textured Brickwork
- 1.21 Inset Brickwork

2 Metal Work / Window Framing Finish

- 2.1 Black
- 2.2 Brown
- 2.3 Grey
- 2.4 Dark Grey
- 2.5 Dark Brown
- 2.6 Salmon
- 2.7 Yellow
- 2.8 Green
- 2.9 Blue
- 2.20 Perforated Metal Louvers
- 2.21 Louvers

3 Roof Finish

- 3.1 Brown Roof Tile
- 3.2 Grey Roof Tile
- 3.3 Dark Grey Roof Tile
- 3.4 Blue Paving
- 3.5 Dark Grey Paving

Code	Material	Used For
3.1	3.1	Used For Paving
3.2	3.2	Used For Paving
3.3	3.3	Used For Paving
3.4	3.4	Used For Paving
3.5	3.5	Used For Paving

Notes: 1. See Material Schedule for details of materials and finishes.
2. See Material Schedule for details of materials and finishes.
3. See Material Schedule for details of materials and finishes.

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	CR	20.01.23

Job Number	Drawing Number	Revision
35301	ZA-XX-DR-A-05-0307	D0-4

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Drawings to be used in conjunction with the associated Design & Access Statement, associated consultant design team documents & reports and landscape information

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key

1 Brickwork Finish	
1.1	Red Brick
1.2	Red Brick Soldier Course
1.3	Dark Red Brick
1.4	Dark Red Brick Soldier Course
1.5	White Brick - Light Mortar
1.6	White Brick Soldier Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Soldier Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Soldier Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Soldier Course - Dark Mortar
1.15	Medium Grey Brick - Light Mortar
1.16	Medium Grey Brick Soldier Course - Light Mortar
1.20	Textured Brickwork
1.21	Inset Brickwork
2 Metal Work / Window Framing Finish	
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal Louvers
2.21	Louvers
3 Roof Finish	
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile
3.4	Blue Paver
3.5	Dark Grey Paver

3.1	3.2	3.3	3.4	3.5
3.1	3.2	3.3	3.4	3.5
3.1	3.2	3.3	3.4	3.5

Scale: 1:100

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block A**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revision
35301	ZA-XX-DR-A-05-0304	D0-4

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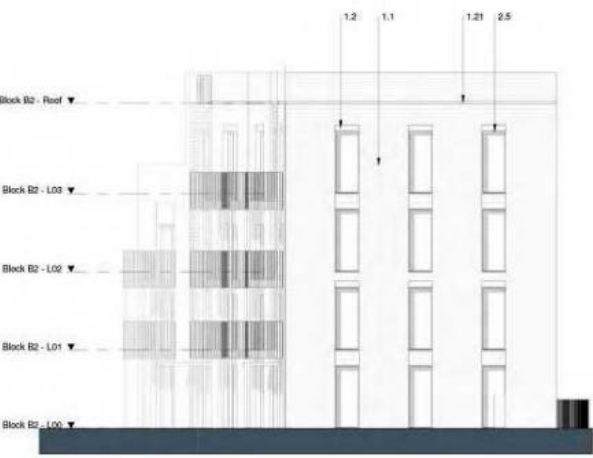
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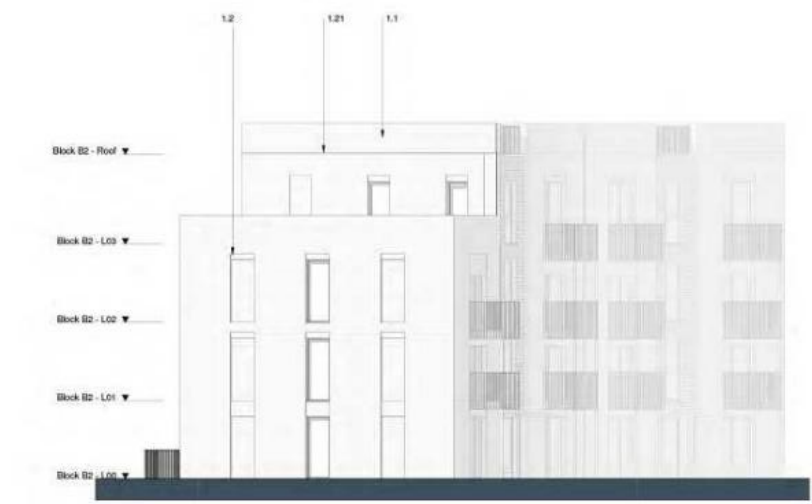
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1 B2 - 05 - South Elevation
Scale 1 : 100



2 B2 - 05 - East Elevation
Scale 1 : 100



3 B2 - 05 - North Elevation
Scale 1 : 100



4 B2 - 05 - West Elevation
Scale 1 : 100

Materials Key

1 Brickwork Finish																																																																																																			
1.1	Red Brick																																																																																																		
1.2	Red Brick Soldier Course																																																																																																		
1.3	Dark Red Brick																																																																																																		
1.4	Dark Red Brick Soldier Course																																																																																																		
1.5	White Brick - Light Mortar																																																																																																		
1.6	White Brick Soldier Course - Light Mortar																																																																																																		
1.7	Grey Brick - Dark Mortar																																																																																																		
1.8	Light Grey Brick																																																																																																		
1.9	Light Grey Brick Soldier Course																																																																																																		
1.10	Black Brick - Matching Mortar																																																																																																		
1.11	Dark Grey Brick - Light Mortar																																																																																																		
1.12	Dark Grey Brick Soldier Course - Light Mortar																																																																																																		
1.13	Dark Grey Brick - Dark Mortar																																																																																																		
1.14	Dark Grey Brick Soldier Course - Dark Mortar																																																																																																		
1.20	Textured Brickwork																																																																																																		
1.21	Inset Brickwork																																																																																																		
2 Metal Work / Window Framing Finish																																																																																																			
2.1	Black																																																																																																		
2.2	Brown																																																																																																		
2.3	Grey																																																																																																		
2.4	Dark Grey																																																																																																		
2.5	Dark Brown																																																																																																		
2.6	Sabron																																																																																																		
2.7	Yellow																																																																																																		
2.8	Green																																																																																																		
2.9	Blue																																																																																																		
2.20	Perforated Metal Louvre																																																																																																		
2.21	Louvre																																																																																																		
3 Roof Finish																																																																																																			
3.1	Brown Roof Tile																																																																																																		
3.2	Grey Roof Tile																																																																																																		
3.3	Dark Grey Roof Tile																																																																																																		
3.4	Blue Puddle																																																																																																		
3.4.1	3.4.2	3.4.3	3.4.4	3.4.5	3.4.6	3.4.7	3.4.8	3.4.9	3.4.10	3.4.11	3.4.12	3.4.13	3.4.14	3.4.15	3.4.16	3.4.17	3.4.18	3.4.19	3.4.20	3.4.21	3.4.22	3.4.23	3.4.24	3.4.25	3.4.26	3.4.27	3.4.28	3.4.29	3.4.30	3.4.31	3.4.32	3.4.33	3.4.34	3.4.35	3.4.36	3.4.37	3.4.38	3.4.39	3.4.40	3.4.41	3.4.42	3.4.43	3.4.44	3.4.45	3.4.46	3.4.47	3.4.48	3.4.49	3.4.50	3.4.51	3.4.52	3.4.53	3.4.54	3.4.55	3.4.56	3.4.57	3.4.58	3.4.59	3.4.60	3.4.61	3.4.62	3.4.63	3.4.64	3.4.65	3.4.66	3.4.67	3.4.68	3.4.69	3.4.70	3.4.71	3.4.72	3.4.73	3.4.74	3.4.75	3.4.76	3.4.77	3.4.78	3.4.79	3.4.80	3.4.81	3.4.82	3.4.83	3.4.84	3.4.85	3.4.86	3.4.87	3.4.88	3.4.89	3.4.90	3.4.91	3.4.92	3.4.93	3.4.94	3.4.95	3.4.96	3.4.97	3.4.98	3.4.99	3.4.100

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block B2**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revision
35301	ZB-XX-DR-A-05-0301	D0-4

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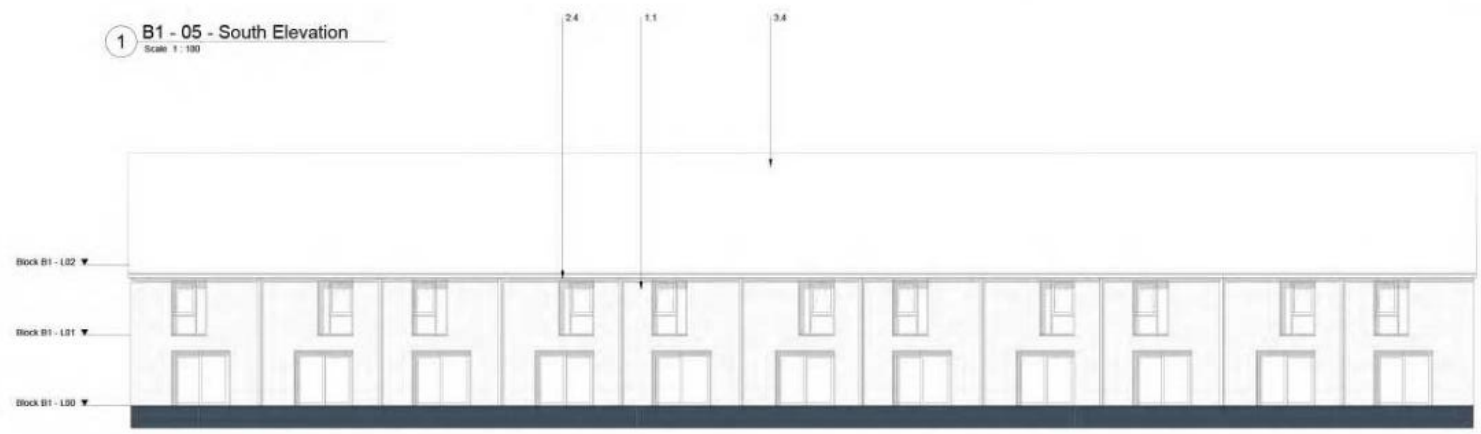
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1 B1 - 05 - South Elevation
Scale 1 : 100



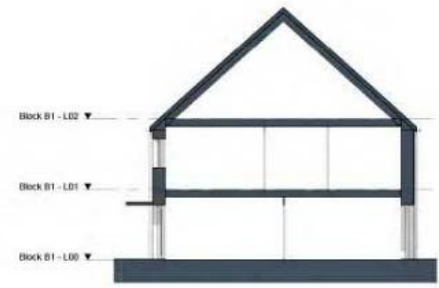
2 B1 - 05 - East Elevation
Scale 1 : 100



3 B1 - 05 - North Elevation
Scale 1 : 100



4 B1 - 05 - West Elevation
Scale 1 : 100



5 B1 - 04 - Section
Scale 1 : 100

Materials Key

1	Brickwork Finish		
1.1	Red Brick		
1.2	Red Brick Soldier Course		
1.3	Dark Red Brick		
1.4	Dark Red Brick Soldier Course		
1.5	White Brick - Light Mortar		
1.6	White Brick Soldier Course - Light Mortar		
1.7	Grey Brick - Dark Mortar		
1.8	Light Grey Brick		
1.9	Light Grey Brick Soldier Course		
1.10	Black Brick - Matching Mortar		
1.11	Dark Grey Brick - Light Mortar		
1.12	Dark Grey Brick Soldier Course - Light Mortar		
1.13	Dark Grey Brick - Dark Mortar		
1.14	Dark Grey Brick Soldier Course - Dark Mortar		
1.20	Textured Brickwork		
1.21	Inset Brickwork		
2	Metal Work / Window Framing Finish		
2.1	Black		
2.2	Brown		
2.3	Grey		
2.4	Dark Grey		
2.5	Dark Brown		
2.6	Salmon		
2.7	Yellow		
2.8	Green		
2.9	Blue		
2.20	Perforated Metal Louvre		
2.21	Louvre		
3	Roof Finish		
3.1	Brown Roof Tile		
3.2	Grey Roof Tile		
3.3	Dark Grey Roof Tile		
3.4	Blue Puddle		
SB1	SB1	Issued For Planning	
SB2	SB2	Issued For Planning	
SB3	SB3	Issued For Planning	
SB4	SB4	Issued For Planning	
Revision	Date	Drawn By	Drawn By

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block B1**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20 01 23
Job Number	Drawing Number	Revision
35301	ZB-XX-DR-A-05-0300	00-4

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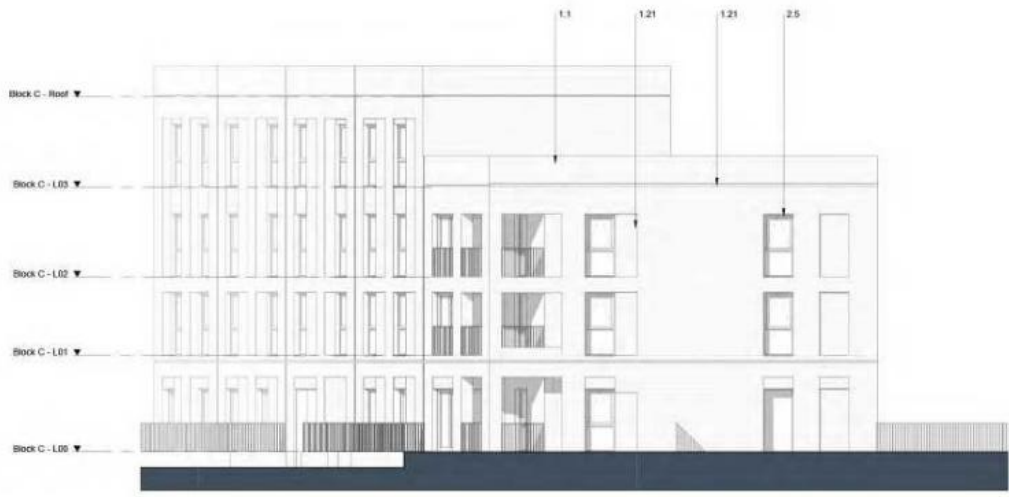
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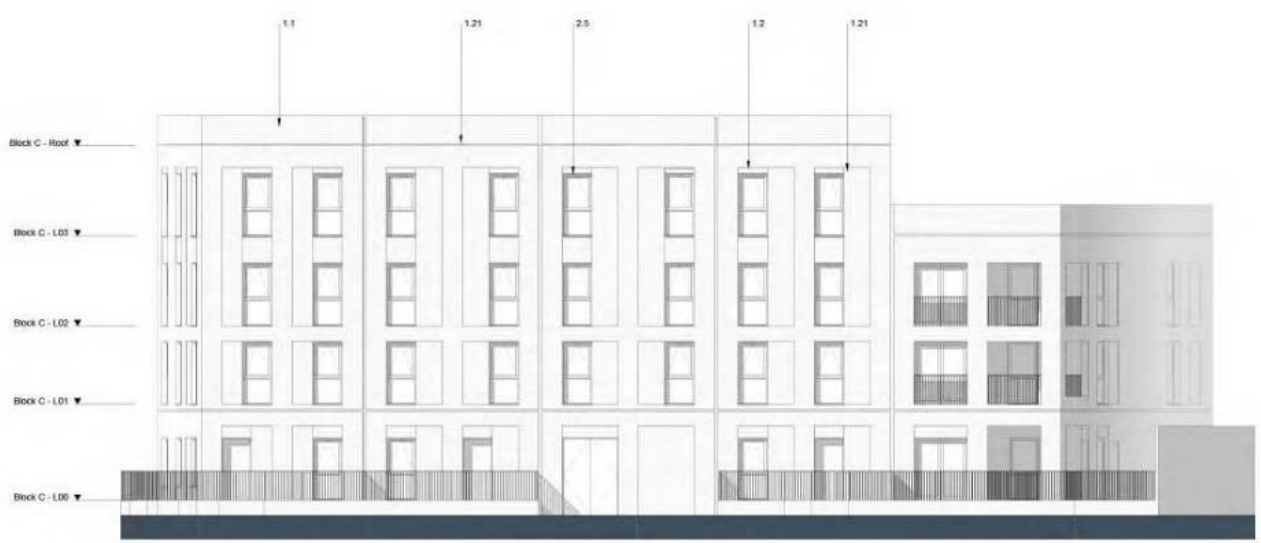
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Drawings to be read in conjunction with the associated Design & Access Statement, associated consultant team reports and documents & reports and landscape information

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



1 C - 05 - North Elevation
Scale 1 : 100



2 C - 05 - East Elevation
Scale 1 : 100

Materials Key

1	Brickwork Finish	
1.1	Red Brick	
1.2	Red Brick Solder Course	
1.3	Dark Red Brick	
1.4	Dark Red Brick Solder Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Solder Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick	
1.9	Light Grey Brick Solder Course	
1.10	Black Brick - Matching Mortar	
1.11	Dark Grey Brick - Light Mortar	
1.12	Dark Grey Brick Solder Course - Light Mortar	
1.13	Dark Grey Brick - Dark Mortar	
1.14	Dark Grey Brick Solder Course - Dark Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2	Metal Work / Window Framing Finish	
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Grey	
2.5	Dark Brown	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal	
2.21	Louvre	
3	Roof Finish	
3.1	Brown Roof Tile	
3.2	Grey Roof Tile	
3.3	Dark Grey Roof Tile	
084	20.0.0	Issued For Planning
083	18.0.2	Issued For Planning
082	15.0.0	Issued For Planning
081	11.0.0	Issued For Planning
080	08.0.0	Issued For Planning

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block C**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revision
35301	ZC-XX-DR-A-05-0300	00-4

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Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



1 C - 05 - South Elevation
Scale 1 : 100

Materials Key

1 Brickwork Finish		
1.1	Red Brick	
1.2	Red Brick Soldier Course	
1.3	Dark Red Brick	
1.4	Dark Red Brick Soldier Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Soldier Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick	
1.9	Light Grey Brick Soldier Course	
1.10	Black Brick - Matching Mortar	
1.11	Dark Grey Brick - Light Mortar	
1.12	Dark Grey Brick Soldier Course - Light Mortar	
1.13	Dark Grey Brick - Dark Mortar	
1.14	Dark Grey Brick Soldier Course - Dark Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2 Metal Work / Window Framing Finish		
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Grey	
2.5	Dark Brown	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal	
2.21	Lattice	
3 Roof Finish		
3.1	Brown Roof Tile	
3.2	Grey Roof Tile	
3.3	Dark Grey Roof Tile	
3.4	Inset	Inset For Planning
3.5	Inset	Inset For Planning
3.6	Inset	Inset For Planning
3.7	Inset	Inset For Planning
3.8	Inset	Inset For Planning
3.9	Inset	Inset For Planning
3.10	Inset	Inset For Planning
3.11	Inset	Inset For Planning
3.12	Inset	Inset For Planning
3.13	Inset	Inset For Planning
3.14	Inset	Inset For Planning
3.15	Inset	Inset For Planning
3.16	Inset	Inset For Planning
3.17	Inset	Inset For Planning
3.18	Inset	Inset For Planning
3.19	Inset	Inset For Planning
3.20	Inset	Inset For Planning
3.21	Inset	Inset For Planning
3.22	Inset	Inset For Planning
3.23	Inset	Inset For Planning
3.24	Inset	Inset For Planning
3.25	Inset	Inset For Planning
3.26	Inset	Inset For Planning
3.27	Inset	Inset For Planning
3.28	Inset	Inset For Planning
3.29	Inset	Inset For Planning
3.30	Inset	Inset For Planning
3.31	Inset	Inset For Planning
3.32	Inset	Inset For Planning
3.33	Inset	Inset For Planning
3.34	Inset	Inset For Planning
3.35	Inset	Inset For Planning
3.36	Inset	Inset For Planning
3.37	Inset	Inset For Planning
3.38	Inset	Inset For Planning
3.39	Inset	Inset For Planning
3.40	Inset	Inset For Planning
3.41	Inset	Inset For Planning
3.42	Inset	Inset For Planning
3.43	Inset	Inset For Planning
3.44	Inset	Inset For Planning
3.45	Inset	Inset For Planning
3.46	Inset	Inset For Planning
3.47	Inset	Inset For Planning
3.48	Inset	Inset For Planning
3.49	Inset	Inset For Planning
3.50	Inset	Inset For Planning



2 C - 05 - West Elevation
Scale 1 : 100

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Client
Weston Homes

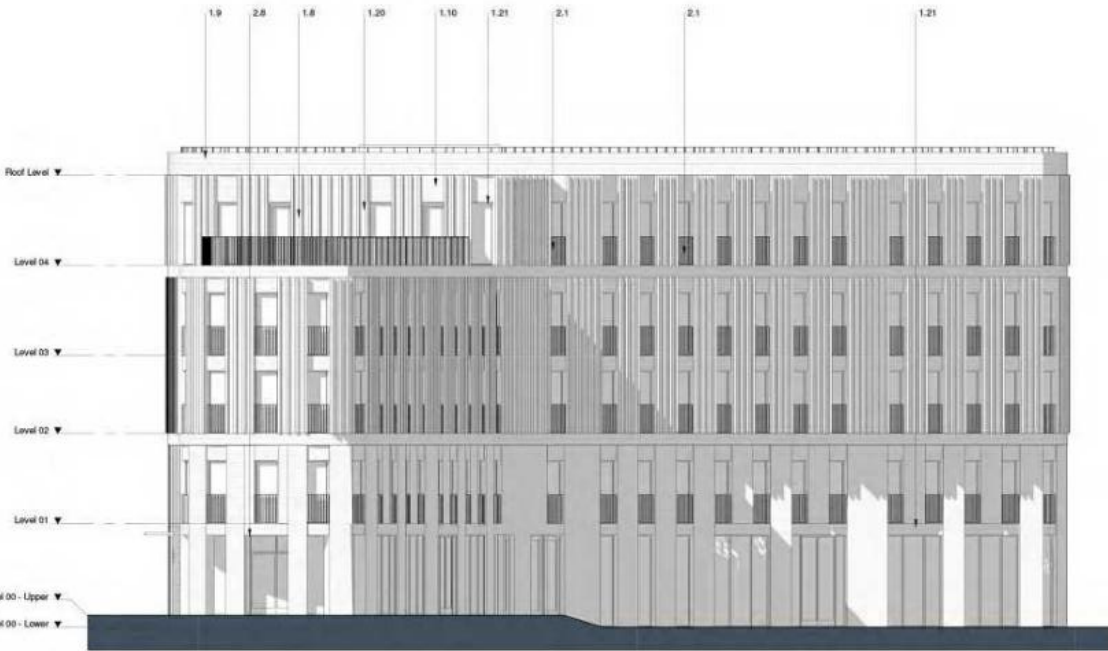
Project
**Anglia Square
Norwich**

Description
**Elevations
Block C**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revision
35301	ZC-XX-DR-A-05-0301	D0-4

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1 D - 05 - North Elevation
Scale 1 : 100



2 D - 05 - East Elevation
Scale 1 : 100

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Drawings to be read in conjunction with the associated Design & Access Statement, associated consultant best team documents & reports and landscape information

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.

Materials Key

1 Brickwork Finish		
1.1	Red Brick	
1.2	Red Brick Soldier Course	
1.3	Dark Red Brick	
1.4	Dark Red Brick Soldier Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Soldier Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick Soldier Course	
1.9	Black Brick - Matching Mortar	
1.10	Dark Grey Brick - Light Mortar	
1.11	Dark Grey Brick Soldier Course - Light Mortar	
1.12	Dark Grey Brick - Dark Mortar	
1.13	Dark Grey Brick Soldier Course - Dark Mortar	
1.14	Dark Grey Brick Soldier Course - Dark Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2 Metal Work / Window Framing Finish		
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Grey	
2.5	Dark Green	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal Louvre	
2.21	Louvre	
3 Roof Finish		
3.1	Brown Roof Tile	
3.2	Grey Roof Tile	
3.3	Dark Grey Roof Tile	
3.4	Dark Grey	Level For Planning
3.5	Dark Grey	Level For Planning
3.6	Dark Grey	Level For Planning
3.7	Dark Grey	Level For Planning
3.8	Dark Grey	Level For Planning
3.9	Dark Grey	Level For Planning
3.10	Dark Grey	Level For Planning
3.11	Dark Grey	Level For Planning
3.12	Dark Grey	Level For Planning
3.13	Dark Grey	Level For Planning
3.14	Dark Grey	Level For Planning
3.15	Dark Grey	Level For Planning
3.16	Dark Grey	Level For Planning
3.17	Dark Grey	Level For Planning
3.18	Dark Grey	Level For Planning
3.19	Dark Grey	Level For Planning
3.20	Dark Grey	Level For Planning
3.21	Dark Grey	Level For Planning
3.22	Dark Grey	Level For Planning
3.23	Dark Grey	Level For Planning
3.24	Dark Grey	Level For Planning
3.25	Dark Grey	Level For Planning
3.26	Dark Grey	Level For Planning
3.27	Dark Grey	Level For Planning
3.28	Dark Grey	Level For Planning
3.29	Dark Grey	Level For Planning
3.30	Dark Grey	Level For Planning
3.31	Dark Grey	Level For Planning
3.32	Dark Grey	Level For Planning
3.33	Dark Grey	Level For Planning
3.34	Dark Grey	Level For Planning
3.35	Dark Grey	Level For Planning
3.36	Dark Grey	Level For Planning
3.37	Dark Grey	Level For Planning
3.38	Dark Grey	Level For Planning
3.39	Dark Grey	Level For Planning
3.40	Dark Grey	Level For Planning
3.41	Dark Grey	Level For Planning
3.42	Dark Grey	Level For Planning
3.43	Dark Grey	Level For Planning
3.44	Dark Grey	Level For Planning
3.45	Dark Grey	Level For Planning
3.46	Dark Grey	Level For Planning
3.47	Dark Grey	Level For Planning
3.48	Dark Grey	Level For Planning
3.49	Dark Grey	Level For Planning
3.50	Dark Grey	Level For Planning

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block D**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revised
35301	ZD-XX-DR-A-05-0300	D0-4

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1 D - 05 - South Elevation
Scale 1:100



2 D - 05 - West Elevation
Scale 1:100

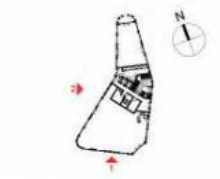
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Drawings to be read in conjunction with the associated Design & Access Statement, associated consultant team documents & reports and landscape information.

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key	
1 Brickwork Finish	
1.1	Red Brick
1.2	Red Brick Soldier Course
1.3	Dark Red Brick
1.4	Dark Red Brick Soldier Course
1.5	White Brick - Light Mortar
1.6	White Brick Soldier Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Soldier Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Soldier Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Soldier Course - Dark Mortar
1.20	Textured Brickwork
1.21	Inset Brickwork
2 Metal Work / Window Framing Finish	
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal Louvre
2.21	Louvre
3 Roof Finish	
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile
3.4	201 ST
3.5	202 ST
3.6	203 ST
3.7	204 ST
3.8	205 ST
3.9	206 ST
3.10	207 ST
3.11	208 ST
3.12	209 ST
3.13	210 ST
3.14	211 ST
3.15	212 ST
3.16	213 ST
3.17	214 ST
3.18	215 ST
3.19	216 ST
3.20	217 ST
3.21	218 ST
3.22	219 ST
3.23	220 ST
3.24	221 ST
3.25	222 ST
3.26	223 ST
3.27	224 ST
3.28	225 ST
3.29	226 ST
3.30	227 ST
3.31	228 ST
3.32	229 ST
3.33	230 ST
3.34	231 ST
3.35	232 ST
3.36	233 ST
3.37	234 ST
3.38	235 ST
3.39	236 ST
3.40	237 ST
3.41	238 ST
3.42	239 ST
3.43	240 ST
3.44	241 ST
3.45	242 ST
3.46	243 ST
3.47	244 ST
3.48	245 ST
3.49	246 ST
3.50	247 ST
3.51	248 ST
3.52	249 ST
3.53	250 ST
3.54	251 ST
3.55	252 ST
3.56	253 ST
3.57	254 ST
3.58	255 ST
3.59	256 ST
3.60	257 ST
3.61	258 ST
3.62	259 ST
3.63	260 ST
3.64	261 ST
3.65	262 ST
3.66	263 ST
3.67	264 ST
3.68	265 ST
3.69	266 ST
3.70	267 ST
3.71	268 ST
3.72	269 ST
3.73	270 ST
3.74	271 ST
3.75	272 ST
3.76	273 ST
3.77	274 ST
3.78	275 ST
3.79	276 ST
3.80	277 ST
3.81	278 ST
3.82	279 ST
3.83	280 ST
3.84	281 ST
3.85	282 ST
3.86	283 ST
3.87	284 ST
3.88	285 ST
3.89	286 ST
3.90	287 ST
3.91	288 ST
3.92	289 ST
3.93	290 ST
3.94	291 ST
3.95	292 ST
3.96	293 ST
3.97	294 ST
3.98	295 ST
3.99	296 ST
3.100	297 ST

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block D**

Status
For Planning

Scale: 1:100@A1
Drawn By: OR
Date: 20.01.23

Job Number: 35301
Drawing Number: ZD-XX-DR-A-05-0301
Revision: 00-4

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Drawings to be read in conjunction with the associated Design & Access Statement, associated consultant team documents & reports and landscape information

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



1 M - 05 - East Elevation
Scale 1 : 100



2 M - 05 - North Elevation
Scale 1 : 100

Materials Key

1 Brickwork Finish		
1.1	Red Brick	
1.2	Red Brick Solder Course	
1.3	Dark Roof Brick	
1.4	Dark Red Brick Solder Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Solder Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick	
1.9	Light Grey Brick Solder Course	
1.10	Black Brick - Matching Mortar	
1.11	Dark Grey Brick - Light Mortar	
1.12	Dark Grey Brick Solder Course - Light Mortar	
1.13	Dark Grey Brick - Dark Mortar	
1.14	Dark Grey Brick Solder Course - Dark Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2 Metal Work / Window Framing Finish		
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Grey	
2.5	Dark Brown	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal	
2.21	Laurel	
3 Roof Finish		
3.1	Brown Roof Tile	
3.2	Grey Roof Tile	
3.3	Dark Grey Roof Tile	
3.4	3.01.01	Insulated For Planning
3.5	3.02.01	Insulated For Planning
3.6	3.03.01	Insulated For Planning
3.7	3.04.01	Insulated For Planning

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block M
East & North**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revision
35301	ZM-XX-DR-A-05-0301	00-4

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1 M - 05 - South Elevation
Scale 1 : 100



2 M - 05 - West Elevation
Scale 1 : 100

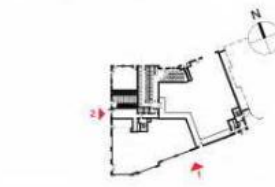
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Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the Landscape Information & documents.



Materials Key

1 Brickwork Finish	
1.1	Red Brick
1.2	Red Brick Soldier Course
1.3	Dark Red Brick
1.4	Dark Red Brick Soldier Course
1.5	White Brick - Light Mortar
1.6	White Brick Soldier Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Soldier Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Soldier Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Soldier Course - Dark Mortar
2 Metal Work / Window Framing Finish	
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal Louvre
2.21	Textured Brickwork
3 Roof Finish	
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile

Weston Homes 

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block M
South & West**

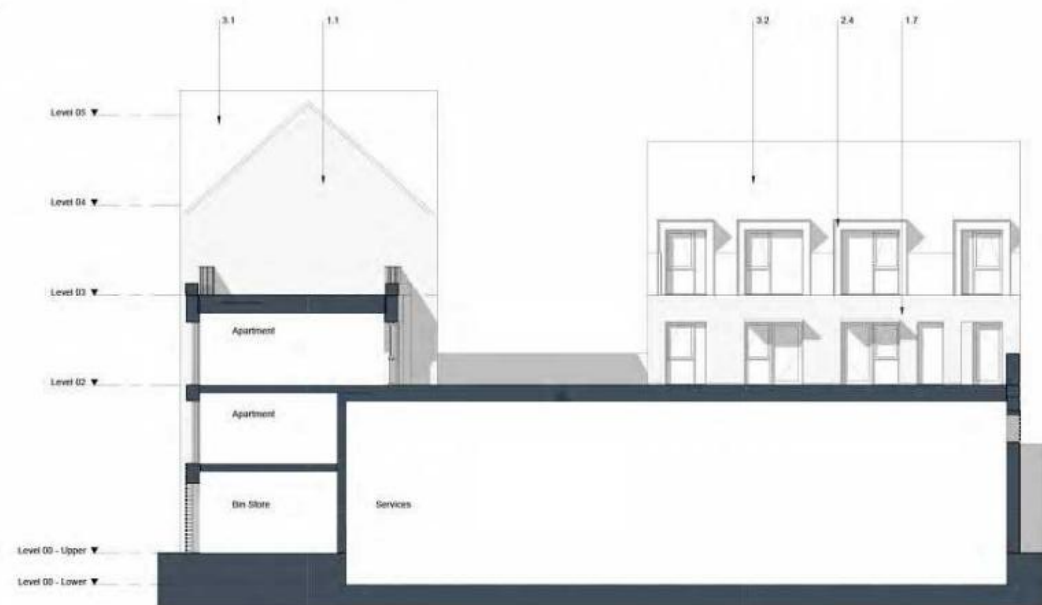
Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revision
35301	ZM-XX-DR-A-05-0300	00-4

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1 M - 05 - East Elevation Internal
Scale: 1 : 100



2 M - 05 - West Elevation Internal
Scale: 1 : 100

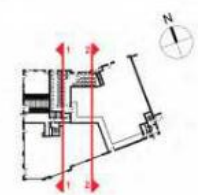
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Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key

1 Brickwork Finish	
1.1	Red Brick
1.2	Red Brick Solder Course
1.3	Dark Red Brick
1.4	Dark Red Brick Solder Course
1.5	White Brick - Light Mortar
1.6	White Brick Solder Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Solder Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Solder Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Solder Course - Dark Mortar
1.20	Textured Brickwork
1.21	Isost Brickwork
2 Metal Work / Window Framing Finish	
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal
2.21	Louvre
3 Roof Finish	
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile

SB4	10.01.01	Issued For Planning
SB3	10.02.01	Issued For Planning
SB2	10.03.01	Issued For Planning
SB1	10.04.01	Issued For Planning

Author: [] Date: []
Drawn by: [] Date: []

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block M - East & West
Internal**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	OR	20.01.23
Job Number	Drawing Number	Revision
35301	ZM-XX-DR-A-05-0302	00-4

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Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.

0m 5m 10m

N

1 K - 05 - North Elevation
Scale 1:100



Materials Key

- Brickwork Finish**
 - 1.1 Red Brick
 - 1.2 Red Brick Soldier Course
 - 1.3 Dark Red Brick
 - 1.4 Dark Red Brick Soldier Course
 - 1.5 White Brick - Light Mortar
 - 1.6 White Brick Soldier Course - Light Mortar
 - 1.7 Grey Brick - Dark Mortar
 - 1.8 Light Grey Brick
 - 1.9 Light Grey Brick Soldier Course
 - 1.10 Black Brick - Matching Mortar
 - 1.11 Dark Grey Brick - Light Mortar
 - 1.12 Dark Grey Brick Soldier Course - Light Mortar
 - 1.13 Dark Grey Brick - Dark Mortar
 - 1.14 Dark Grey Brick Soldier Course - Dark Mortar
 - 1.15 Medium Grey Brick - Light Mortar
 - 1.16 Medium Grey Brick Soldier Course - Light Mortar
 - 1.20 Textured Brickwork
 - 1.21 Inset Brickwork
- Metal Work / Window Framing Finish**
 - 2.1 Black
 - 2.2 Brown
 - 2.3 Grey
 - 2.4 Dark Grey
 - 2.5 Dark Brown
 - 2.6 Salmon
 - 2.7 Yellow
 - 2.8 Green
 - 2.9 Blue
 - 2.20 Perforated Metal
 - 2.21 Louvre
- Roof Finish**
 - 3.1 Brown Roof Tile
 - 3.2 Grey Roof Tile
 - 3.3 Dark Grey Roof Tile

Rev	Date	By	Description
001	10/01/21	JP	Issued For Planning
002	10/01/21	JP	Issued For Planning
003	10/01/21	JP	Issued For Planning

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Client
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Project
**Anglia Square
Norwich**

Description
**Elevations
Block KL**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20/01/23

Job Number	Drawing Number	Revision
35301	ZKL-XX-DR-A-05-0300	D0-4

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2 KL - 05 - East Elevation
Scale 1:100

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Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key

1	Brickwork Finish
1.1	Red Brick
1.2	Red Brick Soldier Course
1.3	Dark Red Brick
1.4	Dark Red Brick Soldier Course
1.5	White Brick - Light Mortar
1.6	White Brick Soldier Course - Light Mortar
1.7	Grey Brick - Dark Mortar
1.8	Light Grey Brick
1.9	Light Grey Brick Soldier Course
1.10	Black Brick - Matching Mortar
1.11	Dark Grey Brick - Light Mortar
1.12	Dark Grey Brick Soldier Course - Light Mortar
1.13	Dark Grey Brick - Dark Mortar
1.14	Dark Grey Brick Soldier Course - Dark Mortar
1.20	Textured Brickwork
1.21	Inset Brickwork
2	Metal Work / Window Framing Finish
2.1	Black
2.2	Brown
2.3	Grey
2.4	Dark Grey
2.5	Dark Brown
2.6	Salmon
2.7	Yellow
2.8	Green
2.9	Blue
2.20	Perforated Metal
2.21	Louver
3	Roof Finish
3.1	Brown Roof Tile
3.2	Grey Roof Tile
3.3	Dark Grey Roof Tile

SB4	SB10	Issued For Planning
SB3	SB20	Issued For Planning
SB2	SB15	Issued For Planning
SB1	SB12	Issued For Planning

Author: JRM Date: 08/01/2024 Drawn By: JJP

Weston Homes

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block M - South
Internal**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revision
35301	ZM-XX-DR-A-05-0303	00-4

Original size 102mm @ A1 Copyright Broadway Malyan Limited

1 M - 05 - South Elevation Internal
Scale 1 : 100

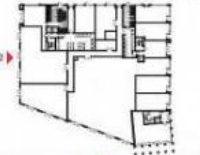
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Drawing to be read in conjunction with the associated Design & Access Statement, associated consultant design team documents & reports and landscape information

Landscape shown is for illustrative purposes only. For detailed landscape information, please refer to the landscape information & documents.



Materials Key

1	Brickwork Finish	
1.1	Red Brick	
1.2	Red Brick Soldier Course	
1.3	Dark Red Brick	
1.4	Dark Red Brick Soldier Course	
1.5	White Brick - Light Mortar	
1.6	White Brick Soldier Course - Light Mortar	
1.7	Grey Brick - Dark Mortar	
1.8	Light Grey Brick	
1.9	Light Grey Brick Soldier Course	
1.10	Black Brick - Matching Mortar	
1.11	Dark Grey Brick - Light Mortar	
1.12	Dark Grey Brick Soldier Course - Light Mortar	
1.13	Dark Grey Brick - Dark Mortar	
1.14	Dark Grey Brick Soldier Course - Dark Mortar	
1.15	Medium Grey Brick - Light Mortar	
1.16	Medium Grey Brick Soldier Course - Light Mortar	
1.20	Textured Brickwork	
1.21	Inset Brickwork	
2	Metal Work / Window Framing Finish	
2.1	Black	
2.2	Brown	
2.3	Grey	
2.4	Dark Gray	
2.5	Dark Brown	
2.6	Salmon	
2.7	Yellow	
2.8	Green	
2.9	Blue	
2.20	Perforated Metal Louvre	
2.21	Louvre	
3	Roof Finish	
3.1	Brown Roof Tile	
3.2	Gray Roof Tile	
3.3	Dark Gray Roof Tile	
3.04	3.04.20	Issued For Planning
3.05	3.05.20	Issued For Planning
3.06	3.06.20	Issued For Planning
3.07	3.07.20	Issued For Planning
3.08	3.08.20	Issued For Planning
3.09	3.09.20	Issued For Planning
3.10	3.10.20	Issued For Planning
3.11	3.11.20	Issued For Planning
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3.98	3.98.20	Issued For Planning
3.99	3.99.20	Issued For Planning
3.100	3.100.20	Issued For Planning

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Client
Weston Homes

Project
Anglia Square
Norwich

Description
Elevations
Block KL

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revision
35301	ZKL-XX-DR-A-05-0301 D0-4	

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KL - 05 - South Elevation
Scale 1 : 100



K - 05 - West Elevation
Scale 1 : 100

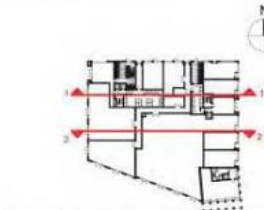
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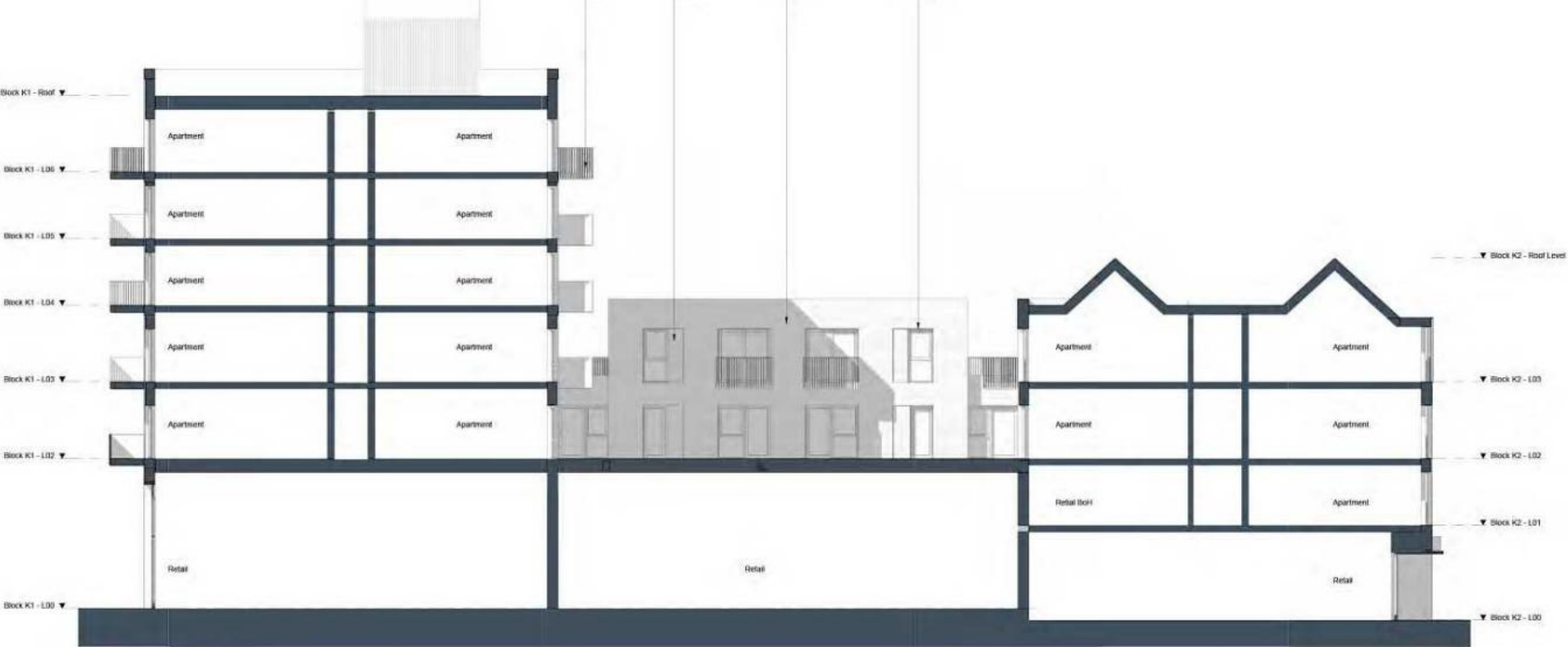
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Materials Key

- Brickwork Finish**
 - 1.1 Red Brick
 - 1.2 Red Brick Soldier Course
 - 1.3 Dark Red Brick
 - 1.4 Dark Red Brick Soldier Course
 - 1.5 White Brick - Light Mortar
 - 1.6 White Brick Soldier Course - Light Mortar
 - 1.7 Grey Brick - Dark Mortar
 - 1.8 Light Grey Brick
 - 1.9 Light Grey Brick Soldier Course
 - 1.10 Black Brick - Matching Mortar
 - 1.11 Dark Grey Brick - Light Mortar
 - 1.12 Dark Grey Brick Soldier Course - Light Mortar
 - 1.13 Dark Grey Brick - Dark Mortar
 - 1.14 Dark Grey Brick Soldier Course - Dark Mortar
 - 1.15 Medium Grey Brick - Light Mortar
 - 1.16 Medium Grey Brick Soldier Course - Light Mortar
- Metal Work / Window Framing Finish**
 - 2.1 Black
 - 2.2 Brown
 - 2.3 Grey
 - 2.4 Dark Grey
 - 2.5 Dark Brown
 - 2.6 Salmon
 - 2.7 Yellow
 - 2.8 Green
 - 2.9 Blue
 - 2.20 Perforated Metal Louvre
 - 2.21 Louvre
- Roof Finish**
 - 3.1 Brown Roof Tile
 - 3.2 Grey Roof Tile
 - 3.3 Dark Grey Roof Tile

Rev	Date	Drawn By	Description
001	18.12.21	Issued For Planning	
002	18.12.21	Issued For Planning	
003	21.03.22	Issued For Planning	



1 K -05 - South Elevation Internal
Scale 1:100



2 K -05 - North Elevation Internal
Scale 1:100

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block KL**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23

Job Number	Drawing Number	Revision
35301	ZKL-XX-DR-A-05-0303-D0-4	

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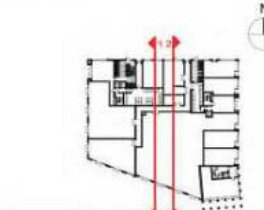
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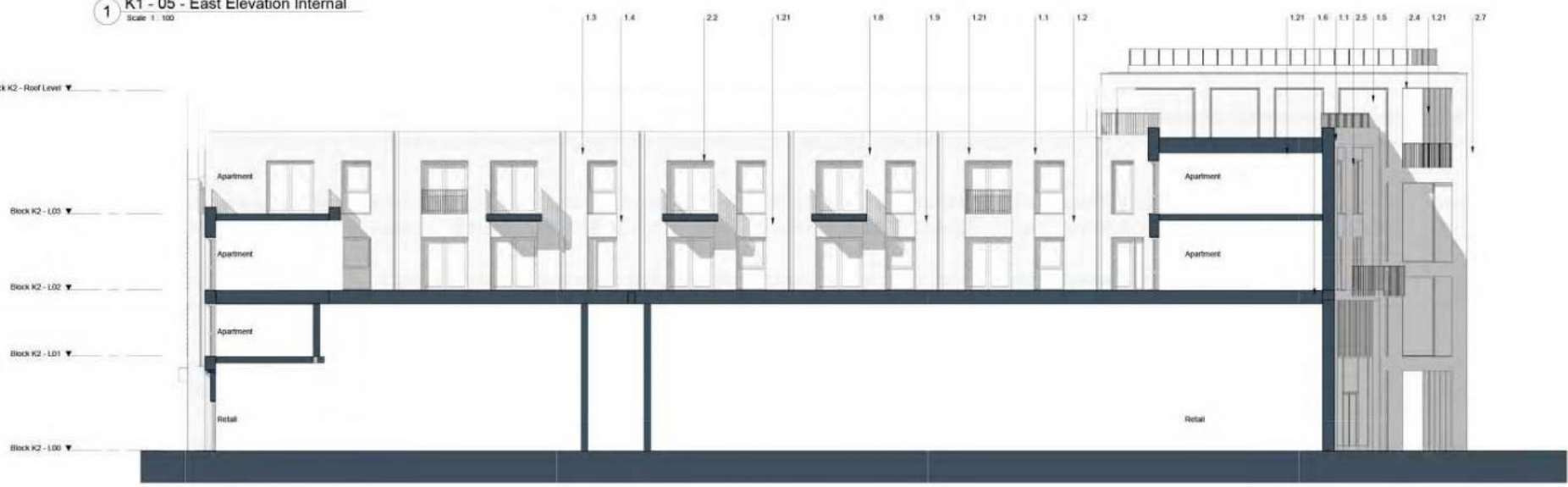


1 K1 - 05 - East Elevation Internal
Scale 1:100



Materials Key

1	Brickwork Finish		
1.1	Red Brick		
1.2	Red Brick Solder Course		
1.3	Dark Red Brick		
1.4	Dark Red Brick Solder Course		
1.5	White Brick - Light Mortar		
1.6	White Brick Solder Course - Light Mortar		
1.7	Grey Brick - Dark Mortar		
1.8	Light Grey Brick		
1.9	Light Grey Brick Solder Course		
1.10	Black Brick - Matching Mortar		
1.11	Dark Grey Brick - Light Mortar		
1.12	Dark Grey Brick Solder Course - Light Mortar		
1.13	Dark Grey Brick - Dark Mortar		
1.14	Dark Grey Brick Solder Course - Dark Mortar		
1.15	Medium Grey Brick - Light Mortar		
1.16	Medium Grey Brick Solder Course - Light Mortar		
1.20	Textured Brickwork		
1.21	Inset Brickwork		
2	Metal Work / Window Framing Finish		
2.1	Black		
2.2	Brown		
2.3	Grey		
2.4	Dark Grey		
2.5	Dark Brown		
2.6	Salmon		
2.7	Yellow		
2.8	Green		
2.9	Blue		
2.20	Perforated Metal Louvre		
2.21	Louvre		
3	Roof Finish		
3.1	Brown Roof Tile		
3.2	Grey Roof Tile		
3.3	Dark Grey Roof Tile		
3.3A	3.3.3.3	Issued For Planning	
3.3B	3.3.3.3	Issued For Planning	
3.3C	3.3.3.3	Issued For Planning	
3.3D	3.3.3.3	Issued For Planning	
3.3E	3.3.3.3	Issued For Planning	
Revision	Date	Drawn By	Description



2 K2 - 05 - West Elevation Internal
Scale 1:100

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Client
Weston Homes

Project
**Anglia Square
Norwich**

Description
**Elevations
Block KL**

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23
Job Number	Drawing Number	Revision
35301	ZKL-XX-DR-A-05-0302-D0-4	

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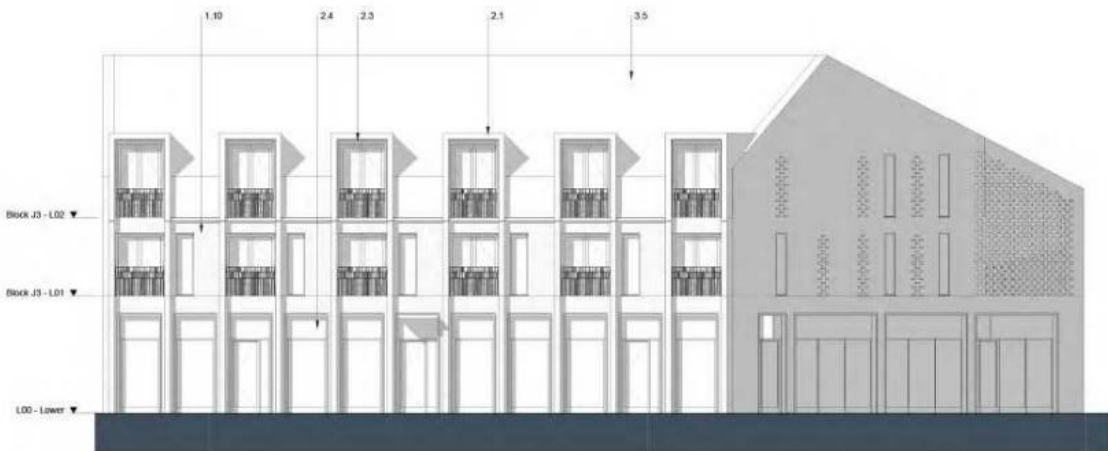
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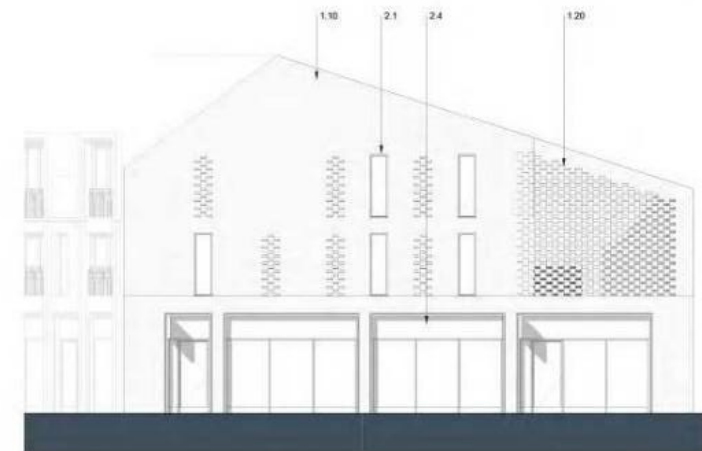
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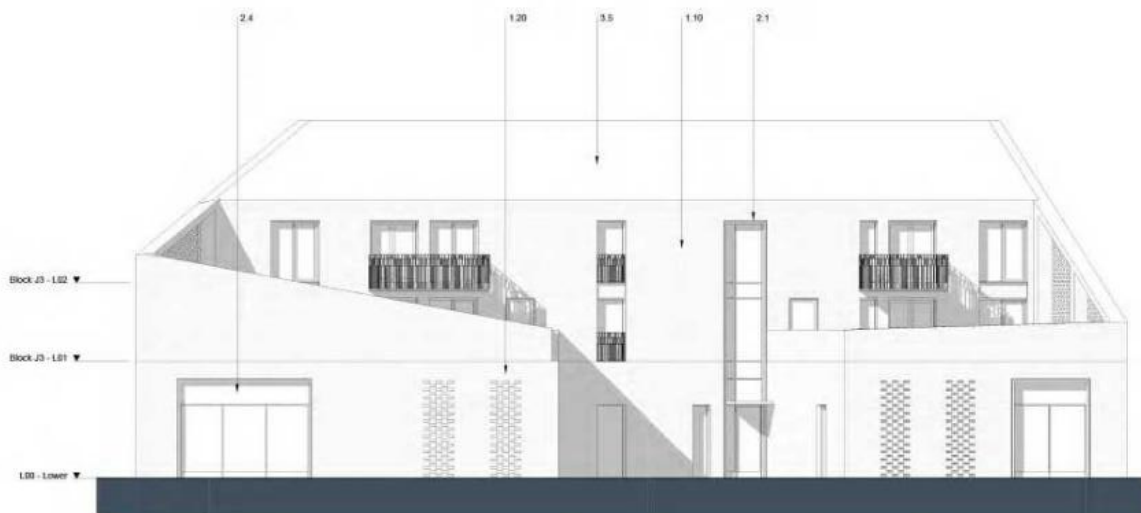
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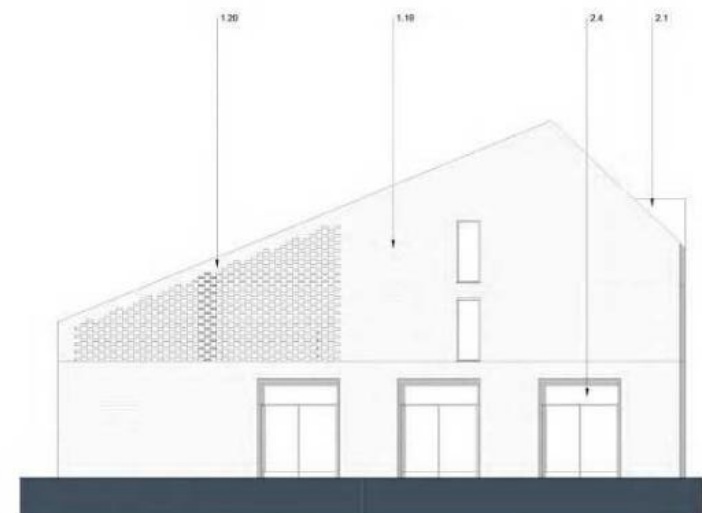
1 J3 - 05 - East Elevation
Scale 1 : 100



2 J3 - 05 - North Elevation
Scale 1 : 100



3 J3 - 05 - West Elevation
Scale 1 : 100



4 J3 - 05 - South Elevation
Scale 1 : 100

Materials Key

- 1 Brickwork Finish
 - 1.1 Red Brick
 - 1.2 Red Brick Solder Course
 - 1.3 Dark Red Brick
 - 1.4 Dark Red Brick Solder Course
 - 1.5 White Brick - Light Mortar
 - 1.6 White Brick Solder Course - Light Mortar
 - 1.7 Grey Brick - Dark Mortar
 - 1.8 Light Grey Brick
 - 1.9 Light Grey Brick Solder Course
 - 1.10 Black Brick - Matching Mortar
 - 1.11 Dark Grey Brick - Light Mortar
 - 1.12 Dark Grey Brick Solder Course - Light Mortar
 - 1.13 Dark Grey Brick - Dark Mortar
 - 1.14 Dark Grey Brick Solder Course - Dark Mortar
 - 1.20 Textured Brickwork
 - 1.21 Inset Brickwork
- 2 Metal Work / Window Framing Finish
 - 2.1 Black
 - 2.2 Brown
 - 2.3 White
 - 2.4 Dark Grey
 - 2.5 Dark Brown
 - 2.6 Salmon
 - 2.7 Yellow
 - 2.8 Green
 - 2.9 Blue
 - 2.20 Perforated Metal Louvre
 - 2.21 Louvre
- 3 Roof Finish
 - 3.1 Brown Roof Tile
 - 3.2 Grey Roof Tile
 - 3.3 Dark Grey Roof Tile
 - 3.4 Blue Ffantele
 - 3.5 Dark Grey Ffantele

Rev	Date	By	Description
004	20.01.23	JP	Issued For Planning
003	08.02.23	JP	Issued For Planning
002	03.02.23	JP	Issued For Planning
001	11.02.23	JP	Issued For Planning



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Client
Weston Homes

Project
Anglia Square
Norwich

Description
Elevations
Block J3

Status
For Planning

Scale	Drawn By	Date
1:100@A1	JP	20.01.23

Job Number	Drawing Number	Revision
35301	ZJ-XX-DR-A-05-0300	00-4

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Anglia Square: Hybrid Application Development Description

“Hybrid (part full/part outline) application on site of 4.65ha for demolition and clearance of all buildings and structures and the phased, comprehensive redevelopment of the site with 14 buildings ranging in height from 1 to 8 storeys, for a maximum of 1,100 residential dwellings, (houses, duplexes and flats) (Use Class C3); a maximum of 8,000 sqm flexible retail, commercial and other non-residential floorspace (retail, business, services, food and drink premises, offices, workshops, non-residential institutions, community hub, local community uses, and other floorspace (Use Classes E/F1/F2/Sui Generis (public conveniences, drinking establishments with expanded food provision, bookmakers and/or nail bars (up to 550sqm), and dry cleaner (up to 150sqm))); service yard, cycle and refuse stores, plant rooms, car parking and other ancillary space; with associated new and amended means of access on Edward Street and Pitt Street, closure of existing means of access on Edward Street, New Botolph Street, Pitt Street and St Crispins Road flyover, formation of cycle path between Edward Street and St Crispins Road, formation of wider footways, laybys and other associated highway works on all boundaries, formation of car club parking area off New Botolph Street, up to 450 car parking spaces (at least 95% spaces for class C3 use, and up to 5% for class E/F1/F2/Sui Generis uses), hard and soft landscaping of public open spaces comprising streets and squares/courtyards for pedestrians and cyclists, other landscape works within existing streets surrounding the site, service infrastructure and other associated work; (All floor areas given as maximum Net Internal Area);

Comprising:

Full planning permission on 2.25ha of the site for demolition and clearance of all buildings and structures, erection of 8 buildings ranging in height from 1 to 7 storeys for 353 residential dwellings (Use Class C3) (142 dwellings in Block A, 25 dwellings in Block B, 21 dwellings in Block C, 28 dwellings in Block D, 8 dwellings in Block J3, 81 dwellings in Block K/L, and 48 dwellings in Block M) with associated cycle and refuse stores), and, for 5,411sqm flexible retail, commercial and other nonresidential floorspace (retail, business, services, food and drink premises, offices, workshops, nonresidential institutions, community hub, local community uses, and other floorspace (Use Classes E/F1/F2/Sui Generis (public conveniences, drinking establishments with expanded food provision, bookmakers and/or nail bars (up to 550sqm), and dry cleaner (up to 150sqm))), service yard, cycle and refuse stores, plant rooms, car parking and other ancillary space, with associated new and amended means of access on Edward Street, closure of existing means of access on Edward Street and New Botolph Street, formation of cycle path from Edward Street to St Crispins Road, formation of wider footways, laybys and other associated highway works on Edward Street, New Botolph Street, and Magdalen Street, formation of car club parking area off New Botolph Street, 134 car parking spaces (at least 95% spaces for class C3 use, and up to 5% for class E/F1/F2/Sui Generis uses) within Blocks A and B, hard and soft landscape works to public open spaces comprising streets and squares for pedestrians and cyclists, other landscape works, service infrastructure and other associated works; (All floor areas given as maximum Net Internal Areas);

and

Outline planning permission on 2.4ha of the site, with landscaping and appearance as reserved matters, for demolition and clearance of all buildings and structures, erection of 6 buildings (Blocks E– H and J) ranging in height from 2 to 8 stories for up to 747 residential dwellings, (houses, duplexes, and flats) (Use Class C3), a maximum of 2,589 sqm flexible retail, commercial and other nonresidential floorspace (retail, business, services, food and drink premises, offices, non-residential institutions, local community uses and other floorspace (Use Classes E/F1/F2/Sui Generis (drinking establishments with expanded food provision, bookmakers and/or nail bars (up to 550sqm), and dry cleaner (up to 150sqm))); cycle and refuse stores, plant rooms, car parking and other ancillary space; with associated new and altered means of access on Pitt Street and St Crispins Road, closure of means of access on Pitt Street and St Crispins Road flyover, formation of wider footways, laybys and other associated highway works on Pitt Street and St Crispins Road, a maximum of 316 car parking spaces (at least 95% spaces for class C3 use, and up to 5% for class E/F1/F2/Sui Generis uses), service infrastructure and other associated works (landscaping and appearance are reserved matters); (All floor areas given as maximum Net Internal Areas).”



Ministry of Housing,
Communities &
Local Government

Peter Luder
c/o Weston Homes Plc
Weston Group Business Centre
Parsonage Road
Takeley
Essex
CM22 6PU

Our ref: APP/G2625/V/19/3225505

Your ref: -

12 November 2020

Dear Sir,

**TOWN AND COUNTRY PLANNING ACT 1990 – SECTION 77
APPLICATION MADE BY WESTON HOMES PLC, COLUMBIA THREADNEEDLE B/O
SACKVILLE UK PROPERTY SELECT II (GP) NO 3 LIMITED, AND SACKVILLE UK
PROPERTY SELECT II NOMINEE (3) LIMITED (AS TRUSTEES FOR THREADNEEDLE
UK PROPERTY SELECT II SUB-PARTNERSHIP NO 3 LP)
ANGLIA SQUARE, NORWICH, NR3 1DZ
APPLICATION REF: 18/00330/F**

1. I am directed by the Secretary of State to say that consideration has been given to the report of David Prentis BA BPI MRTPI, who held a public local inquiry between 28 January 2020 and 28 February 2020 into your client's application for planning permission for the comprehensive redevelopment of Anglia Square and adjacent land on Edward Street for up to 1250 dwellings, hotel, ground floor retail and commercial floorspace, cinema, multi-storey car parks, place of worship and associated works to the highway and public realm areas, with the full description of development set out at Annex B of this decision letter, in accordance with application ref: 18/00330/F, dated 6 March 2018.
2. On 21 March 2019, the Secretary of State directed, in pursuance of Section 77 of the Town and Country Planning Act 1990, that your client's application be referred to him instead of being dealt with by the local planning authority.

Inspector's recommendation and summary of the decision

3. The Inspector recommended that the application be approved and planning permission granted.
4. For the reasons given below, the Secretary of State disagrees with the Inspector's conclusions, and disagrees with his recommendation. He has decided to refuse planning permission. A copy of the Inspector's report (IR) is enclosed. All references to paragraph numbers, unless otherwise stated, are to that report.

Ministry of Housing, Communities & Local Government
Andrew Lynch, Decision Officer
Planning Casework Unit
3rd Floor Fry Building
2 Marsham Street
London SW1P 4DF

Tel: 0303 444 3594
Email: PCC@communities.gov.uk

Environmental Statement

5. In reaching this position, the Secretary of State has taken into account the Environmental Statement which was submitted under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, and the environmental information submitted before the inquiry opened. Having taken account of the Inspector's comments at IR590, the Secretary of State is satisfied that the Environmental Statement, and other additional information provided, complies with the above Regulations and that sufficient information has been provided for him to assess the environmental impact of the proposal.

Procedural matters

6. As set out at IR2, the application was subject to a number of amendments following the original submission to the Council, with a revised application form, dated 28 August 2018, subsequently submitted. The Secretary of State has made his decision based on this version of the application.
7. The Secretary of State notes that the Inquiry proceeded on the basis of these revised proposals (IR2). Given this, he does not consider that these changes raise any matters that would require him to refer back to the parties for further representations prior to reaching his decision on this application, and he is satisfied that no interests have thereby been prejudiced.

Matters arising since the close of the inquiry

8. A list of representations which have been received since the inquiry is at Annex A. Copies of these letters may be obtained on request to the email address at the foot of the first page of this letter. In the representation dated 14 September, points were made which sought to draw the Secretary of State's attention to emerging medical evidence with regard to air quality and the incidence and severity of Covid-19, and also to a Pre-Action Protocol letter seeking an early review of the Government's Clean Air Strategy. Given that the outcome of any challenge to the Clean Air Strategy is not yet known, and given his decision is to refuse this application, the Secretary of State is satisfied that the issues raised do not affect his decision, and no other new issues were raised in this correspondence to warrant further investigation or necessitate referral back to parties.

Policy and statutory considerations

9. In reaching his decision, the Secretary of State has had regard to section 38(6) of the Planning and Compulsory Purchase Act 2004 which requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise.
10. In this case the development plan consists of the Joint Core Strategy for Broadland, Norwich and South Norfolk (March 2011) together with amendments adopted in January 2014 (JCS), the Norwich Development Management Policies Local Plan (December 2014) (DM), and the Norwich Development Site Allocations Local Plan (December 2014) (SA). The Secretary of State considers that relevant development plan policies include those set out at IR23-28.
11. Other material considerations which the Secretary of State has taken into account include the National Planning Policy Framework ('the Framework') and associated planning guidance ('the Guidance'), as well as the Norwich City Centre Conservation Area (NCCCA) Appraisal 2007, and the Anglia Square Policy Guidance Note (2017) (PGN).

12. In accordance with section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the LBCA Act), the Secretary of State has paid special regard to the desirability of preserving those listed buildings potentially affected by the proposals, or their settings or any features of special architectural or historic interest which they may possess.
13. The application site is located within the Norwich City Centre Conservation Area (NCCCA). In accordance with section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the LBCA Act), the Secretary of State has paid special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Emerging plan

14. The emerging plan comprises the Greater Norwich Local Plan. Paragraph 48 of the Framework states that decision makers may give weight to relevant policies in emerging plans according to: (1) the stage of preparation of the emerging plan; (2) the extent to which there are unresolved objections to relevant policies in the emerging plan; and (3) the degree of consistency of relevant policies to the policies in the Framework. As this plan is at an early stage, with the required publication and consultation stages still to be completed, and is not expected to undergo public examination until late 2021, the Secretary of State considers it can carry only very limited weight in the determination of this application.

Main issues

The extent to which the proposed development is consistent with policies for delivering a sufficient supply of homes

15. The proposal is for up to 1250 homes (IR31) in total. For the purposes of determining this application, the housing land supply figure is calculated across the three Greater Norwich Districts, and the most recent figure is 5.89 years (IR431). However, the Secretary of State notes the Inspector's comments that within Norwich it is just 4 years, that there has been historic under-delivery against the targets of the JCS (IR431), and that this application represents the most significant housing project in Norwich. In overall housing numbers, this application would equate to around two years of Norwich's housing needs (IR432).
16. The Secretary of State has carefully considered the Inspector's analysis of the range of unit sizes and types at IR433-435. For the reasons given there, he agrees with the Inspector that the particular circumstances of the site justify the proposed housing mix, and there is no conflict with policy DM12(d).
17. There would be 120 affordable homes, equating to 10% of the total, with a tenure split of 85% social rent, 15% affordable rent or another form of intermediate housing (IR8). A provision of 10% affordable housing is below the target of 33% in large developments set out in policy JCS4, but the Secretary of State notes that this may be reduced where the development would be unviable in current market conditions (IR436), and that it was common ground between the applicants, the Council and Historic England that the scheme is marginally viable with 10% affordable housing (IR437). He also notes that the Section 106 agreement includes a review mechanism, and additional affordable housing could be secured if viability improves during the implementation period (IR439). For the reasons given at IR436-440, the Secretary of State agrees with the Inspector at IR598

that the amount of affordable housing is the most that could be achieved in current market conditions, and that the proposal accords with JCS4.

18. The Secretary of State notes that concerns were raised at the Inquiry around the number of single-aspect dwellings in the proposal. For the reasons given at IR441, he agrees with the Inspector that the approach taken with regard to the provision of residential accommodation would inevitably result in significant numbers of single aspect units, accessed by corridors which would not have natural light, and he agrees that this would be a disadvantage of the design. While the Secretary of State recognises that the flats would meet the technical standards required and have been carefully designed to overcome as far as possible the disadvantages of single-aspect dwellings (with floor to ceiling glazing, balconies and access to communal outdoor roof gardens), he considers that the disadvantages cannot entirely be overcome in this way. He considers that the use of single-aspect dwellings in such large quantities is a significantly sub-optimal design solution in this scheme, and is not outweighed by the advantages relating to access, frontages and safety (IR441). He therefore finds, contrary to the Inspector at IR612, that the proposal would conflict with the requirements in policy DM13 and DM2 for a high standard of amenity for future residents.
19. For the reasons given here, the Secretary of State agrees with the Inspector that the proposal would accord with JCS4 (IR598). He therefore agrees with the Inspector that the proposal's significant contribution to meeting housing need in Norwich should attract significant weight, and the proposal's significant contribution to meeting the need for affordable housing in Norwich should also attract significant weight (IR544). With regard to Policy DM12, the Secretary of State disagrees with the Inspector at IR611 that the proposal accords with the policy. Policy DM12 sets out principles for all residential development, and criteria b) within that policy states that proposals should have no detrimental impacts upon the character and amenity of the surrounding area (including open space and designated and locally identified natural environmental and heritage assets) which cannot be resolved by the imposition of conditions. The Secretary of State considers that the proposal does have a detrimental impact on heritage assets, and sets his findings out with regard to this in more detail in the relevant section of this decision letter.

The extent to which the proposed development is consistent with policies for building a strong, competitive economy

20. The Secretary of State has carefully considered the Inspector's assessment of the economic impacts of the proposal at IR 444-451. He notes that evidence given at the inquiry stated that there is over 16,000 sqm of vacant commercial floorspace (IR444), and that the decline of Anglia Square has continued in recent years, with the closure of the cinema and the loss of two long-standing businesses (IR444).
21. The application site is currently supporting around 180-230 jobs (IR444), and it is projected that this would increase to 536-693 jobs once the site is fully operational, and that it is estimated that the increased vitality of the centre would generate a further 60 – 118 jobs in the local economy (IR445). It is also estimated that construction of the proposed development would generate 250 – 300 jobs on site, plus a further 275 indirect jobs (IR445).
22. For the reasons given at IR444-451, the Secretary of State agrees with the Inspector at IR452 that Anglia Square is not fulfilling its potential to contribute to the local economy, having regard to its size, its strategic location and its designation as part of a Local

District Centre (LDC). He notes that, while the proposal would result in some existing employment being displaced, overall there would be a significant net gain in employment (IR452). He agrees that the flexibility in relation to permitted uses would help Anglia Square respond to changes in economic circumstances (IR452). He agrees with the Inspector that, insofar as the current condition of the site is a barrier to investment, that barrier would be removed (IR452). For these reasons, the Secretary of State agrees with the Inspector at IR452 that the proposal would therefore be in accordance with those policies of the Framework which seek to create a strong, competitive economy, and he attaches significant weight to these benefits.

The extent to which the proposed development is consistent with national and local policies for ensuring the vitality of town centres

23. Policy JCS19 defines a hierarchy of town centres where the development of new retailing, services, offices and other town centre uses will be encouraged. Anglia Square/Magdalen Street is identified as a Large District Centre (LDC) within the second tier. Policy DM18 states that retail, leisure and other town centre uses will be permitted at the defined centres where their scale is appropriate to the position of a centre in the hierarchy set out in JCS19 (IR453). Policy DM18 also states that such uses will be permitted where the proposal would not conflict with the overall sustainable development criteria set out in policy DM1. Those criteria include that development proposals will be expected to protect and enhance the physical, environmental and heritage assets of the city and to safeguard the special visual and environmental qualities of Norwich for all users.
24. The proposal includes 11,000 sqm of flexible commercial floorspace at the ground floors, with retail uses focused around the reconfigured Anglia Square, and the new St George Square including leisure uses (IR455).
25. The Secretary of State notes that this represents a reduction in retail floorspace (IR455) but agrees with the Inspector that this would be offset by improvements to the quality of that space, linked to the enhanced leisure offer (IR461).
26. For the reasons given at IR453-461, the Secretary of State agrees with the Inspector that the proposal would be appropriate to the position of Anglia Square in the retail hierarchy and would support the role that the LDC plays in the hierarchy of centres, promoting its long term vitality and viability (IR461-462). He therefore agrees with the Inspector that the proposal would accord with the policies of the Framework relating to the vitality of town centres (IR462), as well as with policy JCS19 (IR602), and that this benefit should attract significant weight. However, while he agrees with the Inspector at IR615 that the proposal, by supporting the role that Anglia Square/Magdalen Street plays in the hierarchy of centres, and by promoting the long term vitality and viability of the LDC accords with some elements of policy DM18, the Secretary of State finds that for the reasons given in paragraphs 28-59 below, the proposal does not protect and enhance the physical, environmental and heritage assets of the city. Given the importance of the heritage assets affected and the location of the site within the NCCCA, he concludes overall that the proposal does not accord with Policy DM18.

The extent to which the proposed development is consistent with policies for conserving and enhancing the historic environment

27. For the reasons given at IR463-465 the Secretary of State agrees with the Inspector's conclusions on the significance of the Norwich City Centre Conservation Area (NCCCA).

He has therefore gone on to consider the design of the proposal and its impacts both on the NCCCA as a whole, and on individual assets.

The design of the proposed development

28. For the reasons given in IR466-467, the Secretary of State agrees with Inspector that the new streets and squares would create a legible layout and greatly enhance permeability, and would be a benefit of the design.

29. The Secretary of State has carefully considered the Inspector's assessment at IR468-469 of the building typologies proposed, and their height. While he recognises that there has been an effort to place the taller buildings within the site rather than on the edges, the Secretary of State considers that the bulk and massing of the built form proposed is not sympathetic to its context. In particular, he is concerned that the frontage to St Crispins Road would include 8, 10 and 12 storey buildings, and he finds, like the Inspector at IR607, that Block F, which would have frontages to Pitt Street and St Crispins Road, would appear strikingly different and unfamiliar, to an extent that would cause harm. The Secretary of State also concurs with the advice of Design South East as quoted in the evidence of Historic England (IR269 and IR474) that:

“with blocks of over 10 storeys, it is only in comparison with the tower that these could be considered low rise, and in the context of the wider city they are very prominent. These blocks are not just tall, but also very deep and wide, creating monoliths that are out of scale with the fine grain of the surrounding historic urban fabric”

30. In respect of the tower, the Secretary of State recognises that there have been some amendments made to the proposed tower in terms of number of storeys and a more slender design. Policy DM3(a) states that proposals in major gateways must respect the location and context of the gateway. Landmark buildings should be of exceptional quality. The supporting text to Policy DM3 notes that landmarks can be achieved by design (rather than height) and that the expectation of the policy is that gateway sites should be marked by development of exceptionally high quality which relies for its distinctiveness on design aspects other than size and height. In addition, excessively tall or large buildings would be inappropriate in most gateway locations.

31. For the reasons given in IR475-478, the Secretary of State agrees with Inspector that in policy terms there is nothing that expressly supports a tall building at Anglia Square, nor is there anything that rules it out (IR477). However, for the reasons set out above, he disagrees with the Inspector, and finds that the tower would be of an excessive size in relation to its context, and does not demonstrate the exceptional quality required by Policy DM3(a).

32. The Secretary of State has considered the Inspector's assessment of the criticisms made of the design at IR472-474. He agrees with the Inspector at IR472 that the prevailing scale at the edge of the scheme of 7 to 10 storeys, when combined with the large footprints of the individual blocks, would be uncharacteristic in the NCCCA (IR474). While he recognises that there have been attempts to relate the proposal to its context, in relation to the movement pattern and the creation of new views, in the Secretary of State's view these do not outweigh his concerns with regards to the scale, bulk and massing of the individual blocks and the tower, and the extent to which the height and mass of the proposal would be uncharacteristic of the NCCCA, as set out above. He

therefore concludes that the proposal fails to comply with policies JCS2 and DM3(c) and (f).

Impacts on the Norwich City Centre Conservation Area

33. The Secretary of State has carefully considered the Inspector's analysis of the proposal's impact on the site and immediate surroundings with reference to the NCCCA at IR479-487. For the reasons given at IR479 he agrees with the Inspector that many of the application site's current buildings and car parks are identified as negative features in the NCCCA Appraisal. He accepts in principle that replacement of existing commercial buildings and car parks with well-designed modern buildings would be a significant benefit to the NCCCA, and that the benefits of the specific scheme before him would include greater permeability and legibility, improved streets and squares within the site and framed views of the Cathedral and the Church of St Augustine (IR480).
34. For the reasons given at IR481-482, The Secretary of State agrees with the Inspector that the proposal would improve the character and appearance of Magdalen Street north of the St Crispins Road flyover. However, he finds that the taller elements of Block A seen from Cowgate would constitute a harmful change in comparison to the current position. While the Inspector found there would be no harm in this respect, and Historic England found the impact severely harmful, the Secretary of State considers there would be moderate harm, and that there would be a discordant relationship created there. Therefore, while he considers that there is an improvement in the character and appearance of Magdalen Street north of the St Crispins Road flyover, he considers this improvement to be moderate rather than significant. For the reasons given at IR483, the Secretary of State agrees that the proposal would significantly improve the character and appearance of Edward Street.
35. The Secretary of State has carefully considered the Inspector's analysis of the proposal's impact on the Church of St Augustine and on St Augustines Street (IR484-485). For the reasons given at IR484, he agrees the proposal would detract from the green space and the buildings within it, and therefore would result in harm to the character and appearance of the NCCCA. He also agrees at IR485 that the impact on St Augustines Street would be harmful to the NCCCA, however, given his findings in paragraph 31 of this letter in respect of the size of the tower, he disagrees with the Inspector regarding the level of harm, and finds moderate harm would be caused.
36. The Secretary of State has carefully considered the Inspector's analysis of the proposal's impact along St Crispins Road (IR486-487). He agrees with the Inspector at IR486 that recladding Gildengate House and replacing Sovereign House have the potential to improve the NCCCA, subject to reserved matters approvals. He further agrees with the Inspector that the scale and mass of Block F at this location would appear strikingly different and unfamiliar, to an extent that would cause harm to the NCCCA (IR487).
37. The Secretary of State has gone on to carefully consider the Inspector's assessment of the proposal's impact on middle distance views at IR488-491. For the reasons given at IR488, he agrees with the Inspector that, although the site would be visible from parts of Tombland, this would appear as part of a rich and varied townscape and there would not be a material impact on the NCCCA. He also agrees that, where the new buildings would be visible at the junction of Wensum Street and Elm Hill, they would create a new and uncharacteristic focal point, resulting in harm to the NCCCA (IR488).

38. For the reasons given at IR489, the Secretary of State also agrees with the Inspector that there would be a broadly neutral effect at Fye Bridge, and for the reasons given at IR490-491, there would be a neutral effect on the Colegate character area.
39. The six strategic landmarks are all designated heritage assets of high significance in their own right, and collectively they help to create the skyline which is such an important feature of the NCCCA. DM Plan Policy DM3(c) seeks to protect long views of the six strategic landmarks, with a number of specific viewpoints identified (IR492). The Secretary of State has carefully considered the Inspector's assessment of the proposal's impact on views from these locations at IR493-494.
40. For the reasons given at IR493, the Secretary of State agrees with the Inspector that the composition of the six strategic landmarks as seen in the view from Mousehold Avenue would not be harmed by the proposal. Although he has found that the tower would be of an excessive size in relation to its context, while the proposed tower would break the skyline when seen from St James' Hill, the rest of the development would not, and the Secretary of State agrees with the Inspector that there would be sufficient separation from the strategic landmarks to avoid competition with or distraction from those assets (IR494). The Secretary of State notes that, in the view from Kett's Heights, the landmarks appear closely grouped, and the proposed tower would be well over to the right hand side. He agrees with the Inspector that it would not affect the ability to appreciate the grouping at this location (IR494). For these reasons, the Secretary of State agrees with the Inspector that the proposal would not harm the ability to appreciate the NCCCA in distant views.

Conclusions in relation to the NCCCA

41. For the reasons given above, the Secretary of State disagrees with the Inspector's conclusions at IR496-499 that the proposal would result in a net benefit to the character and appearance of the NCCCA. The Secretary of State, considering the benefits and harms he has set out above, considers that the scheme would have a broadly neutral impact on the NCCCA. He agrees that whether considered individually or collectively, the harms amount to 'less than substantial harm', with any harm to the NCCCA being a matter of considerable importance and weight (IR498).

Impacts on listed buildings and other designated heritage assets

42. There are no designated heritage assets within the application site, no such assets would be physically affected by the proposal, and in all cases the impacts (or potential impacts) would be on the setting of the asset in question (IR500).
43. The Secretary of State has carefully considered the Inspector's assessment of the impacts on listed buildings within the immediate environs of Anglia Square at IR501-506. He agrees with the Inspector at IR501 that the improvements to the townscape along Magdalen Street would enhance the setting and significance of 75 Magdalen Street (Grade-II listed), alongside slight enhancement to Grade-II listed buildings further to the north on Magdalen Street.
44. He agrees with the Inspector for the reasons given at IR502 that there would be a harm caused to the Church of St Augustine (Grade-I listed) and the almshouses at Nos 2 – 12 Gildencroft (Grade-II listed). However, he disagrees with the Inspector regarding the level of harm. Given the height and bulk of the tower and Blocks E and F rising above the existing roofline of the almshouses, and given the tower would compete with and

distract from an important view of the church tower, the Secretary of State considers that the harm caused here would be substantial (and in Framework terms, at the upper end of the 'less than substantial' scale). For the reasons given at IR503, he agrees that there would be minor harm to the Grade-II listed buildings along St Augustines Street.

45. For the reasons given at IR504-505, the Secretary of State agrees with the Inspector that the proposal would result in no effect on the listed buildings along Sussex Street, 71 New Botolph Street (Grade-II* listed), and the section of city wall at Magpie Road that is a scheduled monument. For the reasons given at IR506, the Secretary of State agrees with the Inspector that there would be a neutral effect on St Saviour's Church (Grade-II* listed) and other listed buildings further south along Magdalen Street.

Impact on the Six Strategic Landmarks

46. There are six strategic landmarks set out in the NCCCA:

- the Cathedral,
- the Castle,
- the RC Cathedral,
- the Church of St Peter Mancroft,
- the Church of St Giles, and;
- the City Hall clock tower

47. All of these are Grade-I listed, except for the City Hall clock tower, which is Grade-II* listed as part of City Hall as a whole. As set out at paragraph 40 of this Decision Letter, the Secretary of State agrees with the Inspector that the proposal would not be harmful in relation to distant views from high ground to the east, but notes that there are further views to take into account (IR507).

48. For the reasons given at IR508-509, the Secretary of State agrees with the Inspector that, although the newly created view of the spire from Anglia Square would enhance the ability to appreciate the Cathedral, there would be minor harm overall to the Cathedral's significance due to the effect of the proposal on the view from Castle Meadows.

49. The Secretary of State agrees with the Inspector that, while the extent of new development would be apparent from the Castle, the articulation of the blocks and variations in height would help to assimilate it (IR511). While the tower would break the skyline in views of the strategic landmarks from the battlements, the Secretary of State does not consider it would be harmful, notwithstanding that he has found the tower to be of excessive size in its context (IR510). For the other reasons set out overall at IR510-511, the Secretary of State agrees with the Inspector that the proposal would not cause harm to the setting or significance of the Castle.

50. For the reasons given at IR512, the Secretary of State agrees with the Inspector that the proposal would not result in harm to the settings of the Castle, the RC Cathedral, the Church of St Peter Mancroft, the Church of St Giles or City Hall.

Impacts on listed buildings and other designated heritage assets

51. For the reasons set out at IR513-516, the Secretary of State agrees with the Inspector that, while there would be harm to the settings and the significance of the Church of St

Clement, Nos 3 - 5 Colegate and the other listed buildings in the Fye Bridge group, the degree of harm would be minor in each case (IR516).

52. For the reasons set out at IR517-523, the Secretary of State agrees with the Inspector that, where there would be harm to assets in the Colegate Character Area (IR517, IR520), it would be only minor in each case.
53. For the reasons set out at IR524, the Secretary of State agrees with the Inspector that there would be no harm to the settings of the assets along Elm Hill and Princes Street.
54. For the reasons set out at IR525-529, the Secretary of State agrees with the Inspector that there would be minor harm to Nos 45-51 London Street (IR528) St Andrew's Church (IR528), and St Helen's church (IR529).
55. For the reasons set out at IR530-531 the Secretary of State agrees here would not be any harm to either Waterloo Park or Catton Hall Park.
56. The Secretary of State agrees with the Inspector's assessment of the impacts on non-designated heritage assets (IR532-533).

Conclusions on the historic environment

57. For the reasons set out above, the Secretary of State concludes, contrary to the Inspector at IR535, that while the proposal would have elements of both beneficial and harmful effects on the character and appearance of the NCCCA, on balance there would be a neutral impact on the character and appearance of the NCCCA. In addition, there would be minor benefits to the significance of locally listed buildings on Magdalen Street (IR538), and minor benefits to the settings of some individual listed buildings (IR543). As these are all only minor, the Secretary of State considers they attract only limited additional weight in favour of the proposal.
58. The Secretary of State has concluded that there would be harm at the upper end of less than substantial to the settings of the two listed assets at IR536, and minor harm to a larger number (IR537), but that this would be less than substantial in terms of the Framework in all cases. There would also be a loss of locally listed buildings (IR538), and the proposal would not integrate with the context and grain of its surroundings in some important respects (IR540). The Secretary of State considers that these harms would also be less than substantial in terms of the Framework.
59. The Framework requires any harm to, or loss of, the significance of a designated heritage asset (including from development within its setting) to require clear and convincing justification. It requires that great weight should be given to the asset's conservation; the more important the asset, the greater the weight should be. In paragraph 41 of this letter, the Secretary of State found that the harm to the NCCCA would be a matter of considerable importance and weight. This will be returned to in the Planning Balance section of this Decision Letter.

Air quality

60. In 2012 the Council declared an Air Quality Management Area (AQMA) covering the whole of the city centre, including the application site, due to exceedances of the annual mean objective for NO₂ (IR548). For the reasons given in IR549-559, the Secretary of

State agrees with the Inspector that the information before him is sufficient for air quality to be properly taken into account in this decision (IR559).

61. For the reasons given in IR560-567, the Secretary of State agrees with the Inspector that the proposal would be appropriate for its location taking account of likely effects on health and living conditions, and that no conflicts with the Council's Air Quality Action Plan have been identified. He further agrees that opportunities to mitigate impacts have been identified, that the proposal would contribute towards compliance with relevant national objectives, and that the air quality benefits of providing housing in this accessible site should be given limited weight (IR566). The Secretary of State agrees with the Inspector that the proposal would accord with the Framework and with DM11 (IR610), and that air quality is not a matter that weighs against the grant of planning permission (IR567).

Ecology

62. The Secretary of State is the Competent Authority for the purposes of the Conservation of Habitats and Species Regulations 2017 and for the reasons set out at IR588 he agrees with the Inspector that he is required to make an Appropriate Assessment of the implications of that plan or project on the integrity of any affected European site in view of each site's conservation objectives. Those sites are the Broadland Special Protection Area (SPA), Ramsar site and Special Area for Conservation (SAC), and the River Wensum SAC.

63. The Secretary of State agrees with the assessment and findings in the Inspector's Addendum Report (AR), included at Annex F of the Inspector's Report. He therefore adopts the AR as the necessary Appropriate Assessment in his role as the Competent Authority on this matter, and agrees that there would be no adverse effect on the integrity of the designated sites.

Other benefits of the Scheme

64. As well as the benefits set out at paragraphs 19, 57 and 61 above, the Secretary of State agrees with the Inspector at IR544 that there would be other benefits from the proposal, comprising: securing the regeneration of a strategic brownfield site; a significant net gain in employment, helping to create the conditions in which businesses can invest, expand and adapt, and insofar as the current condition of the site is a barrier to investment, that barrier would be removed; and supporting the role that Anglia Square plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC. He agrees with the Inspector and attaches significant weight to each of these public benefits.

Heritage balance

65. Given his findings on the scale, bulk and massing of the proposal as a whole, including the proposed tower, and given his findings on the scale of the less than substantial harm caused to the setting of the church of St Augustine and Nos 2-12 Gildencroft, the Secretary of State has concluded that the impact of the proposal on the NCCCA as a whole is neutral. He disagrees with the Inspector on the scale of the heritage benefits of the proposal set out in IR542, specifically the second bullet given his concerns over the design of the proposal. Taking account of the wider heritage impacts of the scheme as set out in paragraphs 27 to 59 of this letter, the Secretary of State disagrees with the Inspector and finds that, while the benefits of the scheme are sufficient to outweigh the less than substantial harm to the listed buildings identified at IR536-540, when considered individually, they do not do so when considered collectively, given the

range and number of heritage assets affected, and given the increased harm found in comparison to the Inspector. He therefore finds, like the Inspector, that the proposals would conflict with policy DM9. He has also found conflict with elements of policies JCS1 which states that heritage assets, and the wider historic environment will be conserved and enhanced through the protection of their settings, and conflict with elements of policy DM1 which states that development proposals will be expected to protect and enhance the physical, environmental and heritage assets of the city.

66. For the reasons given at IR546, the Secretary of State agrees with the Inspector that the benefits of the scheme are sufficient to outweigh the less than substantial harm to non-designated heritage assets identified at that paragraph, whether considered individually or collectively.

Other matters

67. For the reasons given at IR568-572, the Secretary of State agrees with the Inspector's conclusion (IR573) that if planning permission is granted there is a reasonable prospect that the scheme would be delivered as a whole, and that viability considerations do not weigh against the proposal.

68. For the reasons given at IR574-582, the Secretary of State agrees that the application site is well placed to offer a range of modes of transport, the proposal has taken the opportunities to promote sustainable transport modes, and there would be no severe impacts on the highway network and no significant impacts on highway safety (IR582). He agrees with the Inspector that proposal would accord with policies DM31 (IR577) and DM29 (IR578), and with the policies of the Framework insofar as they seek to promote sustainable transport (IR582), and that transport considerations do not weigh against the proposal (IR582).

69. The Secretary of State has carefully considered the Inspector's assessment of the alternatives presented at the Inquiry (IR583-585). For the reasons given there, he agrees with the assessment that to do nothing would not offer environmental improvements and could result in further deterioration in the condition and appearance of Anglia Square (IR583), that the other options and proposals for the site were not viable or deliverable (IR583-584), and that the Goldsmiths Street scheme does not offer a precedent or pattern in terms of the scale or form of development appropriate at Anglia Square (IR585).

70. For the reasons given at IR586-587, the Secretary of State agrees with the Inspector that the proposal accords with policy JCS3 concerning meeting energy requirements from decentralised and renewable or low-carbon sources.

71. The Secretary of State has considered the Inspector's assessment of how the proposals comply with development plan policies in IR593-IR624. For the reasons given in this letter, he finds that the proposal does not comply with policies JCS1 and DM1 in relation to the preservation and enhancement of heritage assets, JCS2, DM2, DM3(a)(c) and (f), DM9, DM12(b), DM13 and DM18 as it relates to DM1. The Secretary of State agrees with the Inspector, for the reasons given at IR593-624, that the proposal complies with all other development plan policies.

Planning conditions

72. The Secretary of State has given consideration to the Inspector's analysis at IR412-425, the recommended conditions set out at the end of the IR and the reasons for them, and to national policy in paragraph 55 of the Framework and the relevant Guidance. He is satisfied that the conditions recommended by the Inspector comply with the policy tests set out at paragraph 55 of the Framework. However, he does not consider that the imposition of these conditions would overcome his reasons for refusing planning permission.

Planning obligations

73. Having had regard to the Inspector's analysis at IR7-9 and at IR622, the planning obligation dated 12 March 2020, paragraph 56 of the Framework, the Guidance and the Community Infrastructure Levy Regulations 2010, as amended, the Secretary of State agrees with the Inspector's conclusion for the reasons given at IR7-9 and at IR622 that the obligation complies with Regulation 122 of the CIL Regulations and the tests at paragraph 56 of the Framework. However, the Secretary of State does not consider that the obligation overcomes his reasons for refusing planning permission.

Planning balance and overall conclusion

74. The Secretary of State recognises that the regeneration of Anglia Square is an important strategic objective, and he is supportive of the benefits in terms of economic development and housing that such a regeneration could bring. However, for the reasons given above, and given the importance of the affected heritage assets and the nature of the design flaws he has identified, the Secretary of State considers that the application is not in accordance with Policies JCS1 and DM1 in relation to the preservation and enhancement of heritage assets nor with DM9. Nor is it in accordance with JCS2 and DM3(a)(c) and (f) concerning design, DM12(b) in relation to heritage impacts, DM18 as it relates to DM1, and DM2 and DM13 in relation to residential amenity. The Secretary of State concludes that the proposal is not in accordance with the development plan overall. He has gone on to consider whether there are material considerations which indicate that the proposal should be determined other than in accordance with the development plan.

75. The proposal would secure the regeneration of a strategic brownfield site, make a significant contribution to meeting housing need in Norwich, make a significant contribution to meeting the need for affordable housing in Norwich, provide a significant net gain in employment, helping to create the conditions in which businesses can invest, expand and adapt, and insofar as the current condition of the site is a barrier to investment, that barrier would be removed, and support the role that Anglia Square plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC. Each of these benefits carry significant weight in favour of the proposal. The proposal has a neutral impact on the character and appearance of the NCCCA. There would be minor benefits to the setting of some listed and non-designated assets, which carry limited weight, as do the air quality benefits identified.

76. Although less-than-substantial in all cases, there would be harm to the setting of a number of listed buildings, in two cases towards the upper end of the scale. In accordance with the s.66 duty, the Secretary of State attributes considerable weight to the harm. In addition, there would be harm to the setting of some non-designated assets, and a non-designated building would be demolished and lost entirely.

77. The Secretary of State has concluded in paragraphs 62 and 63 of this Decision Letter that the identified 'less than substantial' harm to the significance of the designated heritage assets identified at IR536-537 is not outweighed by the public benefits of the proposal.
78. Overall the Secretary of State concludes that the benefits of the scheme are not sufficient to outbalance the identified 'less than substantial' harm to the significance of the designated heritage assets identified at IR536-537 and in paragraphs 27-59 above. He considers that the balancing exercise under paragraph 196 of the Framework is therefore not favourable to the proposal.
79. Overall the Secretary of State considers that the material considerations in this case indicate a decision in line with the development plan. The Secretary of State therefore concludes that the application should be refused planning permission.

Formal decision

80. Accordingly, for the reasons given above, the Secretary of State disagrees with the Inspector's recommendation. He hereby refuses planning permission for the development as set out in Annex B of this letter.
81. This letter does not convey any approval or consent which may be required under any enactment, bye-law, order or regulation other than section 57 of the Town and Country Planning Act 1990.

Right to challenge the decision

82. A separate note is attached setting out the circumstances in which the validity of the Secretary of State's decision may be challenged. This must be done by making an application to the High Court within 6 weeks from the day after the date of this letter for leave to bring a statutory review under section 288 of the Town and Country Planning Act 1990.
83. A copy of this letter has been sent to Norwich City Council, and to Historic England, Save Britain's Heritage, the Norwich Society and the Norwich Cycling Campaign. Notification has been sent to others who asked to be informed of the decision.

Yours faithfully

Andrew Lynch

Andrew Lynch

This decision was made by the Secretary of State and signed on his behalf

Annex A – Schedule of representations
Annex B – Full description of development

ANNEX A - SCHEDULE OF REPRESENTATIONS

General representations

Party	Date
Jeremy Brettingham	3 February 2020
George Mahood	11 February 2020
Jennifer Aldous	11 February 2020
Miriam Barnett	13 February 2020
Dr Ksenija Ivir-Ashworth	28 February 2020
Rebecca Rose	3 March 2020
Simon Jervis	29 April 2020
Alex Russell-Davis	31 May 2020
Andrew Boswell	14 September 2020

ANNEX B – FULL DESCRIPTION OF DEVELOPMENT

Hybrid (part full/part outline) application on site of 4.51 ha for demolition and clearance of all buildings and structures except Gildengate House and the phased, comprehensive redevelopment of the site with 7 buildings and refurbished Gildengate House for a maximum of 1,250 residential dwellings (Use Class C3); 11,350 sqm hotel (Use Class C1); 9,850 sqm ground floor flexible retail, services, food and drink, office, non-residential institution and other floorspace (Use Classes A1/A2/A3/A4/B1/D1/Sui Generis (bookmakers up to 250 sqm GIA and public conveniences)); 1,150 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1), service yards, cycle and refuse stores, plant rooms and other ancillary space; up to 3,400 sqm cinema (Use Class D2); 1,300 sqm place of worship (Use Class D1); and multi-storey car park (public element: 600 car spaces, 24 motorcycle spaces), with associated new and amended means of access, closure of existing means of access, widening of footways, formation of service/taxi/car club/bus stop laybys and other associated highway works on all boundaries, maximum of 940 car parking spaces for Use Classes C1/C3/B1/D1, (of which maximum of 40 spaces for C1/B1/D1), hard and soft landscaping of public open spaces comprising 2 streets and 2 squares for pedestrians and cyclists, other landscaping including existing streets surrounding the site, service infrastructure and other associated work; (all floor areas given as maximum gross external area except where indicated as GIA);

comprising;

Full planning permission on 1.78 ha of the site for demolition and clearance of all buildings and structures, erection of 1 and part of a 2nd building for 393 residential dwellings (Use Class C3) (323 flats in Block A and 70 flats with cycle store in tower within Block E (tower only, 20 storeys)), and for 4,420 sqm ground floor flexible retail, services, food and drink, non-residential institution and other floorspace (Use Classes A1/A2/A3/A4/D1/Sui Generis (bookmakers, up to a maximum of 250 sqm GIA within entire scheme, and public conveniences)), 380 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1), service yard, cycle and refuse stores, plant rooms, other ancillary space and multi-storey car park (public element: 600 car spaces, 24 motorcycle spaces), within Block A with associated new and amended means of access, closure of existing means of access, widening of footways, formation of service/taxi/car club/laybys and other associated highway works on Edward Street, widened footway, bus stop layby and other associated highway works on Magdalen Street, 333 covered car parking spaces for Use Class C3, hard and soft landscaping of public open spaces comprising 2 streets and 2 squares for pedestrians and cyclists, other landscaping, service infrastructure and other associated works; (all floor areas given as maximum gross external area except where indicated as GIA);

And

Outline planning permission on 2.73 ha of the site, with all matters reserved, for demolition and clearance of all buildings and structures except Gildengate House, erection of 4 and part of 5th buildings (Blocks B and D – H, with Block E to incorporate tower with full planning permission) and refurbishment and change of use from Use Class B1(a) to C3 of Gildengate House (Block J), for a maximum of 857 residential dwellings (Use Class C3), 11,350 sqm hotel (Use Class C1), 5,430 sqm ground floor flexible retail, services, food and drink, office, non-residential institution and other floorspace (Use Classes A1/A2/A3/A4/B1/D1/Sui Generis (bookmakers, up to a maximum of 250 sqm GIA within entire scheme)), 770 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1), service yard,

cycle and refuse stores, plant rooms and other ancillary space; up to 3,400 sqm cinema (Use Class D2), with associated means of access, widening of footways, formation of service/taxi laybys and other associated highway works including shared cycle/pedestrian path on New Botolph Street, Pitt Street and St Crispins Road, a maximum of 607 car parking spaces for C1/C3/B1/D1, of which circa 593 covered spaces (with a maximum of 40 for C1/B1/D1), and circa 14 open spaces for C3 (on west side of Edward Street for Block B), landscaping, service infrastructure and other associated works; and erection of building for 1,300 sqm place of worship (Use Class D1) (Block C), on north side of Edward Street with associated on site car parking and landscaping; (all means of access reserved; all floor areas given as maximum gross external area except where indicated as GIA).



Report to the Secretary of State for Housing, Communities and Local Government

by David Prentis BA BPI MRTPI

an Inspector appointed by the Secretary of State for Housing Communities and Local Government

Date June 8th 2020

TOWN AND COUNTRY PLANNING ACT 1990

NORWICH CITY COUNCIL

APPLICATION BY WESTON HOMES PLC AND OTHERS

REGARDING

ANGLIA SQUARE, NORWICH

Inquiry Opened on 28 January 2020

File Ref: APP/G2625/V/19/3225505

<https://www.gov.uk/planning-inspectorate>

File Ref: APP/G2625/V/19/3225505**Anglia Square, Norwich NR3 1DZ**

- The application was called in for decision by the Secretary of State by a direction, made under section 77 of the Town and Country Planning Act 1990, on 21 March 2019.
- The application is made by Weston Homes Plc and Columbia Threadneedle B/O Sackville UK Property Select II (GP) No 3 Limited and Sackville UK Property Select II Nominee (3) Limited (as trustees for Threadneedle UK Property Select II Sub-Partnership No 3 LP) to Norwich City Council.
- The application Ref 18/00330/F was originally dated 6 March 2018.
- The development proposed is the comprehensive redevelopment of Anglia Square and adjacent land on Edward Street for up to 1250 dwellings, hotel, ground floor retail and commercial floorspace, cinema, multi-storey car parks, place of worship and associated works to the highway and public realm areas.

Summary of Recommendation: The application be approved**CONTENTS**

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PRELIMINARY MATTERS

1. The Inquiry sat for 15 days between 28 January 2020 and 28 February 2020. By agreement with the parties, my visits to Anglia Square and various off-site locations referred to in the evidence were carried out during and after the Inquiry on an unaccompanied basis. Most of these locations were in the public domain. On 10 March 2020 I inspected vacant buildings at Anglia Square and saw the view from the Castle battlements on an access required basis. At each location an appropriate member of staff, unconnected with the Inquiry, was present to enable me to gain safe access.
2. The application was initially submitted in March 2018. It was subject to a number of amendments following submission, including a reduction in the height of the tallest of the proposed buildings. A revised application form dated 28 August 2018, description of development, plans and supporting information were subsequently submitted. This material was subject to further consultation prior to consideration of the application by the Council. The Inquiry proceeded on the basis of the revised proposals and my assessments and recommendation have also been prepared on that basis.
3. The description of development set out above is a summary. The application is a hybrid, in that part of it is submitted as a full application and part in outline. The full description of development, as amended in August 2018, is at Annex D.
4. On 6 December 2018, the Council's Planning Applications Committee resolved to grant planning permission, subject to the imposition of planning conditions and the completion of a section 106 planning obligation. On 21 March 2019 the Secretary of State confirmed his decision to call in the application. His letter stated that, in deciding whether to call in this application, the Secretary of State had considered his policy on calling in planning applications which gives examples of the types of issues which may lead him to conclude that an application should be called in.
5. The call in letter sets out the following matters about which the Secretary of State particularly wishes to be informed for the purposes of his consideration of the application:
 - a) the extent to which the proposed development is consistent with the Government's policies for delivering a sufficient supply of homes (NPPF Chapter 5);
 - b) the extent to which the proposed development is consistent with the Government's policies for building a strong, competitive economy (NPPF Chapter 6);
 - c) the extent to which the proposed development is consistent with the Government's policies for ensuring the vitality of town centres (NPPF Chapter 7);
 - d) the extent to which the proposed development is consistent with the Government's policies for conserving and enhancing the historic environment (NPPF Chapter 16);

- e) the extent to which the proposed development is consistent with the development plan for the area including any emerging plan; and
 - f) any other matter the Inspector considers relevant.
6. At the Inquiry I identified the other matters that I considered to be relevant under item (f) as follows:
- the effect of the proposal on air quality;
 - viability and the prospects for delivery of the scheme as a whole; and
 - the extent to which the proposed development is consistent with the Government's policies for promoting sustainable transport.
7. A section 106 Agreement between the applicants and the Council was submitted at the Inquiry. The Agreement was finalised during the course of the Inquiry and it had not yet been signed. I allowed a further period after the Inquiry for a signed version to be submitted, on the basis that the text of the Agreement would be unchanged from that discussed at the Inquiry¹. The main provisions of which may be summarised as follows:

Financial obligations:

- car club contribution;
 - green infrastructure contribution to mitigate impacts on European protected sites (in the event that the project is exempt from Community Infrastructure Levy (CIL) by way of Exceptional Circumstances Relief);
 - under the flyover contribution (in the event that the applicants do not themselves carry out works to facilitate meanwhile uses in the area under the flyover); and
 - under the flyover maintenance contribution (in the event that the applicants do not themselves undertake the maintenance).
8. Non-financial obligations:
- affordable housing – phasing and delivery of 120 units of affordable housing, of which 85% would be social rented housing and 15% would be affordable housing for rent or another form of intermediate housing, in accordance with an affordable housing scheme which is to be approved for each phase;
 - arrangements for reappraising viability at defined stages of the development, or in the event of substantial delay, with provision for additional affordable housing if viability has improved over time;
 - delivery of works to facilitate meanwhile uses in the area under the flyover, either in accordance with the scheme which is already approved or an alternative scheme;

¹ PID1

- provision of discounted commercial units to small and medium enterprises (SME) currently occupying premises at Anglia Square and/or other SMEs in accordance with a discounted commercial workspace plan which is to be approved by the Council;
 - employment and skills strategy - measures to optimise local labour supply and procurement and to offer training;
 - measures for supporting existing businesses through the construction phase, including enabling continued occupation where practicable, ensuring continued access to their premises and supporting them in finding alternative premises nearby, in accordance with an Anglia Square management plan which is to be approved by the Council;
 - provision for the design, phased delivery, management, maintenance and use of the public realm, to include unrestricted use by pedestrians and cyclists at all times (subject to temporary closures for maintenance works or other permitted uses), in accordance with a public realm strategy which is to be approved by the Council; and
 - implementation of a sustainable communities plan which is to be approved by the Council.
9. The Council submitted a CIL Regulations compliance statement² which sets out its reasons for concluding that the obligations would accord with Regulation 122 of the CIL Regulations. The Council and the applicants agreed that all of the obligations would meet the relevant tests. Although the amount of affordable housing was a controversial matter at the Inquiry, the obligations themselves were not controversial. I agree that the obligations meet the relevant tests and I have taken them into account accordingly.
10. The application was accompanied by an Environmental Statement (ES). Supplementary environmental information was provided with the scheme amendments in August 2018. On 17 July 2019 the Planning Inspectorate (on behalf of the Secretary of State) issued a Regulation 25 notification under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. Although a response was received on 2 October 2019, the Planning Inspectorate considered that this did not fully address the points raised. An updated assessment of the likely significant effects resulting from demolition activities was sought, together with a draft of the Site Waste Management Plan relied upon in the ES. This information was subsequently provided.
11. I have taken all of the environmental information into consideration in my assessment and recommendation. I also note that, insofar as part of the scheme is submitted in outline, any permission could be subject to conditions to ensure that subsequent details for the outline elements would be within the parameters that have been assessed in the ES.
12. Historic England, Save Britain's Heritage, the Norwich Society and the Norwich Cycling Campaign were given Rule 6 status and were represented at the Inquiry.

² NCC20

THE SITE AND SURROUNDINGS

Location and description

13. The site and surroundings are described in the evidence and in the Statement of Common Ground (SoCG). The site extends to approximately 4.5 hectares. Most of this is accounted for by the Anglia Square shopping centre and adjoining land which is enclosed by St Crispins Road, Pitt Street, Edward Street and Magdalen Street. Two smaller parcels of open land are located to the north of the main site, adjacent to Edward Street. Anglia Square comprises retail, leisure and office buildings developed during the 1960s and 1970s following the construction of St Crispins Road. The shopping centre is arranged around a pedestrian precinct and includes large format stores together with smaller units occupied by a mix of national and independent retailers.
14. At the upper levels are Sovereign House and Gildengate House, two substantial office buildings of 6 - 7 storeys. Neither of these buildings has been used as offices since the late 1990s. Gildengate House is currently used as temporary studio space by artists whilst Sovereign House has remained unused. A former cinema, a nightclub and a large multi-storey car park are also now vacant. Within the south western part of the main site is Surrey Chapel Free Church and premises fronting Pitt Street which are occupied by businesses and social enterprises. The buildings at Nos 43 - 45 Pitt Street are locally listed.
15. To the east, the site is bounded by Magdalen Street. This is an important radial route leading from the northern suburbs to the city centre, under the St Crispins Road flyover. The street is fronted by predominantly older two and three storey buildings with retail uses at ground floor level. There is also a modern four storey building accommodating a department store, post office and a bar. There are a number of bus stops on Magdalen Street adjacent to the flyover. The area to the north of Edward Street includes some larger scale buildings, including four storey apartment buildings at Dalymond Court and the Epic Studios building.
16. The area to the north west of the site is largely residential, characterised by two-storey 19th century terraced housing. St Augustines Street is fronted by two and three storey buildings, many of which have retail or other commercial uses at ground floor level. Many of the properties in and around St Augustines Street are statutorily or locally listed. These include the Grade I listed Church of St Augustine and the Grade II listed residential terrace at Nos 2 -12 Gildencroft. To the south of Gildencroft is Gildencroft Park, which includes a children's play area. The application site is bounded to the south by St Crispins Road, which is elevated so as to pass over Magdalen Street. The southern side of St Crispins Road is fronted by larger scale commercial buildings up to 6 storeys in height and the 19th century almshouses of the Grade II Listed Doughty's Hospital.
17. The application site is within the Norwich City Centre Conservation Area. There are several statutorily and locally listed buildings in the vicinity. In addition to the buildings identified above, the Grade II listed No 75 Magdalen Street is located opposite the site. There are three further Grade I listed churches nearby, namely St Saviour's, St Martin at Oak and St Mary's Coslany. Heritage assets are discussed further in the sections on historic environment.

Planning history

18. The land occupied by Anglia Square was cleared as part of the construction of an inner ring road in the 1960s. This included the clearance of land to the west of the shopping centre. Additional phases of development were designed for the western part of the site but were never built. Much of this land has remained open and undeveloped and is in use as surface car parking.
19. In October 2009 planning permission was granted for the comprehensive redevelopment of Anglia Square including 200 residential units and retail uses. A condition of that permission required off-site highway works to create a gyratory system at St Augustine's Road. Those works have been carried out so this permission has been commenced. However, it has not been implemented further.
20. In March 2013 planning permission was granted for a phased redevelopment. The first phase was to include an enlarged Anglia Square and a new food store of 7,792 sqm together with car parking, changes to access arrangements, retail and other town centre uses and residential uses. Planning permissions were subsequently granted for later phases, including external refurbishment of Gildengate House, further residential units, retail and town centre uses, and works to facilitate the development. However, these planning permissions have now expired.

PLANNING POLICY

21. The development plan comprises the Joint Core Strategy for Broadland, Norwich and South Norfolk (March 2011) together with amendments that were adopted in January 2014 (the JCS); the Norwich Development Management Policies Local Plan (December 2014) (the DM Plan) and the Norwich Development Site Allocations Local Plan (December 2014) (the SA Plan)³. The most important policies of the JCS and the DM Plan are identified below. No party identified any relevant policies of the SA Plan.
22. The Council has adopted a number of relevant Supplementary Planning Documents which are listed in the overarching Statement of Common Ground⁴. The Greater Norwich Local Plan will plan for development up to 2036. The Council and the applicant agreed that very limited weight could be attached to this emerging plan at this stage of its preparation and I share that view.

Joint Core Strategy for Broadland, Norwich and South Norfolk

23. The Council and the applicants agree that the following are the most important JCS policies for determining this application. Policy 1 seeks to address climate change and protect environmental assets, including European designated sites and the historic environment. Policy 2 promotes high design standards, creating a strong sense of place and respecting local distinctiveness. Policy 3 seeks to maximise use of decentralised and renewable or low-carbon energy sources. For developments of more than 10 dwellings, at least 10% of energy requirements should be met from such sources.

³ CD2.2, CD2.3 and CD2.4 respectively

⁴ SoCG1

24. Policy 4 seeks the delivery of 33,000 new homes in the Norwich Policy Area between 2008 and 2026. Proposals should contribute to the creation of mixed and balanced communities and 33% of the units should be affordable (with 85% social rented and 15% intermediate tenures), subject to viability considerations. Policy 5 seeks to develop the local economy to support jobs, including by increasing the proportion of higher value knowledge economy jobs. Policy 7 states that development should maintain or enhance quality of life and the well-being of communities, promote equality and diversity and strengthen community cohesion. Healthier lifestyles are to be promoted by maximising access to walking and cycling and providing opportunities for social interaction and access to green spaces.
25. Policy 11 seeks to enhance the regional role of Norwich city centre, which is to be the main focus for retail, leisure and office development. The northern city centre is identified as an area for comprehensive regeneration, in accordance with its Area Action Plan⁵, to achieve physical and social regeneration, facilitate public transport corridor enhancements and utilise significant redevelopment opportunities. Policy 19 states that retailing and other town centre uses will be encouraged at a scale appropriate to the hierarchy of centres, as defined in the JCS. Anglia Square/Magdalen Street is placed on the second tier of that hierarchy (after Norwich city centre) as a large district centre (LDC).

Norwich Development Management Policies Local Plan

26. The Council and the applicants agree that the following are the most important DM Plan policies for determining this application. Policy DM1 seeks to achieve sustainable development, including through sustainable economic growth, protecting environmental assets, combating climate change, maximising well-being and promoting inclusive and equitable communities. Policy DM2 seeks to protect the living conditions of existing residents and future occupiers, including through provision of adequate internal and external space. Policy DM3 sets out design principles, including protection of long views and local distinctiveness. Policy DM8 requires residential development to provide informal recreational open space and children's play space. Policy DM9 states that development shall maximise opportunities to preserve, enhance or better reveal the significance of heritage assets. Locally identified heritage assets should be retained where practical and viable.
27. Policy DM11 requires that development in an air quality management area should take particular account of the air quality action plan. Where air quality is poor, development shall include measures to mitigate the effects of local air quality. Noise mitigation measures will be required where a development would be a source of environmental noise or where future occupiers would be adversely affected by noise. Policy DM12 sets out principles for residential development, including providing a mix of dwellings (subject to the size and configuration of the site) and achieving a density in keeping with the existing character and function of the area. Policy DM13 sets out criteria for the conversion of existing buildings to flats. Policy DM16 supports employment and business development. Policy DM17 seeks to retain (in Class B use) premises providing for small and

⁵ The Area Action Plan has now expired

medium scale businesses, other than in specific circumstances including where there would be an overriding community benefit from the new use.

28. Policy DM18 promotes retail, leisure and other main town centre uses⁶ in specified centres, where their scale is appropriate to the centre's position in the hierarchy. Policy DM19 supports development of offices in specified centres, where their scale is appropriate to the centre's position in the hierarchy. Policy DM20 sets out the approach to managing change in defined retail frontages. Policy DM28 seeks to encourage sustainable transport. It states that cycle and pedestrian links should be an integral part of the design, accessibility and permeability for pedestrians should be maximised and provision should be made for travel planning and car clubs. Policy DM29 sets a limit of 10,000 on the total number of off-street public car parking spaces in the city centre. It also sets criteria for new public off-street parking. Policy DM31 sets upper and lower limits for car parking. Policy DM32 states that residential development must be car free in specified circumstances, which do not apply to the application site. Car free or low car housing will be acceptable in other defined locations, which would include the application site. Policy DM33 sets out criteria for seeking planning obligations to deliver essential infrastructure.

Other sources of guidance

29. The Norwich City Centre Conservation Area (NCCCA) Appraisal 2007⁷ describes the features that contribute to the special architectural and historic interest of the NCCCA. The designated area is large and varied. To assist the detailed appraisal, 13 character areas are identified. For each character area there are descriptions of important features including important frontages, landmarks and positive and negative vistas. Measures of management and enhancement are set out for each character area. At the Inquiry, all parties attached significant weight to the NCCCA Appraisal as a description of the area and its special interest. I share that view and have taken it into account accordingly. However, the management and enhancement measures that it sets out do not have the status of planning policy.
30. The Anglia Square Policy Guidance Note (PGN)⁸ was published by the Council in 2017. The PGN is clearly stated to be non-statutory guidance. It is intended to be a material consideration, albeit with less weight than an adopted supplementary planning document, and I have taken it into account on that basis. The PGN sets out a vision for a rejuvenated Anglia Square, with a distinctive identity that complements the neighbouring area and reflects its location in the historic northern city centre. The development is to have a clear relationship in built form with the surrounding area. A number of objectives are set out, including reinvigorating the local economy, revitalising retail and service provision and providing a significant level of residential development to make effective use of this city centre location.

⁶ The policy refers to the definition in the Framework, which includes retail, leisure, entertainment, cinemas, restaurants, pubs, nightclubs, offices and hotels amongst other uses

⁷ CD2.10

⁸ CD2.11

THE PROPOSAL

31. The application proposes the demolition of the existing buildings and a mixed use scheme of redevelopment. This would include up to 1,250 dwellings, 70 of which would be in a 20 storey tower, up to 11,000 sqm of flexible retail/commercial floorspace, a replacement cinema, a replacement multi-storey car park, a new facility for Surrey Chapel and a hotel. This is a hybrid planning application. Full details have been submitted for Block A, public realm works and the tower (which would be in phase 2). Outline planning permission is sought for the remainder of the site. A series of parameter plans are submitted for approval, covering matters such as building heights, land use, access and public realm. As noted above, any permission could be subject to conditions to ensure (by reference to the parameter plans) that subsequent details for the outline elements remained within the parameters that have been assessed in the ES.
32. The detailed element of the planning application seeks full planning permission for:
- demolition of the multi-storey car park, cinema and associated ground and first floor elements of this sector of the shopping centre;
 - 428 residential dwellings (Use Class C3) in Block A and the tower;
 - 4,420 sqm⁹ of flexible ground floor retail, services, food and drink and non-residential institutional floorspace (Use Classes A1/A2/A3/A4/D1/Sui Generis (bookmakers and/or nail bars, up to a maximum of 550 sqm within the entire scheme));
 - 380 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1);
 - public conveniences with disabled and Changing Places facility;
 - multi-storey car park with 600 public parking spaces and 300 residential spaces, means of access, landscaping, and service infrastructure; and
 - public realm works comprising two squares and two streets.
33. Block A would create new street frontages to Edward Street and Magdalen Street. Phase 1 would include an east/west pedestrian and cycle route across the site linking Magdalen Street to St Augustine's Street via the new Anglia Square. There would also be a north/south pedestrian and cycle route along a new St George Street, linking Edward Street in the north to the existing St George Street to the south via a recently constructed pedestrian and cycle crossing on St Crispins Road.
34. The outline element of the planning application seeks planning permission for:
- a maximum of 822 residential dwellings (Use Class C3), including the refurbishment and change of use of Gildengate House from office to residential;

⁹ Floor areas are Gross External Area unless otherwise stated

- at least 120 of the above dwellings would be affordable housing, with a tenure split of 85% social rented and 15% intermediate tenure;
 - a hotel of 11,350 sqm (Use Class C1);
 - 5,430 sqm of flexible retail, services, food and drink, office and non-residential institution floorspace (Use Classes A1/A2/A3/A4/B1/D1/Sui Generis (bookmakers and/or nail bars, up to a maximum of 550 sqm));
 - 770 sqm of flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1);
 - a cinema of 3,400 sqm (Use Class D2);
 - a place of worship of 1,300 sqm (Use Class D1); and
 - means of access, car parking, landscaping and service infrastructure.
35. The parameter plans¹⁰ show 4 storey buildings fronting Magdalen Street, stepping up to 9 and 11 storeys within the site. Block A would be 7 storeys on the frontage to Edward Street, stepping up to 9 storeys behind. Block D, fronting New Botolph Street, would be 4 and 5 storeys. Block E would be 5 storeys on the frontage facing the junction of Pitt Street and St Augustines Street, stepping up to 6 and 7 storeys behind and to either side. Block F would have frontages to Pitt Street and St Crispins Road. It would step up from 9 storeys fronting Pitt Street to 12 storeys facing the roundabout on St Crispins Road. Block G would be 8 and 10 storeys where it faces St Crispins Road, with varying heights within the site. The 20 storey tower would be set within the site, more or less at the point where the line of St Augustines Street would intersect with the new St George Street.

AGREED MATTERS

36. The Council had resolved to grant planning permission, subject to a section 106 Agreement. Consequently, there was broad agreement between the Council and the applicants across most of the matters that the Secretary of State wishes to be informed about and also in relation to the further matters identified by me. Specific points of agreement are set out in the overarching SoCG¹¹. The main differences between the Council and the applicants related to the degree of harm or benefit to specific heritage assets. The respective assessments are summarised in Appendix 4 to the overarching SoCG. However, the Council and the applicants agreed that, in all cases where there would be harm to the significance of a designated heritage asset, this would be less than substantial harm in the terms of the National Planning Policy Framework (the Framework). The Council and the applicants also agreed that the harm to designated heritage assets would be outweighed by the public benefits of the proposal.
37. The Council, the applicants and Historic England (HE) agreed a supplementary SoCG on the significance of the heritage assets affected by the proposal¹². This provides a brief account of the significance of each asset, noting that there is

¹⁰ Building heights are shown on A01-PP-100 A (CD7.22)

¹¹ SoCG1

¹² SoCG2

- further information in the evidence. This SoCG does not cover the contribution of setting to significance, which was a controversial matter between the parties.
38. The Council, the applicants and HE agreed a SoCG on viability matters¹³ which set out the extent of agreement/disagreement at the start of the Inquiry on various inputs to the viability assessments. Following further discussions during the Inquiry, the parties agreed a viability position statement¹⁴ to the effect that the Secretary of State could proceed on the basis that the viability of the scheme is marginal. This position reflects the award of Marginal Viability funding of £15 million. It also assumes successful applications for CIL exemptions, which would be awarded by the Council on a phased basis.
39. Bearing in mind the inherent sensitivity to changes in inputs to viability models, the parties agreed that the decision maker would not need to consider detailed evidence on matters such as costs, values and benchmarks. On the basis of that agreement HE did not call Mr Rhodes (HE's viability witness) to give oral evidence, although his written evidence remained before the Inquiry.
40. During the Inquiry the Council, the applicants and Norwich Cycling Campaign (CYC) agreed a SoCG on air quality¹⁵. This indicates a high level of agreement between the Council and the applicants on air quality matters. Whilst CYC agreed some matters relating to guidance and objective levels for NO₂ and PM_{2.5}, for the most part this document served to clarify points of disagreement between the Council/applicants and CYC.

THE CASE FOR THE APPLICANTS¹⁶

Foreword

41. Norwich has as its by-line "*A Fine City*" and no-one could fail to be impressed by the range, depth and quality of its architecture and historic environment. At every corner of the city it is easy to stumble upon one Grade I listed church after another. These are set in medieval (and earlier) street patterns which are lined by scores of listed buildings from all stages of the City's history. Norwich is not a city preserved at a single stage of its history. Due to its pre-eminent regional importance to the economy and cultural life of East Anglia, it has never been frightened of accepting the new. The city has reinvented and renewed itself to meet the changing spatial needs of the time. On a grand scale, the city reacted to the consequences of Catholic emancipation by the construction of a second cathedral high on a hill above its Anglican predecessor. It responded to the needs of post-war civic reorganisation by the construction of its Nordic City Hall.
42. The commercial boom of the 1890s brought smaller but important interventions, including the Jarrold department store and the art nouveau shopping centre at Prince's Arcade. Each of these interventions has been rooted in a socio-economic imperative, to meet the spatial requirements of the time.

¹³ SoCG3

¹⁴ ID10

¹⁵ ID11

¹⁶ The full closing submissions, which are summarised here, are at WH28

43. Not all such interventions have been successful. Anglia Square is a notable example of failure. However, that is no reason to stop planning for change in the public interest. To do so would prevent past mistakes from being remedied and would fail to meet present day needs. The time has come to assist a part of Norwich that the 20th century left behind.

Something must be done...something can be done

44. The present state of Anglia Square is a poor reflection of the planning system. The site lies within the defined city centre and should be at the heart of the city's strategy for sustainable strategic growth. It is the best placed significant brownfield site for the delivery of much needed housing. For decades, Anglia Square has been identified as the most important strategic regeneration site in Norwich. Its current condition represents a failure of the planning system to deliver regeneration and repair. This failure has real world consequences:

- The inability to regenerate Anglia Square is harming the image of Norwich as a modern, economically vibrant city. The evidence of Ms Tilney (the Council's economic development officer) was clear and compelling. Ms Tilney stated that inward investment is being lost as a result of the impact of Anglia Square. The appearance of the site is both ugly and depressing. Moreover, it sends out a negative message to potential investors about the ability of Norwich to deliver beneficial change.
- The site contains a collection of large, poorly designed buildings which are no longer fit for purpose. They are largely vacant and are becoming derelict. This is a significant harm that blights the surrounding area. Local people have done all they can to make the area function in as vibrant a way as possible. However, Anglia Square is architecturally atrocious and functionally deficient. This part of Norwich, and its people, deserve better.
- The buildings have been identified as significant detractors from the Norwich City Centre Conservation Area (NCCCA). Demolition would be a public benefit by itself.
- The retail and economic function of the site lacks vitality and is failing quickly.
- Anglia Square is unable to help a catchment population that falls within the bottom 10% of England's poorest areas.
- The site is becoming a hotspot for crime. It is uncomfortable and unsafe to visit after dark.
- Despite being the City's most sustainable site for new housing, it is making no contribution to meeting an acute need for housing, including affordable housing.

45. Anglia Square gives the impression that this is a city which may have different priorities for different communities. The Council's own officers are able to describe the area as forgotten and left behind, even though it is a part of the city centre. Moreover, the Inquiry heard that they choose to hide it from potential inward investors by avoiding locations from which it can be seen. Unsurprisingly, all parties to this Inquiry have accepted that the planning system should remedy

- this wholly unacceptable position. Most parties accepted that this will require substantial redevelopment.
46. However, such redevelopment will not happen by itself. An acceptance that the planning system must do something is meaningless without a recognition that it can only deliver the deliverable. Developments which are undeliverable are not sustainable. So, accepting that redevelopment and regeneration is urgently necessary, the planning system must search for solutions which are both sustainable and deliverable. For almost all major developments, the concept of sustainable development involves a balance between some potentially harmful effects and the broader public interest in securing necessary development.
47. It is unrealistic to suppose that large scale city centre regeneration will be completely harm-free. Hence the need for a balanced approach, particularly in historic cities which also have powerful spatial duties to perform. The Framework has provided a mechanism by which such impacts fall to be considered. Various balances appear throughout the Framework. The two most relevant here are the heritage/public interest balance and the overall planning balance. The Framework recognises that there are circumstances where some harm to heritage assets simply cannot be avoided in the overall search for the public interest.
48. If these tests are applied, and a proposed development is found to be justified, then it will be sustainable development in the terms of the Framework. This was accepted by Mr Neale, (the heritage witness for HE) in cross-examination. The Courts have made clear that, where there is the potential for harm to heritage assets, if the tests in the Framework are applied properly, the decision maker will also be taken to have applied the necessary legal tests. This includes the presumptions raised by the statutes referred to in closing by Mr Williams (Counsel for HE). On this key issue, the test in paragraph 196 of the Framework is clear, well understood and simple to operate.
49. The development plan has been drafted to be consistent with the Framework. It is unthinkable that policies which protect Norwich's heritage step outside the approach that the Courts have held must be adopted. Thus it is inconceivable that the development management policies of the plan would drive a different outcome from those of the Framework.
50. The Council has recognised the validity of these propositions and has provided cogent, consistent and thorough evidence to this Inquiry. It has:
- recognised the urgent need for the existing deficiencies to be remedied by regeneration;
 - recognised the need for a deliverable solution which will only be achieved through substantial redevelopment;
 - understood that there will need to be a balance between the impacts of such a substantial redevelopment and the public benefits it would bring; and
 - undertaken that balance in accordance with the Framework.

Moreover, the Council is the only statutory body with the relevant expertise to have undertaken that balance.

51. The Council's conclusion was that planning permission should be granted. That conclusion has been scrutinised through the Inquiry process and has been stoutly defended by a group of very senior Council officers. Of course the Council's conclusion is not binding on the Secretary of State. Nevertheless, the fact that the democratically elected body responsible for spatial planning in Norwich has found that planning permission should be granted must weigh heavily in favour of the proposals. No other party has carried out this balancing exercise. HE has not attempted it and Save Britain's Heritage (SBH) recognises that it does not have the expertise to undertake the balance in a full and proper way. The Norwich Society (NS) also carried out a partial balancing exercise.
52. The Council has played a very active role in seeking to ensure that the regeneration of the area is actually delivered. It has secured Housing Infrastructure Fund (HIF) funding for the development. The purpose of HIF funding was to ensure the delivery of housing projects which needed to be unlocked by the provision of Government monies. The maximum funding envisaged under the Marginal Viability head was £10 million. Larger awards could only be granted if the bid was found to be "*exceptional*" and could demonstrate "*widespread and transformational delivery of new homes*". In fact, this scheme was awarded £15 million.
53. The HIF award was the subject of intense and detailed scrutiny on behalf of the Treasury, DHCLG and Homes England. The level of that scrutiny is demonstrated by the fact that the assessors visited the offices of Weston Homes to better understand the cost assumptions contained in the bid. This background shows the care that the Council and Government have taken in relation to the issue of deliverability. Whilst the HIF award is not determinative of the merits of the scheme, nor of the Secretary of State's own conclusions on deliverability, it is a very material consideration. In short, Government does not award £15 million of HIF funding without being satisfied that the scheme in question is deliverable.
54. Turning to the other evidence before the Inquiry, it is important to note the agreed position statement on viability¹⁷. No party is now arguing that the proposals are not viable and would not be delivered as a whole. The evidence of Mr Truss (the applicants' viability witness) was that the scheme would deliver a profit of 16.4% on cost or 14.7% on gross development value. It would also generate an internal rate of return of 20.2%¹⁸. Mr Truss commented that, for a regeneration scheme of this scale, it is reasonable to assume that, with successful place-making in the early phases, later phases could achieve a step change in residential values. His overall assessment was that the scheme is a credible and deliverable proposition on a difficult site. The landowner has an incentive to proceed because of the need to reposition the existing shopping centre which is coming to the end of its economic life.
55. The potential for the scheme to stall part way through the development process was raised by the Inspector. No doubt this matter was also considered by those who assessed the HIF bid. In any event, Mr Truss responded to the Inspector's question and explained how such a risk would be minimised. Mr Luder (the

¹⁷ ID10

¹⁸ Section 6 of WH3/1

applicants' planning witness) described how the particular circumstances of the joint venture between Weston Homes and Columbia Threadneedle Ltd would reinforce the points made by Mr Truss:

- The high abnormal costs of demolishing the existing structures, remediation and site preparation would be incurred at the beginning of the project. This front-loading of major capital expenditure would provide a powerful incentive to continue, in order to recoup those costs. The circumstances are quite different to previous schemes where profitable elements could be delivered early on.
- Unlike retail-led development, the marginal costs of a housing-led redevelopment reduce as every unit is completed. Thus, most of the profit would be garnered from the last of the delivered units. Successive phases of the development would provide a significantly enhanced sense of place, which would be reflected in sales values.
- The terms of the HIF award are such that it would be repayable if the specified number of units were not delivered. The requirement to pay back such a substantial capital sum would be onerous and would create a huge incentive to complete the project.
- Weston Homes is both a developer and a contractor. It is therefore able to be more flexible than some other housebuilders in terms of its marginal returns. It has substantial fixed costs relating to its wider operation which will be incurred whether or not it is delivering new units. As Mr Truss and Mr Luder explained, Weston Homes can therefore accept a lower level of marginal return than other contractors, meaning that remaining on site to completion is an easier proposition.
- The nature of the joint venture is that Columbia Threadneedle Ltd would, in effect, surrender the site to the development on the basis that it would get its asset back post completion. The anticipated internal rate of return on the project is defined by the understanding that the retail units will be returned to it as a going concern. In all of these circumstances there is no easy route out for either of the joint venture partners. Both partners are incentivised to complete the whole project.

56. The applicant's viability assessment has been reviewed by the Valuation Office Agency on behalf of the Council. The valuation of the various components of the scheme was found to be appropriate. The elemental cost figures presented with the HIF bid have been used as the base figure. For the purposes of the Inquiry, this has been tested against the Building Cost Information Service data base. In most cases that would be sufficient. In this case, the Inquiry had the added benefit of assessments by Gardiner and Theobald and Homes England. The overall conclusion is clear. The scheme is marginally viable but, when all of the circumstances are taken into account, it is deliverable. These circumstances include a healthy internal rate of return, HIF funding, CIL relief and the involvement of a joint venture partnership between two of the most active developers in the UK.

57. The ability to secure the much needed regeneration of Anglia Square has never been closer at hand. The Council has recognised and acted upon the confluence

of circumstances which make this possible. Over the last 20 years no-one has come close to establishing even the potential for a deliverable alternative solution to meeting the urgent planning issues raised at Anglia Square.

58. The Ash Sakula alternative was relied on by HE and SBH as something which could deliver most of what the Council would seek from the site¹⁹. In fact, it is the best evidence that a significantly lower level of development would not be deliverable. The Inquiry process established that:
- it is now accepted by HE and SBH that the Ash Sakula alternative is not viable or deliverable at present²⁰;
 - it is now accepted that there is no evidence of market conditions changing such as to alter this conclusion in a realistic timeframe;
 - although HE chose to produce no evidence on this concession, it was made with the benefit of a qualified RICS valuer as part of the team;
 - SBH appear to have been aware of this conclusion;
 - there is no contrary evidence to that of Mr Truss to the effect that a significant reduction in development volume compared with the application scheme means that (in his professional opinion) he can see no way in which the alternative would be either viable or deliverable;
 - his conclusion is consistent with HE's acceptance that the application scheme is marginally viable and requires significant central and local government assistance to be built;
 - the alternative is also unviable in planning terms, reflecting the fact that it was not discussed with the local planning authority; and
 - in closing, SBH forgets that its statement of case and evidence²¹ proceeded on the basis that this was a viable alternative and consequently ought to be given significant weight.
59. By the end of the Inquiry no party was proposing an alternative solution which could come close to being demonstrably viable or deliverable. Planning works on the basis of evidence and it is not sufficient to suggest that there might be an alternative out there. In this case there is no such evidence. Moreover, there is clear evidence that the proposal is on the margins of viability and that a lower volume of development is not likely to be viable, now or in the future. This is a site where the Council has been seeking redevelopment for decades and where HIF partners have concluded that there is no alternative to the injection of exceptional amounts of public money.

¹⁹ Paragraph 1.19 of Mr Neale's proof (HE1/1)

²⁰ Inspector's note – Mr Neale (for HE) accepted these points in cross examination by Mr Harris. Mr Forshaw (for SBH) accepted the concessions made by HE and agreed that there was no contrary evidence to that of Mr Truss

²¹ Paragraphs 105 to 110 of Mr Forshaw's proof (SBH1/1)

Architectural quality: Why the need for assessment?

60. A thorough understanding of the architectural quality of a proposal is, in almost all cases, critical to a proper assessment of its impact. Impact is about more than simple visibility. Particularly in a city centre location, the fact that a building is visible does not make it harmful. The nature of its effect will depend, in part, on its quality as a building in context. Every consideration of a large development by the Secretary of State involves a consideration of the quality of the scheme's architecture, having regard to its context. The requirement for an assessment of architectural quality runs through government policy at all levels.
61. In this case the objectors have not undertaken any coherent, objective assessment of architectural quality. The written evidence of HE and SBH does not contain any examination of the detail and quality of the architecture. At the Inquiry HE commented only on the heatmap element of the design evidence, together with the general arguments in support of a tall building in this location. Mr Neale stated in evidence that an assessment of the nature and quality of the proposed buildings was not necessary because of the development plan position which (in his view) meant that a tall building was inappropriate in this location. However, there is no such development plan position because:
- all parties accept that, in policy terms, the application site is capable of acting as a gateway site;
 - there is no development plan policy identifying areas generally (or this area in particular) as inappropriate for tall buildings; and
 - the development plan states that "*it is considered that excessively tall or large buildings would be inappropriate in most gateway locations*" (emphasis added)²².
62. There is nothing in the development plan which rules out an appropriately designed tall building at Anglia Square. Nor is there anything that justifies failing to consider architectural quality. Indeed, in relation to gateway markers, the policy context requires such a consideration.
63. Building for Life (BfL) is a government endorsed industry standard for well-designed homes which aims to ensure that the assessment of design quality is as objective as possible. The Council has assessed the proposals by reference to BfL and the applicants have assisted in this systematic process. The proposal performs well, as recorded in the evidence of the Council and the overarching SoCG. The attack on the Council's approach by NS was poorly aimed, involving a rewriting of the rules of the assessment. Its criticism of the density of the scheme, compared with permissible densities in Leeds and London, lacked cohesion and accuracy. It should be given little weight. What is important is the quality of the architecture and the nature of the effect of the proposals on interests of acknowledged importance. These include heritage assets and their settings.
64. The Council's officers have concluded that:

²² Paragraph 3.6 of the DM Plan (CD2.3)

- The proposal would create legible new streets that would (to a significant degree) reflect and restore historic routes across the site. At present the site is wholly impermeable. The suggestion in HE's written evidence that the existing site is more permeable than that which is proposed was dropped during evidence in chief.
- There would be good enclosure of surrounding streets and an appropriate mix of uses with active frontages.
- The massing of the blocks would create a varied form which would add interest and modulate scale through layering.
- The use of marker buildings at important entrances and the adoption of mansion block and warehouse typologies would reflect, not ape, its context.
- The use of different linking blocks to set off the taller tower element would be appropriate and proportionate.
- The creation of two large and well-proportioned public squares which would be well landscaped, usable and of high quality would represent high quality placemaking.

65. The Council has carefully considered the rationale for a taller element at this location, in the context of the development plan and its aspirations for achieving redevelopment. The analysis drew on expert knowledge of the site, its constraints and the needs of the area. It accepted the value of marking a site which represents the place of people's arrival in the city centre from the north. The regeneration case for a tall building as a symbol of renewal was also accepted. The Council's careful position on this matter includes the following:

- The Council does not see the existing pattern of Norwich as fixed. This approach is consistent with the NCCCA Appraisal's assessment of the need for radical change in this locality and HE's advice on the role of tall buildings which can play an important part in the shape of cities.
- The officers' report notes that *"a strategically positioned tower to the north of the city would be justified in terms of denoting how the area to the north of the river is no longer a 'poor relation' to the south. There is a need to address and to heal the demotion of this part of the city centre through neglect and lack of investment... the construction of a tower that advertises a focus of activity in this part of the city centre would further encourage people who do not live in the area to treat Anglia Square as part of the city centre..."*²³
- The officers' report emphasises the fact that *"Anglia Square has been uniquely blighted by the damaging legacy of previous development...[leading to] a perception amongst many...that this is a place to be avoided. This site unlike any other is integral to the regeneration of an entire sector of the city. Development of Anglia Square has the scope to deliver transformative change and to allow the northern city centre to*

²³ Paragraph 367 of the officers' report (CD2.15)

contribute and strengthen the wider Norwich city centre economy. A tall building on this site would recognise this stage in the evolution of the city."²⁴ As noted above, achieving transformative change is one of the criteria for HIF funding.

66. The potential for a tall building to be an important marker of regeneration is not new and has been accepted by the Secretary of State in a variety of cities across England. The ability of a tall building on the application site to act as a way-marker was also accepted by officers as indisputably true. Norwich is characterised by intricate and varied topography and street patterns, best understood on foot. A universal element of the experience of the city is that there is Norwich 'over the water' with its own distinctive character. However, the area beyond the bypass is hidden away, physically and psychologically separated from the rest of the city centre. Providing this area with its own character and identity would be an important public benefit.
67. This careful analysis was left unconsidered by HE. It was waved away on the false premise that the development plan precludes tall buildings in this location. The officers' report described the reasoning for locating the tower adjacent to St George Square as logical and appropriate. No party has argued for an alternative location within the site for a tall building. The report also considered the way in which the design of the tower has been given vertical emphasis. The concave faceted facades were identified as a particularly interesting feature, likely to have more effect in reality than the visualisations suggest. This would address the need for the tower to appear sufficiently slender whilst making it different to those in other cities.
68. Other elements of the design that would emphasise its slenderness and articulation were described in the evidence of Mr Vaughan (the scheme architect). These included the use of colour and vertical columns, opening the corners of the building and the tripartite arrangement of base, middle and top. Mr Vaughan's assessment is commended to the Secretary of State. The way in which these elements would be seen and appreciated at distance is an important part of the assessment. The photographs help but cannot do justice to what would be seen in reality. The architectural details of City Hall and the Anglican Cathedral can be appreciated from elevated vantage points to the east of the city centre. So too would the details of the proposed tower, which would be seen off to the right of the main nesting of city landmarks.
69. Dr Miele (the applicants' heritage witness) undertook an independent and comprehensive assessment of the tower, of a type that no objector has, by reference to three city scales:

On the primary scale

- The proportion of the tower and its height give the building a vertical scale, such that it would be sufficient to mark the location of the new centre, adding legibility to the city.

²⁴ Paragraph 368 of the officers' report (CD2.15)

- The height of the tower is proportionate to the scale of the city as a whole as perceived in more distant views.

On the secondary scale

- The open quality of the building where it meets the sky is distinctive and deliberately softens the effect of the top of the building.
- The open corners providing balconies would reduce visual impact and give direction and orientation to the building.
- The language of vertical piers introduced by the facades would be secondary to the corner slots and would modulate the scale of the building, reinforcing verticality.
- The diamond brickwork patterns at the top of the building would add to the articulation and would be appreciable in longer views, especially from the south.
- The folded or inflected plan form would be expressed as a vertical and very noticeable fold in each of the facades.
- All or most (depending on the viewpoint) of these architectural features would be apparent and readable across those parts of the NCCCA (and beyond) where the building would be seen.

On the tertiary scale, there are details of quality which are appreciated closer to. These details would be subject to approval of details.

70. Both Dr Miele and the Council have also carefully considered the rest of the proposals. The articulation of the buildings and the modelling of the lower blocks has been undertaken with care and skill. It is consistent with the guidance of the NCCCA Appraisal which calls for transformational development in respect of Anglia Square. As noted above, an understanding of architectural quality is essential to any assessment of impact and to the application of the policies of the development plan. Such assessments have, rightly, featured largely in decisions of the Secretary of State. However, no such assessment has been made by any of the objectors to this application. The dismissive approach of HE to these matters is particularly unfortunate. In closing for HE the suggestion was made that Mr Neale had indeed taken account of architectural quality. That submission was simply not supported by the written or oral evidence of Mr Neale.
71. Overall, the buildings have been very well designed in conjunction with the Council's design and conservation team. The design reflects the position of the site as a new residential quarter, the need to provide sufficient development to be deliverable and the need to effect the transformation of the area which is called for by the HIF criteria.

Identifying accurately the impact of the proposal: the need to avoid hyperbole and exaggeration

72. Closing submissions are not the place to engage with a view by view assessment. The decision maker will have the relevant images and will be guided by the Inspector's report. However, it is appropriate to consider matters of approach. HE's written evidence asserts that the proposals would "*cause severe harm to the*

character of the city". Mr Neale accepted that, on his analysis, the harm would be *"bumping along the bottom of substantial harm on the spectrum of less than substantial harm"*. Others have suggested that what is at stake in this Inquiry is the very *"character of Norwich as an exceptional historic city"*. These are demonstrably overstated positions which, on reflection and having regard to the legal tests and the evidence, are clearly incorrect and disproportionate.

73. The impact on the NCCCA is discussed below. For now, it is relevant to note that Dr Miele finds a direct enhancement to the conservation area on the balance of impacts (close and distant). The issue of whether there could be 'severe' harm to the NCCCA as a whole raises important matters of approach that are relevant to all the heritage assets in question. It is common ground that the public benefit needed to outweigh any harm will depend upon the nature and extent of the harm. The more significant the harm, the more significant will be the public benefit required. If that were not the case, the balancing exercise would become relativistic and rootless.
74. Mr Neale accepted that knowing where you sit on the spectrum of less than substantial harm is important in understanding what type of public benefit might be sufficient to outweigh such harm. It follows that a qualitatively defensible approach to weighing harm is needed. Given that this is not a case where HE suggests that there would be substantial harm, it is important that this conclusion is not subverted by a hyperbolic characterisation of the actual level of harm.
75. Large parts of the NCCCA would not be impacted at all by the proposals. This may be seen from the locations of the agreed viewpoints which show that there are large parts of the very extensive NCCCA that would be unaffected. Moreover, Dr Miele produced a zone of visual impact²⁵ which demonstrates that topography and the street pattern of Norwich are such that the proposal would not be seen at all from most of the NCCCA. In these circumstances the impact on the asset as a whole is unlikely to be severe.
76. Of course, impacts that affect only part of a conservation area are still important. In the right circumstances they might even amount to substantial harm. That would be a matter of judgement as to what level of significance is harmed or drained away by the impact of the proposal and what level is retained. It is accepted as a matter of law by all parties that, for an impact to amount to substantial harm, then *"much if not all of its significance as an asset would need to be drained away"*. In assessing where on the spectrum of less than substantial harm an impact lies, it is important that the logic of assessing what significance is lost and what significance is retained is not forgotten.
77. In his written evidence, Mr Neale asserts that less than substantial harm is not a qualitative concept at all²⁶, rather that it merely distinguishes such harm from substantial harm. That is not the correct approach. Less than substantial harm is, of necessity, a wide concept. As discussed above, the nature of the public benefit necessary to outweigh any less than substantial harm must depend on the qualitative extent of that harm. In this case, the assessment of harm to the

²⁵ Dr Miele's Appendix 11 (WH2/3)

²⁶ Paragraph 5.12 of Mr Neale's proof (HE1/1)

NCCCA must entail an examination of any significance lost and also any that is retained. Once this is done rationally and clearly, in the circumstances of this case, the characterisation of harm to the NCCCA as severe (or bumping up against the bottom of substantial harm) is not even close to being made out.

78. The adoption of the correct approach to assessing harm is even more important when considering impacts on the settings of listed buildings. Much of the significance of Norwich's exquisite listed buildings lies in their intrinsic value, including their fabric, form, function and interiors. In this case there would be no direct impact upon any listed building of any grade. This wealth of intrinsic significance, including the qualities which make the fabric of the city special, would all be preserved.
79. Whilst it is acknowledged that there would be listed building impacts, these would all be setting impacts. Applying the policy and law appropriately, none of the setting impacts of the proposal can truly be said to be severe. Nor can the impacts on the NCCCA. The fact that HE and SBH characterise them as such demonstrates an error of approach which fails to have proper regard to the nature and extent of the significance which is altered. This has resulted in an overblown and exaggerated analysis of harm.

The suggestions of substantial harm to the NCCCA

80. Some objectors, including SBH, go further than HE and allege substantial harm. The closing submissions of Mr Dale-Harris (Counsel for SBH) were surprising in that they echo submissions that were rejected very recently by the Secretary of State in the Chiswick Curve case²⁷. In that case the Secretary of State has carefully considered the distinction between substantial and less than substantial harm. In the Framework the concept of substantial harm is deliberately twinned with "*or total loss of significance*". The Secretary of State has consistently found (in line with the High Court in *Bedford*²⁸) that substantial harm occurs only when "*much if not all of the significance of an asset is drained away*" or when the significance of an asset is "*vitiated or very much reduced.*" The Court held that 'substantial' and 'serious' are interchangeable in this context. In this case there is no impact which comes close to meeting that test.
81. The similarity of approach between HE and SAVE is notable. Great care needs to be taken with HE's characterisation of the impact on the significance of Norwich as a whole, and on several individual heritage assets, as 'severe' harm (but less than substantial or serious). Having recognised that the harms identified could not be 'substantial' in the terms of the Framework, it is not appropriate to put aside the reasons for this conclusion and then to characterise the nature of less than substantial harm as 'severe'.

²⁷ CD12.9

²⁸ CD12.10

Where and when to undertake the heritage balance

82. At the Inquiry HE referred to a recent High Court decision²⁹ which appears to suggest that, for the statutory duty, the balance should be carried out internally as part of the assessment of whether an asset is harmed or preserved while for the Framework, if there is any harm (however minor) the paragraph 196 test should be applied with the alleged harms being tested against the public benefits as a whole, including the heritage benefits. Creating a position where there is a different statutory and policy test does not, on the face of it, appear consistent with *Mordue*³⁰. That case indicated that if the decision maker follows the tests in the Framework then he will have correctly navigated the statutory tests.
83. Whatever the correct approach, it makes no practical difference in a case such as this where the heritage harms are all less than substantial. If heritage benefits outweigh heritage harms, then the outcome will be the same whichever path is followed.

What is a heritage benefit in a conservation area?

84. The proposition that the townscape benefits of the proposal are not to be regarded as heritage benefits is artificial. The existing buildings are identified in the NCCCA Appraisal as being negative features. They are harmful to its character and appearance. Removing them and replacing them with something that enhances the character and appearance of the conservation area would be a heritage benefit, just as their existing condition is a heritage harm. The creation of squares and re-establishing street patterns would be improvements to the fabric, character and appearance of the NCCCA. These would be both townscape benefits and heritage benefits.

The wider views of Norwich

85. Turning to the effects on the settings of listed buildings, all parties have adopted a form of tripartite assessment. These submissions start with the wider views then consider mid-distance and more local effects.
86. It is common ground that NCCCA contains landmarks which are relevant to understanding its significance. These landmarks, which are identified in the development plan, have settings. The nature of the landmarks is that their settings are extensive, including much of the city. The decision maker has a statutory duty to have regard to the effect of the proposal on each and all of these listed buildings and their settings as a whole. This assessment will also be relevant to a consideration of the effect of the proposal on the conservation area as a whole. However, not all elements of the setting will be equally important to the significance of an asset. Moreover, the setting is not itself a heritage asset. Settings are important insofar as they contribute to the significance of an asset.
87. The previous development plan sought to identify corridors of vision to the landmarks from particular vantage points. These corridors were to be definitively identified in a landmark views SPD. Whilst that document was never produced,

²⁹ City and Country Bramshill Ltd v SSHCLG - Waksman J [2019] EWHC 3437, appended to closing submissions for HE (HE11)

³⁰ CD10.14

DM Plan Policy DM3 requires that proposals pay careful attention to the need to protect and enhance significant long views of the major landmarks. Specific views are identified in Appendix 8. These views are directional in their extent, insofar as the compass of each differs to reflect what is most important to that particular view. The focus of each view is the nest of significance created by the Roman Catholic Cathedral, the Anglican Cathedral and the Norman Castle. Within that nest the significance of other landmarks, including the Church of St Peter Mancroft and City Hall, can be seen and appreciated.

88. The way in which the development plan identifies significant long views of the major landmarks excludes Anglia Square. When one visits the vantage points in question this is wholly understandable. Although the wider city is in view at each vantage point, the focus of the view, and the repository of most significance, is the nest of heritage assets described above. Of course, the identification of significant views does not limit the extent of the decision maker's consideration. Nevertheless, it is highly relevant to note that the proposal falls outside the identified views when examining the proposition that the proposal would have a 'severe' impact on this element of the significance of the city. Moreover, in all of the works of art produced by Mr Neale, the focus of the views is on the main nest of significance. None of those views shows the site of Anglia Square.
89. In any event, the position of Anglia Square means that the impact of the proposal on the significance of the city landmarks as experienced from these vantage points can only ever be limited. This is because Anglia Square is significantly off to the north of the main nest of significance. The experience of visiting the relevant vantage points is the only true way of understanding the relationships at play. However, the larger scale print of the panoramic view³¹ better reflects the nature of the visual relationships as seen by the human eye and is very helpful in this respect. It also demonstrates the way fine architectural details can be appreciated, even at a distance. Moreover, it shows significant modern development to the south of the nest of significance described above, development which has recently been added to by the construction of Pablo Fanque House³².
90. In all of these circumstances, there would be no harm to the settings of the landmarks identified in the development plan, as seen in wider views.

The wider pattern of development and the arguments against a tall building north of the river

91. In its statement of case, HE refers to Norwich as a work of art. The impression is given that Norwich is a completed canvas which is not to be altered. We are told that the great landmarks are all buildings which represent church, state or municipality and that all are to the south of the river. HE mistakenly believed that this approach is embedded in the development plan. In planning terms this description is inaccurate. Norwich has long been identified as a focus for significant growth in the East of England for new homes and jobs, leisure, cultural and educational development. That growth is to be focussed on the city centre

³¹ Enlarged print of view 8 panorama (WH21)

³² Inspector's note – Pablo Fanque House has been recently completed and is not shown in WH21 which pre-dates its construction

- and in particular on its brownfield sites. This means accepting and embracing significant change in the city.
92. There is nothing in the development plan to suggest that the pattern of the city is fixed or that a taller building to the north of the river is a concept which would be profoundly at odds with the character of Norwich as a whole. That is a policy some might wish to see but it is not one which actually exists. Nor is there any need for tall buildings to be reserved for ecclesiastical, state or civic uses. That would be an anachronistic approach in a modern spatial context. Meeting housing need is the most significant social and spatial imperative of our time and the Secretary of State, in decision after decision, has accepted that high quality housing developments can include tall buildings. HE's suggestion that housing is, in principle, an inappropriate use for a tall building in Norwich is simply wrong.
93. HE's approach to these matters is best illustrated by its evidence in relation to the view from the castle and the view of the Cathedral across playing fields³³. Views from the castle encompass the varied history of a modern, regional mercantile city. Buildings of all scales and types are present, some break the skyline and some do not. HE points out, correctly, that most of the tall buildings are to the south of the River Wensum. However, whilst all post-date the castle, none are identified as harming its predominance or significance. The application scheme would be almost a kilometre away. The composition of the view would remain the same and the extent of the view over the river valley would be unaltered. Dr Miele is right to say that there would be no interference with the ability to appreciate the castle's elevated position and its defensive purpose.
94. Turning to the view from Cathedral Meadow, Dr Miele assesses the harm to the significance of the Cathedral as being towards the bottom end of less than substantial harm³⁴, noting that:
- the proposal would sit within the tree canopy line, which has been designed to frame views of the Cathedral;
 - the proposal would be well over a kilometre away;
 - the view would be part of a kinetic experience in which the focus of attention is constantly shifting; and
 - the light colouration and form of the proposed tower would assist in neutralising its impact overall.
95. To conclude on the wider impacts, the proposal would be visible and deliberately so. It would mark a new and successful residential and district centre to the north of the river Wensum. In so doing, it would not harm the views identified in the development plan. Nor would it detract from the ability to appreciate Norwich's great landmarks. The proposal would be located well to the north of the city landmarks in the same way (but with greater separation) that there are taller buildings to the south of the city centre. It would add incident to the wider view but would not cause harm. To the extent that there would be some very limited

³³ Views 12, 54 and 60 (CD7.81 SEI t)

³⁴ Paragraph 9.75 of Dr Miele's proof (WH2/1)

harm to kinetic views from Cathedral Meadow, these would fall to be weighed in the balance with heritage and other benefits.

Effects upon the middle-distance heritage assets

96. All relevant impacts upon the NCCCA and listed buildings must be considered on their merits. Nevertheless, it is important to note that the NCCCA Appraisal identifies specific views (both positive and negative) that are important to an understanding of the significance of the area. DM Plan Policy DM3(b) requires decision makers to pay careful attention to the need to protect these particular views. The impact of the proposal on these views is clearly an important material consideration (among others) when assessing the effects of the proposal. However, despite the policy requirement to do so, none of the objectors have done this assessment. Mr Neale does not even mention them. A conclusion of 'severe harm' without reference to these views is clearly deficient. The applicants have shown that, of the many views identified in the NCCCA, only two would be affected at all³⁵.
97. These closing submissions do not seek to rehearse the evidence in full. They will however identify what the applicants' case is and where in the documents the relevant evidence is to be found. The middle-distance effects can be described by reference to 4 groups of assets:
- Group 1 - Millennium Plain and Market Place
 - Group 2 - St Andrew's Hall, Elm Hill and St Peter's Hungate
 - Group 3 – Tombland, Wensum Street and Fye Bridge
 - Group 4 – Colegate
98. Group 1 includes the Guildhall, the Church of St Peter Mancroft and City Hall, which are amongst the most powerful and iconic listed buildings in the city³⁶. Their ability to accommodate change is exemplified by the way in which they co-exist with the Forum development, which is very different in terms of scale, materiality and use. The proposal would be seen fleetingly and at a distance. It would not impact upon any of the significant views identified in the NCCCA Appraisal and/or the development plan. The huge embodied significance in the assets in this area would be left untouched, as would the greater part of the setting of each asset. Dr Miele was right to conclude that there would be no material harm here.
99. Group 2 consists of St Andrew's Hall, Elm Hill and St Peter's Hungate³⁷. The application site presently makes no contribution to the significance of the relevant assets. The townscape is varied and is not uniformly medieval. There is a modern student accommodation block within this group of buildings. The proposal would not impact on any of the significant views identified in the NCCCA Appraisal and/or the development plan. The alteration to the settings would be

³⁵ The NCCCA Appraisal views and the corresponding TVIA views are shown in WH14

³⁶ Views 11 and 53

³⁷ Views 22 and 55

slight, distant and transient, seen in the backdrop of a strongly defined historic townscape which is powerful, layered and complex. Dr Miele identified no harm.

100. Group 3 comprises Tombland, Wensum Street and Fye Bridge³⁸. There would be no inter-visibility between the proposal and Cathedral Close. None of the significant views identified in the NCCCA Appraisal would be affected. The setting of the Maid's Head Hotel is already rich, varied and powerful. There would be glimpsed and transitory views of the tower from a limited number of vantage points, all in the context of a busy urban environment. In this context any harm to the setting of this building would be negligible. Dr Miele identified harm in relation to Wensum Street and Fye Bridge (as elements within the NCCCA) and to associated listed buildings. However, he found the harm to be towards the lower end of less than substantial harm because the intrinsic significance of the assets would be unharmed, the proposal would be at some distance and it would be seen as a high quality piece of townscape.
101. Group 4 lies in and around Colegate³⁹. At this distance the ugly existing buildings at Anglia Square are apparent. Moreover, there are existing large modern buildings (with consent for extensions) between this group and Anglia Square which form part of the current character and appearance of the area. The Council and applicants agree that the settings of the magnificent pair of listed buildings of the Church of St George and Bacon's House would be enhanced. Dr Miele concluded that there would be limited harm to Doughty's Hospital, within the category of less than substantial harm⁴⁰. Any harm in these locations falls to be weighed against the benefits of the proposal, including benefits to the NCCCA.

Local impacts

102. The starting point for assessing the local impacts is the unremittingly negative impact of the existing buildings on the NCCCA and other heritage assets. Their replacement with buildings of architectural quality would be, in principle, a significant benefit. The Council and the applicants find that there would be significant heritage benefits flowing from the development but also some harms due to its volume and height. Dr Miele finds limited harm to the setting of the Church of St Augustine and the adjacent almshouses, even after factoring in the benefit to their settings arising from the removal of Sovereign House⁴¹. It is important to note here that the two dimensional images of the TVIA cannot do justice to the eventual relationship between the proposal and the almshouses. The images give the impression that all of the proposed buildings would appear to sit close behind the almshouses. In fact, as Mr Vaughan explained, the closest of the proposed buildings would be some 45m away whereas the tallest of the frontage buildings (appearing at the right hand side of the image) would be around 170m away. In reality, the experience of distance would be readily apparent to the observer.

³⁸ Views 23, 25 and 26 and the animation (WH27)

³⁹ Views 36, 37 and 38

⁴⁰ Paragraph 8.148 to 8.154 of Dr Miele's proof (WH2/1) and view 44

⁴¹ Paragraph 7.62 (and following) of Dr Miele's proof (WH2/1) and views 32 and 33

103. Dr Miele also identified very limited/negligible harm identified to the ability to appreciate a partial view of the Cathedral when seen from Aylesham Road⁴². In closing, Mr Williams (for HE) referred to Dr Miele accepting harm "*even to the Cathedral*". However, the limited nature and extent of that harm must be properly borne in mind. Again, it is relevant to note that none of the views discussed in this section are identified as significant views in the NCCCA Appraisal.

Overall judgements

104. Dr Miele's overall judgment on the impact of the proposal is that, on balance, there would be benefit to the NCCCA as a whole. This is because of the massive beneficial effect of the proposal in comparison with the awful existing buildings together with the limited areas of harm elsewhere. Such a benefit should be given significant importance and weight. He finds limited to moderate harm, within the category of less than substantial harm, to the settings of listed buildings as set out above. This is on the basis that there would be no intrinsic harm to any listed building. Moreover, any impacts on settings would not be on parts of the settings which are critical to an appreciation of the asset.
105. The Council finds greater harm. This is not surprising because, given the nature and extent of the assets under consideration, it seems unlikely that the respective findings would be completely in line. In this case the Council's findings of higher levels of harm is actually of assistance to the decision maker. This is because the Council still found that the harm would be outweighed by the benefits of the proposal. Moreover, it is important to recall that Mr Webster (the Council's heritage witness) frankly observed that his 'sensitivity to harm dial' was set too high. On reflection, in the light of discussion at the Inquiry, he felt that some of his judgements were overstated⁴³.
106. HE and SBH, on the other hand, have clearly overstated the impacts. They have made no proper assessment of the architectural quality of the scheme and they have not had regard to the extent of significance that would be retained by the heritage assets in question. This is not a case where harm would be substantial or "*bumping along the bottom of substantial*" in relation to any heritage asset. As an example of this overblown approach, Mr Neale asserted that the proposal would harm "*every single medieval church in the City*". The Inspector asked for clarification of this remarkable claim in the context of the Secretary of State's statutory duty. No response was ever forthcoming.

The public benefits of the proposal

107. Where less than substantial harm to designated heritage assets is identified, such harm (which is to be given considerable weight and importance) falls to be weighed against the public benefits of the proposal which include heritage and all other public benefits. HE chose not to engage in the overall balance between

⁴² View 49

⁴³ Inspector's note – in answer to my question regarding the level of harm to the Cathedral, as recorded in the officers' report, Mr Webster stated that he no longer took such a critical view, having listened to the arguments put at the Inquiry regarding the degree of significance that would be retained following an impact on setting.

harm and benefit and its limited attempts to challenge the weight given to various benefits by the local authority were not supported by evidence. In truth, HE is not in a position to be an objector, or to "*recommend that permission is refused*". It has neither the evidential basis nor the expertise to undertake the necessary balancing exercise. Whilst SBH sought to engage in the balance, in a very limited way, they did so from an inexperienced and inappropriate position.

108. The Council is the party best placed to identify and weigh the public benefits of the proposal to its administrative area and its careful and balanced approach is commended to the Secretary of State. The Council's conclusions on benefits are especially pertinent bearing in mind that it identifies a more extensive basket of harm to be outweighed than the applicants did. In addition to the significant townscape and heritage benefits (discussed above), the Council has identified the following key matters:

- The regeneration of a strategically significant site. The council accurately describes the proposal when it says that it will "*enhance the physical appearance, the retail and leisure function and overall vibrancy of the site, create a new residential quarter at Anglia Square which will have good connectivity to the existing surrounding community, and boost the city's housing supply and confidence in the northern city centre as a location for wider re-development*" consistent with the ambitions of JCS11.
- The contribution to meeting the housing needs of the city. At the time of the officers' report the Council did not have a 5 year land supply. Despite the calculation of the housing land supply by way of a different methodology, the actual need for housing in the city is now greater. No doubt the Secretary of State will give substantial weight to the amount of housing that would be delivered by this proposal.
- The provision of 120 much needed affordable housing units, which the council has correctly identified as the minimum number to be provided in the circumstances of this large scale redevelopment.
- Economic development and support for vitality. There is currently over 16,000 sqm of vacant retail and commercial space at Anglia Square, just over half of the total space for retail, commercial and town centre uses⁴⁴. The proposal would create a vibrant mix of uses and up to 762 new jobs (in addition to the up to 800 construction jobs). It would support the long term vitality and viability of the Magdalen Street/Anglia Square district centre and the role of the northern city centre in meeting the growth aspirations of the city as a whole.
- The absence of any evidence of any realistic deliverable alternative to the meeting of these powerful strategic imperatives.

109. Whilst the list of benefits ranges much wider, these 5 very weighty benefits go to the heart of the role that this important site should play in Norwich. They are clearly sufficient to outweigh any reasonable assessment of the less than

⁴⁴ Section 3 of WH6/1

substantial harm occasioned by the proposal. Indeed, the weight to be given to the benefits has increased during the course of the Inquiry:

- the ability of the city to meet its housing land supply position has significantly reduced in recent months;
- it is now much worse than the position as at the date of the officers' report, as confirmed in the Council's closing submissions;
- it is clear from recent decisions that the Secretary of State will now give very significant weight to the provision of housing and affordable housing, especially in circumstances where there is evidence of pressing and unmet need. The profound real world consequences of a failure to meet housing need include:
 - households having no settled home, representing a failure of the planning system to meet its most fundamental of duties;
 - house prices increasing in an unsustainable way;
 - families having to be split up because children cannot afford to live near their parents;
 - employers being unable to find a local workforce;
 - employees having to travel unsustainable distances for work;
- the air quality evidence (discussed below) has disclosed an improved position in relation to the site and its surroundings compared to that assessed in the officers' report; and
- matters relating to permeability and cycle access have all been resolved. CYC is no longer making any objections on these grounds.

110. In these circumstances the Council's conclusion that the public benefits outweigh the identified heritage harms is more than made out. The requirements of the Framework would be met and the proposal should be regarded as sustainable development in heritage terms.

Other matters

Affordable housing and housing mix

111. The proposal would provide 10% affordable housing, in accordance with the Council's requirement to secure an appropriately mixed and balanced community. On the basis of national and local policy, which has regard to viability, the proposal cannot be required to provide more. The viability position statement agreed with the Council and HE⁴⁵ underscores this position.

112. The Council's rebuttal evidence⁴⁶ shows how the mix proposed (for both market and affordable housing) best meets the most pressing needs of the city. That evidence is compelling.

⁴⁵ ID10

⁴⁶ NCC1/4

Air quality

113. This was not one of the matters which the Secretary of State indicated that he particularly wished to be informed about, notwithstanding his consideration of the representations made by CYC. This is relevant because Professor Peckham, one of the authors of the written evidence for CYC, has argued in the Court of Appeal that the Secretary of State is obliged to call in all planning cases where there is potential for exceedances of the nitrogen dioxide (NO₂) limits identified in the relevant Air Quality Directive. The Courts did not accept Professor Peckham's case.
114. The case made against this proposal was based on 3 main propositions. As the potential for these arguments to fail became clear, new and different arguments took their place during the Inquiry. These submissions deal first with the case as originally advanced and then as it evolved, before setting out the applicants' positive case.

The air quality case for CYC as originally advanced

115. First, it was argued that the Secretary of State is under a duty to ensure compliance with the national air quality limit values "*within the shortest possible time*" and as a result "*any development [in the UK] which does not reduce air pollutants to legal compliance levels...will be found unlawful*". However:
- This proposition is hopelessly incorrect and has already been dismissed by the Court of Appeal.
 - Thus in the case of *Shirley*⁴⁷, Professor Peckham argued that, because the national air quality targets for NO₂ had not been met, there was a duty on the Secretary of State to call in (and to refuse) any application where there was an issue about compliance with air quality standards.
 - The court was clear that this proposition was incorrect. It is a shame that there is no reference to *Shirley* in the evidence for CYC.
 - The Court held that, where there was a breach of the Directive, the "*single prescribed means of addressing the breach is the preparation of an air quality plan*". It went on to say that there was nothing in case law that supported Professor Peckham's assertion that "*land use planning powers and duties have to be exercised in any particular way - such as by imposing a moratorium on grants of planning permission for particular forms of development or for development of a particular scale whose effect might be to perpetuate or increase exceedances of limit values.*"
 - The Court went on to explain that, where air quality was an issue, the appropriate approach was to take it "*into account alongside other material considerations weighing for or against the proposal*" in the ordinary way.
116. The failure of this first limb was recognised in the opening statement for CYC when Dr Boswell (one of CYC's witnesses on air quality) stated that it was not

⁴⁷ CD10.24, see in particular paragraph 33

his case that permission could not be granted where there were exceedances but, rather, that such exceedances ought to be reduced as soon as possible.

117. Second, it was suggested in the statement of case and the original proofs that the Secretary of State is obliged to ignore potential enhancements in air quality as a result of regulations and policy during the lifetime of the project. However:

- This second proposition relies on a misunderstanding of the *Gladman*⁴⁸ case and is patently incorrect. Again, Professor Peckham was involved.
- The Court of Appeal found that, in the absence of any evidence on the potential quantum of improvements, the Inspector was entitled to place little reliance on them. In particular, "*He was entitled to rely on the evidence before him rather than the evidence that might have been produced but was not*".
- The Court also referred to the fact that there was no evidence before the Inspector regarding the possible consequences of government policy in relation to NO₂ concentrations.
- The position here is very different. The Government has now issued vehicle emission regulations and specific evidence-based guidance on fleet emission factors and likely background concentrations. This guidance is designed to enable the assessment of the relevant levels in future years.
- The Planning Inspectorate has recently given clear guidance that a failure to take into account anticipated improvements in air quality when establishing a future baseline for emissions would now be legally unsound⁴⁹.
- This Inquiry has evidence-based guidance on how to approach likely future background concentrations of NO₂ and particulate matter (PM₁₀). It must use this evidence, which establishes that the proposal can proceed consistent with the relevant air quality policy.
- This Inquiry also has the CURED v3A⁵⁰ sensitivity test for NO₂, which was recently described by the Wealden Inspector and Natural England as appropriately precautionary.
- The use of either of these scientifically credible tools establishes that there is no air quality reason for withholding permission at this sustainable site.

118. Third, it was argued that planning permission should be refused on air quality grounds because the existing and predicted levels of NO₂ and other pollutants are such that the site is not appropriate for housing at all⁵¹. Dr Mills confirmed in his evidence in chief that this was his position. He suggested that new

⁴⁸ CD15.118

⁴⁹ Inspector's interim findings on Wealden Local Plan examination (CD10.23)

⁵⁰ Calculator Using Realistic Emissions for Diesels – an emissions factor calculator issued by Air Quality Consultants (CD15.27)

⁵¹ Paragraph 4 of the proof of Professor Peckham/Dr Mills (the proof was written jointly and Dr Mills attended the Inquiry to give evidence) (CYC3/1)

housing would be "*best placed out in the fields*" where it would have a reduced air quality impact and that the application site could become a park.

119. However, the application site affords a high degree of accessibility to all modes of travel. It is likely to be the best available brownfield site in the Norwich urban area in transport and overall sustainability terms. It would be ironic if such a site were lost to housing development due to an air quality objection driven by existing vehicle emissions, particularly when one of the key benefits of the scheme is that it would improve the ability for new residents to make sustainable transport choices.
120. CYC's alternative suggestion was that the quantum of development should be reduced and a 13m grass and woodland border should be provided around the entire proposal. The status of this suggestion is now unknown⁵². For the reasons identified above, such a suggestion would make redevelopment undeliverable.

Use of CURED 3A is reasonable and precautionary

121. Turning to the new points that emerged during the Inquiry, there was an extraordinary volte face in CYC's case regarding the use of CURED v3A. The applicants' air quality evidence followed guidance from the Department for Environment, Food and Rural Affairs (DEFRA) that decision makers should have regard to Emissions Factor Toolkit (EFT) v9 when identifying the impact of policy changes on vehicle emissions of NO₂. CYC accepted that it was right to have regard to such policy changes and argued that, in addition to EFT, it would be reasonable and precautionary to use CURED v3A as a sensitivity test in this case. This was the unambiguous position of this Rule 6 Party in its rebuttal proof of evidence⁵³.
122. The applicants then re-ran the assessment using the CURED v3A toolkit to provide a sensitivity test, as suggested by CYC. This exercise showed that, when considered with the most up-to-date measured baseline figures and in line with policy, the proposal gives rise to no air quality issues⁵⁴. When this outcome became known to CYC its previously unambiguous position on the use of CURED v3A was jettisoned. In closing, CYC now says that the CURED v3A dataset should not be used at all⁵⁵. This inability to accept that which was uncomfortable for its case characterised the air quality element of CYC's case.

Use of bias factors

123. At the start of the Inquiry CYC was arguing that the Council had inappropriately used local bias factors when carrying out its duties under the Environment Act. CYC suggested that the Council should have used the national bias factors. When it became apparent that using the most up-to-date national figures would have made no difference to the results, the suggestion was advanced that an

⁵² Inspector's note – this suggestion is contained in the summary of the proof. When asked about it in cross examination by Mr Harris, Dr Mills said that it could be disregarded

⁵³ Inspector's note – row 36 of the Air Quality Statement of Common Ground (ID11) records that CYC considered that CURED v3A is a "*valuable tool for sensitivity testing*" in an AQA. CYC disagreed that it should be regarded as precautionary.

⁵⁴ The results are set out in WH20 and WH24

⁵⁵ Paragraph 73 of the closing submissions (CYC14)

adjusted national figure ought to be used. This adjustment was made unilaterally by Dr Boswell, without reference to DEFRA or the Council. This is a hopeless approach. The Council is required to use either local or national figures (and to explain why) as part of its submission to DEFRA. The Council's Air Quality Management Area (AQMA) Report was undertaken in accordance with the regulations and guidance, it has been approved by DEFRA and there has been no challenge to that approval.

124. If the approach suggested by Dr Boswell in closing were to be adopted, it is difficult to see how any local air quality authority could make any realistic assessment of air quality under the present regime. Dr Boswell was asked by the Inspector how he thought the analysis should be done, given his criticisms of both local and national data sets. No realistic answer was forthcoming. If Dr Boswell is right then every single AQMA report submitted to DEFRA in accordance with the Environment Act would be incorrect and unreliable.
125. In any event, the most up-to-date measured levels of pollutants fall so far below the limit levels that there is no realistic prospect (having regard either to CURED v3A or to EFT v9) of even CYC's typical range of bias factors making any difference to the conclusions to be reached in the circumstances of this case.

The applicants' case on air quality

126. Air quality is to be considered on its merits alongside all of the other benefits and harms of the proposal. That has been confirmed by the *Shirley case*. The limit values applicable for NO₂ and PM₁₀ for planning purposes are clear and well understood. CYC may prefer alternative levels but that is not a matter for this Inquiry. At the time of the officers' report, it was accepted that there was likely to be an increase in concentrations of relevant pollutants as a result of the proposals. In a 'no policy world' this would have included modelled exceedances for NO₂ in some locations, including at Edward Street. At all locations the modelled concentrations of PM₁₀ fell well below the relevant limit values.
127. However, these results were not seen as justifying a refusal of planning permission when considered in the overall planning balance. Moreover, the Council's air quality officer considered that the results at Edward Street were anomalous. This was because the concentrations modelled there were higher than some of the highest readings at the city centre bus interchange. An air quality condition requiring further modelling and mitigation was therefore put in place.
128. Following the resolution to grant planning permission the application was called in. Air quality was not identified as a reason for the call in and no further specific air quality measurements were taken. However, during the course of the Inquiry, the Council's latest readings for the AQMA as a whole became available. These are the fullest and most up-to-date readings before the Inquiry and should therefore be used. The measured figures for Edward Street are well below the previously modelled figures and also well below the relevant limits for NO₂, confirming that the modelled figures were (as suspected) anomalous. Given that these were measured figures, Dr Boswell's detailed criticisms of the model are irrelevant.

129. Having regard to the EFT guidance and the Wealden Inspector's interim findings, the Council now accepts that the impact of policy on vehicle emissions must be taken into account. When the up-to-date baseline readings are used and either the EFT v9 toolkit or the CURED 3A dataset are used, then the concentrations of both NO₂ and PM₁₀ fall well below the relevant limit levels at all relevant receptors⁵⁶. Taken together with the fact that development in this location has the potential to reduce significantly overall vehicle mileage in the AQMA, then the conclusion that it should be developed as proposed and not left fallow becomes compelling.
130. The redevelopment of this sustainable urban site should not be halted by air condition concerns. All air quality matters have been minimised as far as practical and/or can be dealt with by way of conditions. Rather than being an air quality problem, this site forms an essential part of the solution to the challenge of accommodating significant and sustainable growth in housing and jobs in the city centre.

Overall conclusion

131. The proposal before the Inquiry represents an opportunity for the planning system to address the dilemma that is Anglia Square and to unlock the potential of a site which lies at the heart of the spatial strategy for Norwich. That opportunity must now be taken.

THE CASE FOR THE LOCAL PLANNING AUTHORITY - NORWICH CITY COUNCIL⁵⁷

Introduction

132. The application was considered with great care in the report of the Head of Planning Services⁵⁸ and it was recommended, on balance, that planning permission should be granted. The Planning Applications Committee resolved to accept that recommendation on 6 December 2018. It was right to do so. It remains the Council's case that the proposal should be permitted. These submissions deal with the following:

- Background
- The extent to which the proposed development is consistent with the Government's policies for conserving and enhancing the historic environment
- The extent to which the proposed development is consistent with the Government's policies for delivering a sufficient supply of homes
- The extent to which the proposed development is consistent with the Government's policies for building a strong, competitive economy
- Air quality

⁵⁶ WH20 and WH24

⁵⁷ The full closing submissions, which are summarised here, are at NCC/23

⁵⁸ CD2.15

- Viability and the prospects for delivery of the scheme as a whole
- The extent to which the proposed development is consistent with the development plan for the area
- Overview and conclusions

Background

133. Anglia Square is the most significant development opportunity in the northern part of the city centre and one of the Council's most important priorities for regeneration. Development plan policies have reflected this objective since 2004. Anglia Square is a large and highly prominent brownfield site. It is probably the most sustainably located development site in Norfolk both as a destination and a place to live⁵⁹. Its redevelopment is integral to meeting the strategic objectives for the northern city centre and the city as a whole.
134. The Council's vision has not been delivered. The physical condition of Anglia Square and levels of vacancy have continued to decline and worsen. Although the shopping centre remains important for the local community, its image is poor. Out of hours, it is unused, unwelcoming and attracts anti-social behaviour and heightened levels of crime. It blights this part of the city and undermines the role and viability of the Anglia Square/Magdalen Street LDC.
135. The Council's strategic objectives for Anglia Square and JCS Policy 11, which deals with the city centre, remain sound and consistent with Government policy in terms of promoting significant growth in sustainable locations and supporting the economic and social roles that city centres play. Following sustained decline over the last two decades the need to unlock this site for comprehensive redevelopment is now more pressing than ever. Continued dereliction is not a sustainable option and great weight should be attached to delivering the regeneration objectives for the site. The application proposal would indeed deliver those objectives.

The extent to which the proposal is consistent with the Government's policies for conserving and enhancing the historic environment

Introduction

136. At the Inquiry there was universal agreement that Norwich is one of England's great historic cities and a place of exceptional significance⁶⁰. The desirability of redeveloping Anglia Square is also common ground. Mr Neale said that Anglia Square has proved a misconceived venture and has long been seen as having harmed the character of Norwich. Mr Forshaw (SBH's heritage witness) described Anglia Square as sitting like a cuckoo in the nest within this remarkable medieval city⁶¹. Although Mr Forshaw said that Anglia Square has moderate/high archaeological/historical value, he agreed in cross-examination that he was not suggesting that this value justified failing to redevelop the site.

⁵⁹ Paragraph 3.1 of Mr Bentley's proof (NCC3/1)

⁶⁰ Paragraph 6.4 of Mr Neale's proof (HE1/1)

⁶¹ Paragraph 103 of Mr Forshaw's proof (SBH1/1)

137. The proposal would impact on the significance of NCCCA and other designated heritage assets and would result in less than substantial harm. The extent and nature of this impact has been considered in detail in the committee report and in the evidence. Contrary to the suggestion put in cross-examination of Mr Webster, the Council has assessed the effects on designated heritage assets in the light of the relevant statutory duties⁶². The Council has judged that the impacts vary in magnitude. In some cases, the impacts relate to assets which are of the highest national importance. However, in all cases the impacts amount to less than substantial harm in the terms of the Framework.
138. Overall, the Council's view is that the level of harm to heritage assets is lower than that assessed by HE, SBH and NS, although higher than that assessed by the applicant. Nevertheless, given the designated heritage assets involved, great weight should be given to conservation of those assets. Paragraph 194 of the Framework states that harm requires clear and convincing justification.
139. The Council has had regard to the heritage benefits of the scheme, the circumstances which have resulted in the deterioration of Anglia Square, the desirability that development should come forward without further delay and the prospects of an alternative form of development which would avoid or result in less harm being delivered. Having considered all these factors, the Council concludes that the harm is justified, albeit that great weight should be attached to the less than substantial impact of the development on heritage assets.

General approach

Judgements as to the extent of any harm, and in particular whether any harm is substantial or less than substantial, should be made in accordance with the *Bedford*⁶³ case and the Chiswick Curve⁶⁴ appeal decision. The Inspector in the Chiswick Curve set out the threshold for substantial harm:

"The High Court in Bedford addressed that question head-on concluding that: one was looking for an impact which would have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced. To put it another way, substantial harm would be caused if: very much if not all of the significance of the asset was drained away."

140. The Inspector also gave guidance on setting impacts:

"Having regard to the conclusions in Bedford, notwithstanding questions of scale, design and prominence, substantial harm could only be caused if the heritage asset concerned derived most of its significance from its setting. It is difficult to see how very much if not all of the significance could be drained away otherwise. One can think of examples such as fortifications, eye-catchers or follies, or lighthouses, perhaps, where a good deal of the asset's significance

⁶² Paragraphs 375, 376, 425 and 587 of the officers' report (CD2.15). These paragraphs (as well as the rest of the extensive consideration of design and heritage) show that any suggestion that the committee was not properly advised is wholly misconceived

⁶³ CD12.10

⁶⁴ CD12.9, see paragraphs 12.137 and 12.145 of the report and paragraph 25 of the Secretary of State's decision

would be contained in its setting. On that basis, the PPG is not wrong, in general terms."

141. The Secretary of State accepted this reasoning. Although that decision was later challenged, the challenge is not in relation to this point. It follows that substantial harm is a high test, particularly where the impacts are confined to settings. As the Chiswick Curve Inspector observed, it is hard to see how a setting impact can cause substantial harm unless the asset concerned derives most of its significance from its setting. It follows that a judgement about the extent of harm can be made only in the context of an analysis of the significance remaining after the impact of the proposal in question. Mr Neale accepted this point in cross-examination. However, there is no evidence that either Mr Neale or Mr Forshaw carried out this part of the analysis in relation to the NCCCA or the relevant designated assets.
142. It was also agreed that the impact of the application proposals in any particular view must take account of the impact of the existing Anglia Square and the fact that such impact would be removed. The existing buildings, which would be removed, form the baseline for any assessment.

Local policy and guidance

143. Although Mr Neale suggested that the scheme had not been produced in response to the Local Plan⁶⁵, in fact local policy supports the redevelopment of Anglia Square, including tall buildings. The Northern City Centre Action Area Plan allocated the Site for comprehensive mixed-use redevelopment⁶⁶. That plan has expired. Nevertheless, JCS Policy 11 promotes comprehensive regeneration within the northern city centre. The key diagram for the city centre specifically identifies Anglia Square as an area of change with mixed-use development⁶⁷.
144. Policy DM3(a) of the DM Plan⁶⁸ promotes major development at the main gateways to the city, as shown on the proposals map⁶⁹. At the Inquiry it was common ground that the application site is a gateway site in the terms of the DM Plan. Whilst Mr Neale and Mr Forshaw expressed regret that the site is so identified, that is what the development plan says. It is clear from Policy DM3(a) and the explanatory text⁷⁰ that gateways may be marked by landmark buildings. These are defined as buildings that stand out from their surroundings. Mr Neale suggested during cross-examination that the DM Plan has a preference against tall buildings in this location. That is plainly not the case. Landmarks or tall buildings are explicitly contemplated so long as they are not "*excessively tall or large*".
145. The NCCCA Appraisal, which is consistent with the DM Plan, contains management and enhancement principles for Anglia Square⁷¹. Principle 1 is that

⁶⁵ Paragraph 9.69 of Mr Neale's proof (HE1/1)

⁶⁶ Page 67 of CD2.12,

⁶⁷ Pages 70 and 73 of CD2.2

⁶⁸ CD2.3

⁶⁹ CD12.11

⁷⁰ Paragraph 3.6 of CD2.3

⁷¹ Page 48 of CD2.10

the scale of existing buildings should be respected where the redevelopment meets existing development along Magdalen Street. However, that does not require the scale of buildings within the redevelopment to be the same as buildings along Magdalen Street. Principle 2 says that large scale buildings are appropriate near the Ring Road. The PGN (adopted in 2017) states that the rejuvenated Anglia Square should have a distinctive identity. It expressly contemplates tall buildings⁷². It is clear that the PGN does not envisage a redevelopment that would have the same form as the immediate surroundings.

The impact of the proposals – relevance of retained significance

146. The four heritage witnesses at the Inquiry have set out their conclusions and reasoning in detail. These submissions seek to assist the Secretary of State's own judgements on the evidence of the experts and on the overall heritage impact. As discussed above, a judgement as to the degree of harm can only be reached once one considers how much of the significance of an asset would be retained. Mr Webster undertook this exercise, observing that:

*"It seems logical to suggest that the conclusion of severe harm to the character of the entire city could only be reached if a much larger proportion of individual assets were experiencing major harm. There are large parts of the city centre conservation area where no view of the development can be obtained and the setting of heritage assets will be unaffected. This can be seen from the spread of verified viewpoints in figure 2."*⁷³

When the retained significance of the NCCCA (and individual heritage assets) is taken into account, it is plain that the degree of harm falls short of substantial harm.

The need to take account of benefits as well as adverse impacts

147. It is important to take account of any heritage benefits as well as heritage impacts, whether that is done as an internal balance for each asset (as *Bramshill*⁷⁴ suggests is appropriate in the context of sections 66 and 72 of the Listed Buildings Act) or as part of the public benefits which are to be balanced against any heritage harm that has been identified before considering any benefits under paragraph 196 of the Framework (as *Bramshill* suggests when applying Framework policy).

148. The heritage benefits would be substantial. It is common ground that Anglia Square blights the city. Mr Neale and Mr Forshaw agreed with the view expressed in the NCCCA Appraisal that Anglia Square is of very poor townscape quality. It severs the housing areas to the north from the rest of the historic centre and has a negative impact on the character and appearance of the wider conservation area⁷⁵. Mr Webster considered that the removal of the existing buildings, together with the undeveloped wasteland off Pitt Street, would be a

⁷² Paragraph 7.91 of CD2.11

⁷³ Paragraph 5.2 of Mr Webster's proof (NCC2/1)

⁷⁴ *City and Country Bramshill v Secretary of State* [2019] EWHC 3437 (Admin), appended to HE's closing submissions (HE11)

⁷⁵ Pages 43 and 44 of CD2.10

substantial benefit. Mr Neale accepted that the replacement would be a development of far higher quality⁷⁶.

149. The scheme would provide new streets and squares with high quality landscape treatment. Combined with the new residential accommodation, this would attract people to the area. Mr Neale accepted that the alignment of the new streets would be close to those which previously existed⁷⁷. This would increase permeability and provide a clear relationship with surrounding streets.
150. The proposal would create framed views of St Augustine's Church and the Cathedral⁷⁸, thereby contributing to the ability to experience these heritage assets. Mr Forshaw contested these benefits, arguing that the Church and Cathedral can already be seen from within the site. Even so, the present view of the Church is dominated by ugly buildings and a surface car park. The proposal would focus the view along an attractive public route. The present view of the Cathedral is from an unattractive and largely unused upper deck so it is likely to be appreciated by few. Moreover, the proposal would improve the settings of the Church and the Gildencroft almshouses by removing Sovereign House, the multi-story car park and the surface car parks. It would also bring better quality development to the west side of Magdalen Street, improving the street scene and the settings of the assets within it⁷⁹.
151. Neither Mr Neale nor Mr Forshaw took sufficient account of the effect of the existing buildings on longer views. For example, Anglia Square is very prominent in the panorama from St James' Hill (view 8). Any assessment of the impact of the scheme must take account of whether the proposal would cause greater harm than the existing buildings. It is not clear that HE or SBH have done that. For example, Mr Forshaw commented on the effect of the proposal on views 7, 8 and 10 but made no acknowledgement of the impact of the existing buildings⁸⁰.

Views identified in the Local Plan and Conservation Area Appraisal

152. Policy DM3(b) of the DM Plan states that the design of new buildings must pay careful attention to the need to protect and enhance significant long views of the major city landmarks that are identified in appendix 8 (of the DM Plan) and those identified in conservation area appraisals. The appendix 8 views specifically protect cones of vision of the major landmarks. The proposal would not impinge on any of those cones of vision and it would remain possible to appreciate the landmarks.
153. There was agreement between the experts as to the viewpoints that should be included in the compendium of views. However, few of those are referred to as positive views in the NCCCA Appraisal⁸¹. None of the views referred to in Mr

⁷⁶ Paragraphs 8.14 and 8.22 of Mr Neale's proof (HE1/1)

⁷⁷ They would also be close to the Anglo Scandinavian street pattern (WH26)

⁷⁸ Page 53 of Mr Vaughan's proof (WH1/1)

⁷⁹ Paragraphs 405 to 408 and 419 to 422 of the officers' report (CD2.15) and paragraph 3.3 of Mr Webster's rebuttal (NCC2/4)

⁸⁰ Page 7 of Mr Forshaw's proof (SBH1/1)

⁸¹ CD2.10

Neale's section on Anglia Square and its environs⁸² as experiencing negative effects is identified as a positive view in the NCCCA Appraisal. In his section on '*Intimacy of the City*'⁸³, none of the views is referred to in the NCCCA Appraisal as a positive view. Finally, in his section on the '*Image of the City*' emphasis is placed on views from the castle ramparts⁸⁴. However, again, this is not identified as a positive view in the NCCCA Appraisal.

Norwich is not immutable

154. National policy recognises that the setting of heritage assets can change over time. HE's guidance on settings recognises that changes to settings may enhance significance⁸⁵. Norwich is bound to change given its role in the development plan as a regional centre. Norwich has changed throughout its history. All periods of architecture are represented in the NCCCA, including the 19th century shoe factories north of the Wensum, the 20th century City Hall and the more recent Forum (by Michael Hopkins, much commended by Mr Neale and Mr Forshaw) facing St Peter Mancroft.
155. Mr Neale recognised this character of change, producing images of buildings of more than six storeys within the city. Whilst he said that some of those buildings affect the City negatively, he accepted that this does not mean that there must never be anything built in the north of the city which breaks the roof scape⁸⁶. Views may reasonably differ on the effects of particular tall buildings. Pablo Fanque House was permitted following a supportive design review by Design South East. Mr Webster, in contrast to HE, considers this to be a successful addition to the skyline of Norwich. There is no policy support for Mr Neale's view that any tall buildings should be ecclesiastical or civic in function. There is no reason why tall buildings (in sustainable locations) should not be residential and no reason why a tall building should not mark the regeneration of this part of the city.

Taking account of design

156. An appreciation of the design of the scheme is an important part of any assessment of its heritage impact. Mr Neale accepted that an understanding of the design of the proposal was relevant⁸⁷. HE's Guidance on Tall Buildings confirms the importance of design to the acceptability of tall buildings, including form and massing, proportion and silhouette, facing materials and detailed surface design⁸⁸. However, in contrast to Mr Webster⁸⁹, neither HE nor SBH made any detailed assessment of design. Mr Webster's approach, which assesses the heritage impact in the light of the detailed design, is the correct

⁸² Paragraphs 8.7 to 8.41 of Mr Neale's proof (HE1/1)

⁸³ Paragraphs 8.45 to 8.58 of Mr Neale's proof (HE1/1)

⁸⁴ Paragraph 8.69 of Mr Neale's proof (HE1/1) and view 12

⁸⁵ Page 4, CD11.18

⁸⁶ Mr Neale's Appendix 4 (HE1/5) and paragraphs 6.77 and 7.20 of his proof (HE1/1)

⁸⁷ Inspector's note – asked by Mr Harris whether the quality of design is relevant to the issue of impact, Mr Neale commented that it can be

⁸⁸ Paragraph 4.8 and checklist at page 8 of CD11.19

⁸⁹ Paragraph 371 of the officers' report (CD2.15)

one. Moreover, he said that particular design characteristics of the proposed tower would be seen over a considerable distance.

The need for a fair and balanced approach

157. The Council commends Mr Webster as a balanced and independent assessor of the heritage impacts. He was a conspicuously careful and fair witness, prepared to reconsider his initial conclusions in the light of others' views. For example, he said in his rebuttal evidence⁹⁰ that the impacts on Doughty's Hospital and St Augustine's Church should be amended from negligible to minor harm, having regard to the evidence of Mr Neale and Mr Forshaw. On the other hand, he said in oral evidence⁹¹ that he felt he had set his 'control dial' too sensitively. His opinion of the impact on various assets was not now quite as critical as formerly⁹².

158. The evidence of Mr Forshaw was lacking in balance. He alone asserted that the effect on the NCCCA would be substantial. Moreover, he identified what he described as a 'serious' impact on individual heritage assets in the vicinity of Anglia Square. In relation to six of the seven assets, his evidence was seriously flawed:

- In relation to St Augustine's Church and Gildencroft, he took no account of the benefit to the settings of these assets from removing the existing buildings and car parking at Anglia Square;
- In relation to the churches of St Martin at Oak and St Mary Coslany, he took no account of the extant planning permissions for redevelopment of St Mary's Works and extension of St Crispin's House, both of which would mean that the impact of the application proposals would be much reduced; and
- In relation to St George Colegate and Bacon's House he said that the new development would "*completely break the spell of being in a medieval city*" whereas modern development is already visible in views north from these assets⁹³.

159. Mr Webster considered that Mr Neale's evidence was more balanced than that of Mr Forshaw. Even so, Mr Neale's view that every medieval church in Norwich would be harmed by the proposals, a view not supported by evidence, suggests that his assessment was not wholly fair⁹⁴.

Whether there would be a substantial impact

160. No party suggested that there would be substantial harm to any listed building. Mr Forshaw, alone, contended that there would be substantial harm to the

⁹⁰ Paragraph 2.6 of NCC2/4

⁹¹ In cross-examination by Mr Williams

⁹² Inspector's note – Mr Webster made this comment in response to my questions about long views of the Cathedral

⁹³ Paragraphs 46 to 50 of Mr Forshaw's proof (SBH1/1), see also WH15 and the animation at WH27

⁹⁴ Mr Neale's Appendix 6 (HE1/7)

NCCCA. Applying the proper test, in line with the Chiswick Curve decision, that is plainly wrong. The correct approach requires an examination of the heritage interest retained as well as consideration of what is lost. Mr Forshaw relied on the Smithfield appeal decision. In that case replacement of the General Market Hall with a large block of offices and the addition of a tall office block on the Annex Market was held to cause substantial harm to the significance of the Smithfield Conservation Area as a whole. However, these buildings were part of the Western Market Buildings, of which the Inspector said:

*"This outstanding group of market buildings is of central importance to the distinctive character and appearance of the Smithfield CA, and as its most significant defining characteristic, makes a vital contribution to the significance of the CA as a whole."*⁹⁵

161. In the Smithfield case the harm arose from fundamental physical change to a set of buildings which was the most significant defining characteristic of the conservation area. The facts here are far removed from the circumstances in the Smithfield case. The contention that there would be substantial harm to the NCCCA from the present proposal is untenable.

The extent to which the proposal is consistent with the Government's policies for delivering a sufficient supply of homes

162. It is a core objective of the Framework to significantly boost the supply of homes. There is a great need for housing in Norwich. The proposal represents the most significant housing project within the city that is capable of being delivered over the next decade. It has the scope to deliver two years of Norwich's housing needs, significantly boosting the supply of homes. Furthermore, it would make a significant contribution to meeting identified local housing need in terms of size, type and tenure. Although the amount of affordable housing would be below the policy target, the 102 social rented properties and 18 intermediate homes would nevertheless make a very substantial contribution to addressing housing need in this part of the city.
163. Paragraph 117 of the Framework states that planning decisions should promote the effective use of land in meeting the need for homes and other uses and that as much use as possible should be made of previously-developed land. Paragraph 118 states that planning decisions should give substantial weight to the value of using brownfield land within settlements for homes to meet identified needs. Anglia Square is the highest profile brownfield site in the city centre. The proposal would unlock this under-used site and focus residential development in an accessible location which offers a genuine choice of transport modes, consistent with paragraph 103 of the Framework.
164. Until the introduction of the standard method of calculating housing need, the 5 year supply was measured in relation to the Norwich Policy Area⁹⁶ (NPA), which is the area of the county centred on and strongly influenced by Norwich. Since the introduction of the standard method, supply has to be calculated by reference to whole districts. The three Greater Norwich districts (Norwich,

⁹⁵ Paragraphs 408 and 433 of the Inspector's report (CD12.6)

⁹⁶ The NPA is defined in the glossary at appendix 9 of the JCS (CD2.1)

Broadland and South Norfolk) calculate the 5 year supply by reference to the Greater Norwich area, which comprises those three districts. Greater Norwich meets the 5 year supply requirement, with 5.89 years.

165. However, there is a substantial shortfall in supply in the urban area centred on Norwich. Norwich itself has just over 4 years' supply⁹⁷. If supply is calculated in relation to the JCS housing requirement the NPA has 3.36 years⁹⁸. There has been historic under-delivery against the targets set out in the JCS⁹⁹. Housing need remains high and the proposed scheme would make a major contribution to meeting the housing needs of Norwich and the surrounding urban area.

Housing mix

166. The most recent Strategic Housing Market Assessment (SHMA)¹⁰⁰ shows that about 36% of the predicted need for market and affordable housing (over 15,000 dwellings) is for one and two-bedroom flats. The housing mix proposed is mainly one and two-bedroom flats, with nine three-bedroom houses. There is therefore a significant need for housing of the type and size proposed and the development is capable of meeting a substantial part of this identified need. Moreover, 10% would be built to meet 2015 Building Regulations M4(2) for accessible and adaptable dwellings.

167. Dr Boswell argued that the scheme would not contribute sufficiently to affordable housing needs¹⁰¹. However:

- It is clear from the viability evidence that the scheme is only marginally viable and the maximum reasonable affordable housing would be provided.
- Contrary to Dr Boswell's assertion, the scheme is likely to deliver affordable housing sooner than 2024. The section 106 Agreement provides that no more than 200 units in Block A could be occupied until Block D has been completed and transferred to a Registered Provider¹⁰².
- Dr Boswell argued that the affordable housing should contain a higher proportion of two-bedroom units. Mr Turnbull (the Council's interim housing manager) showed that demand for two-bedroom flats is very low and the greatest need is for one-bedroom flats¹⁰³.
- Dr Boswell contended that houses, not flats, should be provided. Mr Parkin explained that, within the Anglia Square LDC, commercial uses need to be provided at ground floor level. It is not therefore possible for the scheme to focus on provision of houses.

168. Overall, the delivery of housing would positively support the objectives of the development plan and the Framework. Great weight should be given to the

⁹⁷ Pages 9 and 12 of the latest annual monitoring report (NCC15)

⁹⁸ As set out in NCC16, this represents a worsening of the position since the officers' report, when the supply in the NPA was reported as 4.61 years (paragraph 192 of CD2.15)

⁹⁹ Paragraph 9.5 of Mr Parkin's proof (NCC1/1)

¹⁰⁰ Figure 83, CD2.21

¹⁰¹ NGP1

¹⁰² Schedule 2 of the s106 Agreement (PID1)

¹⁰³ Paragraph 23 of Mr Turnbull's statement, at appendix 1 to Mr Parkin's rebuttal (NCC1/4)

scheme's contribution to boosting the supply of homes in Norwich. Significant weight should be given to the provision of homes of a size, type and tenure which would meet locally identified housing need, make effective use of a brownfield site and enable major residential development to be focused in a highly sustainable site.

The extent to which the proposal is consistent with the Government's policies for building a strong, competitive economy

169. The proposal would bring significant direct economic benefits together with indirect benefits through boosting the attractiveness of the city to inward investment, thereby stimulating wider changes. As it stands, Anglia Square detracts from the image of the city. Ms Tilney (the Council's economic development manager) said that she had never encountered anyone with anything positive to say about the site in its current state. The vitality of Anglia Square centre has also declined. In the early 1980s around 2,400 people worked for HMSO at Sovereign House. Gildengate House was also fully occupied. The proposal would enable new and existing businesses to invest, expand and adapt to economic change¹⁰⁴.
170. This is the largest development proposal in the city centre since the Chapelfield shopping centre, which opened in 2005. The investment of £270 million would enhance the retail and leisure functions of Anglia Square and the vitality and viability of the LDS as a whole, boost confidence in the northern city centre and help to reduce levels of deprivation in this part of Norwich.
171. There would be around 250 - 300 people directly employed during the construction phase plus a further 275 indirect jobs. Moreover, the job density on the site would be permanently increased. It is predicted that 536 - 693 full time and part time jobs could be created with a further 60 - 118 jobs generated by the increased vitality of the centre, a substantial increase on the present level of employment¹⁰⁵. The section 106 Agreement would secure a local employment strategy creating the conditions for local people and businesses to benefit from the redevelopment¹⁰⁶. Moreover, an estimated £40 million annual expenditure by over 1200 new households should also be taken into account.
172. The proposal would be a catalyst for further investment. By contrast, the existing semi-derelict empty buildings and undeveloped brownfield sites send a message of neglect and underinvestment¹⁰⁷. Some objectors suggest that the proposal would harm the image of Norwich. It is a matter of subjective judgement whether or not the City would be improved. However, the poor condition of the existing site is beyond argument. Moreover, the proposal would bring clear benefits in terms of employment and vitality, providing homes where highly skilled workers will want to live.
173. The proposal would support the economic objectives of the development plan and the Framework. Great weight should be attached to the fact that it would

¹⁰⁴ Paragraphs 3.4, 3.6 and 5.4 of Ms Tilney's proof (NCC4/1)

¹⁰⁵ Paragraphs 5.4 to 5.6 of Ms Tilney's proof (NCC4/1)

¹⁰⁶ Schedule 7 of the Agreement (PID1), see also support for existing tenants in schedule 8

¹⁰⁷ Paragraph 6.1 of Ms Tilney's proof (NCC4/1)

deliver permanent economic growth within the northern city centre regeneration area and across Norwich as a whole. Significant weight should be attached to the contribution it would make to addressing deprivation in this part of the city.

The extent to which the proposed development is consistent with the Government's policies for ensuring the vitality of town centres

174. Anglia Square is located both within Norwich city centre¹⁰⁸ and within the Anglia Square/Magdalen Street LDC. However, it is outdated and has limited capacity to serve the LDC function. Mr Parkin explained that, whilst it performs a local function, an LDC should serve a wider catchment. The recent Greater Norwich Employment, Town Centre and Retail Study¹⁰⁹ found that the centre is aesthetically unpleasing with poor anchor stores. The study recommended that the Council should promote redevelopment incorporating retail floor space with a mixture of sizes, including larger units to enable national retailers currently located in the centre to remain, together with a new cinema.
175. The proposal would address these deficiencies. The mix of premises for shopping, leisure, hotel and office uses would create substantial new job opportunities. Together with the new residential neighbourhood, this would support the long-term viability and vitality of the LDC and enable this part of Norwich to contribute to the city's regional role. The proposed planning conditions would limit the total quantum of commercial floor space, limit the amount of floor space available for the sale of comparison goods, provide suitable premises for existing and future SMEs and bring qualitative improvement to the convenience goods retail offer.
176. The conditions suggested on behalf of Chapelfield shopping centre and Castle Quarter¹¹⁰ are unnecessary because the scheme would not compete against the main city centre. It would not be reasonable to limit the range of commercial occupiers, or to restrict the ability to merge and sub-divide units, because this would reduce the ability of the LDC to respond to changing market forces. Moreover, the suggested conditions would restrict town centre uses that are supported in policy terms and prevent relocation within the scheme of some tenants already present at Anglia Square.
177. Significant weight should be attached to the benefit of the proposal in positively supporting the long-term vitality and viability of the LDC.

Air quality

178. Having carefully considered this matter, the Council has concluded that any concerns over air quality would be addressed by measures to minimise and mitigate the impacts. National and local policy strongly supports the redevelopment of this sustainable city centre site. Any such redevelopment

¹⁰⁸ Policy 11 of the JCS

¹⁰⁹ CD2.9, quoted at paragraph 10.8 of Mr Parkin's proof (NCC1/1)

¹¹⁰ CD21.1 and CD22.19 respectively

would result in a degree of impact on air quality. In this case the impacts have been minimised to an acceptable level.

The law

179. There is no moratorium on development where air pollution levels in an area are higher than limit values. In *Shirley*¹¹¹ the Court of Appeal decided that where levels of pollutants in ambient air exceed limit values, the only obligation is to produce an Air Quality Plan. Article 23 of the Air Quality Directive provides:

"1. Where, in given zones or agglomerations, the levels of pollutants in ambient air exceed any limit value or target value, plus any relevant margin of tolerance in each case, Member States shall ensure that air quality plans are established for those zones and agglomerations in order to achieve the related limit value or target value specified in Annexes X1 and XIV.

In the event of exceedances of those limit values for which the attainment deadline is already expired, the air quality plans shall set out appropriate measures, so that the exceedance period can be kept as short as possible. The air quality plans may additionally include specific measures aiming at the protection of sensitive population groups, including children..."

180. Article 23 is transposed into UK law by Article 26 of the Air Quality Standards Regulations 2010¹¹², which provides that the Air Quality Plan must:

"include measures intended to ensure compliance with any relevant limit value within the shortest possible time..."

181. The Court in *Shirley* held that where there is a breach of limit values:

"[32] The preparation of an air quality plan is the single prescribed means of addressing the breach....

[33] This does not mean that Member States may not also adopt other measures to address a breach of [limit values], in addition to preparing and putting into effect an air quality plan complying with article 23. But nor does it mean that Member States are compelled by any provision of the Air Quality Directive to do that. A demonstrable breach of [limit values] does not generate some unspecified obligation beyond the preparation and implementation of an air quality plan that complies with article 23. The case law does not suggest, for example, that in such circumstances a Member State must ensure that land use planning powers and duties are exercised in a particular way, such as imposing a moratorium on grants of planning permission for particular forms of development, or for development of a particular scale, whose effect might be to perpetuate or increase exceedances of limit values, or by ensuring that decisions on such proposals are taken only at ministerial level."

182. The Court went on to say:

"[48] This is not to deny that the likely effects of a proposed development on air quality are material considerations in the making of the decision on the

¹¹¹ CD10.24

¹¹² SI 2010/1001

application for planning permission, to be taken into account alongside other material considerations weighing for or against the proposal...."

183. Contrary to the case put by CYC, *Gladman*¹¹³ does not affect the ruling in *Shirley* even though it was decided a few months later. This is because *Gladman* related to an appeal decision made in 2016, before there was a national Air Quality Plan or any known measures for improving air quality. In *Gladman* the Court found that the Inspector:

"[39] had to form his own judgement on these questions without knowing what measures the Government's new national air quality plan would contain - where, for example, clean air zones would be introduced - or when compliance with limit values would be secured. Nor did he know how measures taken at the national level would translate into local measures...."

[40] In the circumstances he cannot be criticized for not speculating about unknown measures to improve air quality at either national or local level, or for not venturing an opinion on any improvement in local air quality. He was entitled to rely, as he did, on the evidence before him, rather than the evidence that might have been produced but was not...."

[41] It was not within the Inspector's duty as decision maker to resolve the 'tension'....between the Government's responsibility as decision maker to comply swiftly with the limit values for air pollutants and the remaining uncertainty over the means by which, and when, the relevant targets would be met...."

184. *Gladman* established only that the decision maker could not be faulted for deciding not to speculate on the possible effects of a National Air Quality Plan and other measures to control air pollution. The situation at this Inquiry is entirely different because there is now a National Air Quality Plan¹¹⁴, there is also a plan for Norwich¹¹⁵, the Government has introduced restrictions relating to the vehicle fleet and there is guidance on emission factors¹¹⁶.
185. Dr Boswell argued that planning permission could not be granted in an AQMA unless there was clear evidence that legal levels of air quality would be delivered¹¹⁷. Dr Mills stated that, as the proposed development would be in an existing AQMA, it is imperative that it makes no addition to current pollution levels¹¹⁸. Neither proposition has any foundation in law or policy. *Shirley* establishes that, where air pollution breaches limit values, the only duty is to produce an Air Quality Plan. There is no duty to refuse planning permission unless legal levels of air quality will be delivered with a particular development. Air quality is but one of the material considerations which the decision maker must take into account¹¹⁹. The Institute of Air Quality Management advises that:

¹¹³ *Gladman Developments Ltd v SSCLG* [2019] EWCA Civ 1543, appendix 3 to Dr Boswell's proof (CYC1/3)

¹¹⁴ CD15.28

¹¹⁵ CD15.105

¹¹⁶ WH23

¹¹⁷ Paragraph 31 of opening for CYC (CYC10) and row 33 of SoCG on air quality (ID11)

¹¹⁸ Paragraph 37 of Peckham/Mills proof (CYC3/1)

¹¹⁹ Paragraph 48 of *Shirley* (CD10.24)

*"The presence of an AQMA should not halt all development, but where development is permitted, the planning system should ensure that any impacts are minimised as far as practicable."*¹²⁰

The relevance of limit values

186. CYC argued that there is no safe limit for NO₂ or particulates. Dr Mills referred to a report of the Royal College of Physicians¹²¹ and suggested that a safe level for NO₂ could be 5 micrograms/m³. However, there is a need for development and the Government has set limit values for pollutants in paragraph 181 of the Framework. These are the limits which are to be used for planning purposes. In setting them, the Government would have been aware of the research referred to by CYC. Moreover, the limit values are kept under review. The recently published Clean Air Strategy 2019¹²² sets an aspiration to reduce the number of people experiencing PM_{2.5} levels greater 10 micrograms/m³ by 50%. However, it does not set new limit values, either for particulates or for NO₂. The application should be assessed by reference to the current limit values.

The application site is the most sustainable location

187. Norwich needs development, including a significant amount of new housing. If a substantial part of that need cannot be met within the city then these homes are likely to be built on less sustainable sites in the Greater Norwich area. There was no challenge to the Council's evidence that this is the most sustainable major development site in the City¹²³. Its location on the fringe of the city centre enables high levels of accessibility by all modes of travel and its proximity to facilities and transport hubs creates the very best conditions for promoting sustainable travel behaviour.

188. Locating development on highly sustainable brownfield sites such as this minimises vehicle emissions because it reduces the need to travel by car. Future residents of Anglia Square would be less likely to use their cars for work, shopping and other trips because public transport is excellent and facilities are available nearby. Existing residents in the surrounding area would have a better range of shops and other facilities within walking distance. However, CYC's case on air quality took no account of the need for development or the sustainability of this location. Dr Mills suggested that the site would be better developed as a park¹²⁴ and that, if development was needed, it should be located away from the urban area. If that approach were adopted the result would be more vehicle emissions and more air pollution, not less.

189. Planning policy prioritises development in sustainable urban locations, particularly on brownfield sites. Locations such as this are likely to experience greater levels of air pollution than green field sites out of town. That is inevitable and is not a reason to reverse the policy presumption in favour of

¹²⁰ Paragraph 8.3 of Land-Use Planning & Development Control: Planning for Air Quality (CD15.108)

¹²¹ Every Breath We Take (CD15.11)

¹²² CD15.28

¹²³ Paragraph 485 of the officers' report (CD2.15)

¹²⁴ Paragraph 41 of Peckham/Mills rebuttal (CYC3/4)

developing sustainable urban sites. The issue here is whether, having regard to the existing urban context, there is any air quality reason to refuse permission. No such reason exists.

Taking account of the impact of Government policy on emission factors

190. In the officers' report, future air quality was assessed without taking account of potential reductions in vehicle emissions associated with changes in engine and fuel technology¹²⁵. It is now clear that this approach is too conservative. CYC accepted that the assessment with the development in place should take account of future reductions in accordance with Government policy. The Government has stated that EFT is a tool which allows emissions for a particular year to be calculated¹²⁶. This amounts to a clear Government policy that anticipated reductions in emissions should, indeed, be taken into account.
191. It is therefore unsurprising that the Inspector examining the Wealden Local Plan concluded that it would be unreasonable and lacking in scientific credibility to assume no improvements over time. The Inspector referred to reservations about EFT v9 and commended use of CURED v3A as being conservative and consistent with the precautionary principle established in relation to Habitats Regulations Assessment¹²⁷. (In this case there is no statutory requirement to take a precautionary approach). Moreover, Dr Mills himself suggested using CURED v3A as a sensitivity test¹²⁸. On any reasonable view, it is appropriate to predict air quality with the development in place using CURED v3A. Dr Boswell's criticism of CURED v3A was not credible.

The results of the assessment of NO₂

192. The evidence of Ms Hobson shows the impacts of the proposal¹²⁹. The assessments take account of monitoring data from 2017 (provided by the applicant) and 2018 (provided by the Council), as used in versions 2 and 3 of the air quality assessment, as well as the Council's full year's monitoring for 2019¹³⁰. There was no suggestion of exceedances of NO₂ limit values in relation to any of the first floor residential accommodation within the scheme.
193. The only ground floor residential accommodation in the scheme would be in Block B, which corresponds to receptor location H (Edward Street). The assessment examined NO₂ levels at that location and also at existing housing at Edward Street and Dalymond Court. CURED v3A modelling based on the 2018 and 2019 monitoring shows NO₂ well below the limit value of 40 micrograms/m³ at all these locations¹³¹. Only the modelling based on the 2017 monitoring suggests levels in any location higher than the limit value.

¹²⁵ Paragraphs 509 to 525 (CD2.15)

¹²⁶ Emissions Factor Toolkit v9 (WH23)

¹²⁷ Paragraphs 7 and 8 of CD10.23

¹²⁸ Paragraph 21 and 22 of Peckham/Mills rebuttal (CYC3/4)

¹²⁹ WH20 and WH24

¹³⁰ Appended to the Air Quality SoCG (ID11)

¹³¹ The same outcome is reached when Edward Street is assumed to be a canyon, although Ms Hobson stated that this assumption makes a difference of only 0.1 microgram/m³

194. The 2017 monitoring at Edward Street was carried out for only three months (contrary to guidance in TG16¹³²) and is therefore less reliable than the Council's 2019 monitoring which was for 12 months. This showed an annual mean NO₂ level of 26 micrograms/m³, confirming the view of Ms Oldfield (the Council's Public Protection Officer) that the 2017 results were not representative¹³³. Overall, the assessments show that air quality in Edward Street, at receptors within the scheme and at existing residential accommodation, would be well within the limit values and entirely acceptable.
195. The 2017 monitoring showed a high result at a location in Magdalen Street¹³⁴. However, that result was also unrepresentative. The monitoring location was at the kerbside, in front of a bus stop where bus movements may be expected to create a hotspot. The 2019 monitoring at various locations on Magdalen Street¹³⁵ shows all results below the limit value of 40 micrograms/m³. The assessments also considered the effect on ground floor residential accommodation in St Augustines Street. There is no cause for concern here. With the development in place, the CURED v3A modelling shows NO₂ levels well below the limit value, whether based on 2018 or 2019 monitoring data.

Bias factors

196. The Council's 2019 Air Quality Annual Status Report¹³⁶ applied a local bias factor (as opposed to the national bias factor) to the 2018 monitoring data. This approach was criticised by CYC. Dr Boswell submitted a note on the topic, to which the applicants and the Council have submitted a joint response¹³⁷. In summary, use of a local bias factor was appropriate because of good correlation between diffusion tube results and the Lakenfield chemiluminescent analyser (which is part of DEFRA's Automatic Urban and Rural Network) and because there was only a limited number of results within the national database. Moreover, DEFRA has approved the Annual Status Report and must therefore have been satisfied with the use of a local bias factor.
197. In any event, even if the national bias factor of 0.89 had been used (rather than the local bias factor of 0.86 applied by the Council), it would have changed the results by only 3%, which would make no material difference. Dr Boswell suggested that a higher "national" bias factor should be derived by excluding from the national database results from Redcar and Cleveland. This would be a misuse of the national dataset which is published by DEFRA with the intention that it be used in a consistent way.

Particulate matter

198. All projections show levels of PM₁₀ and PM_{2.5} well below the current Government target levels. The 2019 Annual Status Report results for Lakenfield and Castle

¹³² Paragraph 7.123 (CD11.37)

¹³³ Paragraph 3.4 of Ms Oldfield's rebuttal (NCC6/4)

¹³⁴ 70 micrograms/m³ at monitoring location H

¹³⁵ Results for DT6 at table 3 on page 9 of Air Quality Assessment v3 (location shown on the plan at page 14) (WH8/3); the Council's 2019 monitoring at points DT2 and DT3, shown in the table appended to the Air Quality SoCG (ID11)

¹³⁶ CD15.126

¹³⁷ CYC11 and ID17 respectively

Meadow (which has the worst air quality in the city) show PM_{2.5} levels no higher than the World Health Organisation limit of 10 micrograms/m³. As Ms Oldfield said, these results are encouraging for Norwich.

Conclusion on air quality

199. Overall, the evidence shows clearly that planning permission for the proposed development should not be refused because of air quality concerns.

Viability

200. It is now agreed between the valuers advising the applicant, the Council and HE that the scheme is viable, albeit marginally so¹³⁸. The Council has carefully considered viability throughout the planning process, with input from Mr Williams (Head of Viability at the Valuation Office Agency). At the time the Council considered the application Mr Williams thought that the scheme would be viable and deliverable. Having reviewed the updated valuation evidence from the applicant, and the evidence of HE, he remains of that view.

201. Following a review of costs and values by Deloitte, on behalf of Homes England, the Government has decided to make an exceptionally high HIF grant of £15 million. Mr Luder described the detailed level of scrutiny exercised by Deloitte. The outcome of the HIF process supports the conclusion that the scheme is deliverable. Although this is dependent on relief from CIL, the Council has a policy for granting relief in exceptional circumstances¹³⁹. Mr Truss explained that putting such a policy in place was a condition of the HIF grant. Given the Council's support for the scheme, there must be a good prospect of CIL relief being granted. Overall, the Council remains of the view that the proposal is both viable and deliverable.

The prospects for completion of the scheme as a whole

202. There is every reason to think that the scheme would be completed as a whole, for the following reasons:

- Planning Practice Guidance refers to an appropriate return being in the range 15 to 20%. The return of 15% anticipated here is within that range.
- The internal rate of return would be 20%, which is also healthy. Mr Truss said that this return could only be achieved if the project is completed.
- The greatest costs, including demolition of the car park and Sovereign House, relocation of Surrey Chapel, works to Pitt Street, archaeology and decontamination, would be incurred early in the development process. These works would be supported by HIF funding.
- Thereafter (as all three valuers agreed) the scheme would be largely de-risked, such that the profit would arise particularly in later stages of the scheme.

¹³⁸ ID10

¹³⁹ CD2.16

- Removal of the existing car parking early on would increase the value of the car parking to be provided within the scheme itself.
- The phasing would militate against the project stalling. Blocks E and F would be of high value to the developer, because no demolition is required.
- The contract governing the HIF funding¹⁴⁰ provides that the funds could be clawed back if the development is not completed.
- Weston Homes is a vertically integrated company, acting as developer and contractor. The commitment of significant staff resources to the project would incentivise Weston Homes to continue selling homes and to complete the project.
- The landowner, Columbia Threadneedle, is participating with Weston Homes in a joint venture, with both organisations taking a long-term view.

203. In summary, the Council is satisfied that there is a good prospect that the scheme would be completed as a whole.

The extent to which the development is consistent with the development plan for the area

Strategic regeneration

204. Securing redevelopment of Anglia Square is a long held strategic objective. Policy 11 of the JCS establishes the regeneration of the northern city centre, including Anglia Square, as a planning policy objective. The site is highly constrained and supports an operational shopping centre. The costs of developing this site are exceptionally high, the time-lag between costs being incurred and new development being sold is considerable and current values are low. Consequently, viability constraints are such that any regeneration of the site will require compromises to be made.

205. Nevertheless, the Council considers that delivery of the proposal would positively support the objectives of JCS Policies 4 (housing delivery), 5 (the economy), 7 (supporting communities) and 11 (Norwich city centre). It would also support DM Plan Policies DM1 (achieving sustainable development), DM12 (ensuring well-planned housing), DM16 (supporting the needs of business), DM18 (promoting and supporting centres) and DM28 (encouraging sustainable travel). The proposal is viable and would enable the strategic regeneration objectives for the site to be achieved. Great positive weight should be attached to this factor.

Sustainability

206. The application site is the most sustainable development site in Norwich. Development plan policies relating to sustainability include JCS Polices 1 and 3 and DM Plan Policies DM1, DM3, DM6, DM7, DM8 and DM28. New residents would have direct access to shops, cafes and other services within Anglia Square. They would be able to walk easily into the city centre. Cycle networks and bus routes passing along Magdalen Street would benefit residents, shoppers

¹⁴⁰ NCC18

and visitors. This location provides the very best opportunities for reducing the overall need to travel and reducing dependency on private cars¹⁴¹.

207. The amount of residential parking proposed (0.75 spaces per unit) is within the range contemplated by policy. There is provision for a review of parking after the first phase, so that there is no overprovision in the later stages. The new 600 space public car park would be a reduction in the current total of 1,192, albeit that spaces in the multi-storey car park are now closed. The proposal would increase the usable provision on the site by about 100 spaces. This would not take the overall public car parking in the city centre over the 10,000 limit set by Policy DM29 because temporary planning permissions for alternative parking would expire before that limit is reached¹⁴².
208. Measures to promote sustainable travel would include 3m pedestrian/cycleways along Edward Street and Pitt Street, residential and commercial travel plans, cycle parking, the provision of car club vehicles and electric vehicle charging points. The energy strategy includes the provision of heat pumps to meet 18% of the energy for the whole development, exceeding the requirements of JCS Policy 3. The Addendum to the Energy Statement¹⁴³ indicates that it would be feasible to use communal air source heat pumps for the flats, rather than gas boilers.
209. A substantial level of tree planting is proposed within and around the scheme, which would enhance the streetscape and assist in mitigating air pollution. The landscape strategy includes podium gardens and extensive green roof provision. This would result in a substantial ecological enhancement of a site which is currently devoid of green areas, consistent with DM Plan Policy DM6. Significant weight should be attached to the sustainability benefits of focusing mixed-use development in this location and minor weight to the environmental benefits of the proposed landscape strategy.
210. Policy DM1 is an overarching policy which seeks to achieve sustainable development. One of its objectives is to protect and enhance heritage assets. However, although heritage harm has been identified, it does not follow that there would necessarily be conflict with DM1 overall. Having regard to all the objectives of the policy, Mr Parkin (the Council's planning witness) concluded that there would be no conflict with DM1 or with the development plan as a whole. In any event, even if there were a conflict with the development plan by reason of heritage harm, the public benefits of the scheme would still have to be weighed against such harm pursuant to paragraph 196 of the Framework.

Healthy, safe and inclusive communities

211. Development plan policies promote healthy and safe communities, seeking to maximise opportunities for improved health and well-being and to safeguard the interests of the elderly and vulnerable groups. The proposal would create well used streets and public spaces which would discourage crime and antisocial

¹⁴¹ Paragraph 485 of the officers' report (CD2.15); paragraph 3.1 of Mr Bentley's proof (NCC3/1)

¹⁴² Paragraphs 5.7 to 5.10 and 5.13 of Mr Bentley's proof (NCC3/1)

¹⁴³ Appendix 3, WH4/3

behaviour. The public realm and communal gardens would be accessible spaces for sitting, socialising and play. The proposal includes new homes (including affordable homes), a replacement chapel, new shops and leisure facilities, public toilets and a Changing Places facility. Provision would be made for mobility scooters. Taken together, these measures would be beneficial to health, well-being and inclusivity. Significant weight should be attached to the creation of a healthy, inclusive and safe place in accordance with JCS Policy 7 and DM Plan Policies DM1, DM2 and DM3.

212. A Building for Life assessment has identified substantial strengths of the design. The proposal would replace negative features with a new neighbourhood with its own distinct character. It would create a bold, modern, high density and unashamedly urban mixed-use quarter for Norwich. Public spaces would be animated by public activities, creating connections for pedestrians and cyclists and opening up the site¹⁴⁴. The tower would give further distinction, symbolising the regeneration of this part of the city. Moderate weight should be given to the benefits of the design approach and its impact on its surroundings.

Policy relating to preservation of heritage assets

213. JCS Policy 2 and DM Plan Policy DM9 deal with the preservation of heritage assets. Policy DM9 states that development:

"shall maximise opportunities to preserve, enhance or better reveal the significance of designated heritage assets and that of any other heritage assets"

214. Policy DM3(a) allows for development of tall buildings at gateways but the DM Plan emphasises the need for sensitivity and the need to avoid *"excessively tall buildings."* Mr Webster¹⁴⁵ agreed that he had identified harm to views from the approach to the city along St Augustines Street. Policy DM3(b) requires the design of new buildings to pay careful attention to the need to protect and enhance the long views identified at appendix 8 and DM3(c) requires respect for character and local distinctiveness. Mr Webster agreed there was tension in relation to those policies. In relation to DM3(b) he commented that, although the proposals would provide a degree of distraction from the views at appendix 8, in some ways they would enrich those views. In relation to DM3(c) he emphasised the efforts the applicants had made to integrate the development within its surroundings. He said that as much as possible had been done having regard to the need to produce a viable scheme.
215. Mr Webster also agreed that there would be some conflict with the guidance in the NCCCA Appraisal¹⁴⁶, although he drew attention to the benefits of removing the existing buildings, reinstating the historic street pattern and providing views of the Church of St Augustine and the Cathedral. Overall, whilst there would be some heritage benefits, these would be considerably outweighed by the less than substantial harm to heritage assets. Policy DM9 allows for harm to the significance of heritage assets but makes clear (in relation to designated assets)

¹⁴⁴ Illustrated by images at NCC14

¹⁴⁵ Inspector's note – these points were agreed by Mr Webster in answer to questions from Mr Williams

¹⁴⁶ CD2.10

that this should be in "*exceptional*" circumstances. The Council considers that the justification for the scheme meets this test. Nevertheless, it is accepted that great weight should be attached to the harm identified, in accordance with national policy.

Conclusions on the development plan

216. In summary, the proposal is broadly consistent with the development plan. Where conflict arises there are material considerations of sufficient weight to justify granting planning permission.

Overview and conclusion

217. This is the most sustainable development site in Norwich, capable of making a great contribution to meeting housing needs. As part of an LDC, it should also be meeting the retail and service needs of a wider catchment. At present it is not fulfilling any of these roles. Moreover, it is unsightly and its semi-derelict appearance can only worsen over time. The proposal would regenerate the site with a scheme of architectural distinction, contribute to meeting housing needs and enhance its retail role.

218. There is no reasonable prospect of any alternative scheme being practicable. Mr Neale accepted that the Ash Sakula proposals are not viable¹⁴⁷ and that there is no reason to think that the position will change. The choice is, therefore, to permit the proposal or contemplate the continuation of the existing situation with the prospect of further decline. The Council's view is that continuance of the present situation is not tolerable and the merits of the proposal before the Inquiry are sufficient to justify the grant of planning permission.

219. Anglia Square has detracted from the NCCCA for far too long. Attempts to secure redevelopment have failed over the past 20 years. The HIF funding that has been agreed comes from a fund that is now closed and is not transferable to other projects. There is now a real opportunity to regenerate the site through a joint venture between the landowner and a developer, with support from the Council. That opportunity should be taken.

220. In conclusion, the proposal would deliver great economic, social and environmental benefits, meeting all of the Government's sustainability objectives. Of course, the Council recognises that Norwich has a remarkable historic centre and that great weight should be given to the conservation of the historic environment. However, the benefits of the scheme are, cumulatively, sufficient to outweigh the harm to the historic environment and planning permission should therefore be granted.

THE CASE FOR HISTORIC ENGLAND (RULE 6 PARTY)¹⁴⁸

Introduction

221. HE attended the Inquiry to inform the Secretary of State of its views on the extent to which the proposed development is consistent with national and local

¹⁴⁷ Paragraph 10.13 of Mr Neale's proof (HE1/1)

¹⁴⁸ This is a summary of the closing submissions which are at HE11

policy on conserving and enhancing the historic environment. HE's duties include securing the preservation of ancient monuments and historic buildings and promoting the preservation and enhancement of the character and appearance of conservation areas. It is the Government's principal adviser on the historic environment. Evidence on behalf of HE was given by Mr Neale (Head of Development Advice for HE).

Statutory duties and relevant legal principles

222. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (LBA1990) requires decision makers to have special regard to the desirability of preserving listed buildings or their settings or any features of special architectural or historic interest which they possess. Section 69(1) of LBA1990 requires local planning authorities to designate as conservation areas those parts of its area that are of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Section 72(1) then requires a planning decision maker to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.
223. The Court of Appeal in *Barnwell Manor*¹⁴⁹ reiterated that preserving means doing no harm. If any harm is caused, including to the setting of a listed building, the decision maker must give that harm considerable importance and weight. The effect of the duty is to raise a strong presumption against granting planning permission for development that causes harm precisely because the desirability of preserving the character or appearance of the area – or the listed building and its setting – is a consideration of considerable importance and weight.
224. If harm is caused to such assets there is a need to consider alternative less harmful uses of the same site (see *Gibson*¹⁵⁰ and *Forge Field*¹⁵¹). In *Gibson*, the judgement says:

"[69].... I do not doubt the correctness of what was said by Lindblom J, as he then was, in the context of heritage harm in [Forge Field] when he said this at [56]:

If there is a need for development of the kind proposed, which in this case there was, but the development would cause harm to heritage assets, which in this case it would, the possibility of the development being undertaken on an alternative site on which that harm can be avoided altogether will add force to the statutory presumption in favour of preservation. Indeed, the presumption itself implies the need for a suitably rigorous assessment of potential alternatives.

[70] Whilst that observation was made in the context of harm to heritage assets and the need to consider alternative sites, I accept that there is a need to consider alternative, less harmful, uses of the same site when evaluating a

¹⁴⁹ Paragraphs 22 to 23 of East Northamptonshire DC and Barnwell Manor Wind Energy Ltd v SSHCLG (CD11.21)

¹⁵⁰ R(Gibson) v Waverley BC [2015] EWHC 3784 (Admin) per Foskett J (appended to HE11)

¹⁵¹ R (Forge Field Society) v Sevenoaks DC (CD11.21)

proposal that would cause harm to a heritage asset: R (Langley Park School for Girls Governing body) v Bromley LBC [2010] 1 P&CR 10 at [44-46]. However, the way in which that evaluation may be carried out will vary from case to case. The planning history from 2005 onwards in this case spoke for itself and it was fully articulated in the officers' report. It was, of course, a "material consideration" in any event."

225. The force of the point is that where a statute raises a strong presumption against harm to designated heritage assets, and the decision maker finds a proposal would cause harm to such assets, he should consider whether that harm could be avoided or reduced. That is part of the balancing exercise that results from the presumption.
226. In *Mordue*¹⁵² the Court of Appeal held that, generally, a decision maker who works through paragraphs 192 to 196 of the Framework will comply with the above statutory duties. In *Bramshill*¹⁵³ the High Court found that the correct approach under the Framework was not to undertake a net or internal heritage balance but, instead, to lay out all of the harm and all of the benefits. However, in relation to the duties under sections 66 and 72 of LBA1990, it is permissible to take an overall view of the heritage effects in relation to a particular asset.
227. The Framework addresses the particular desirability of preserving heritage assets. Whilst other benefits are clearly identified as relevant to the balancing of harm and benefit under paragraph 196, they have no stipulated weight. Paragraph 193 of the Framework requires decision makers to give great weight to the asset's conservation – the more important the asset the greater the weight. Paragraph 194 states that any harm to the significance of a designated asset requires a clear and convincing justification. Conservation is defined as:
- "the process of maintaining and managing change to a heritage asset in a way that sustains and where appropriate enhances its significance."*
228. HE has published Guidance Notes on The Setting of Heritage Assets (GPA3) and Tall Buildings¹⁵⁴ which are relevant and referred to by all heritage witnesses.
229. To apply the Framework properly, the decision maker should clearly identify any heritage harm and any heritage benefits. The harm and benefits should not be netted off, but each should be quantified and weighed, bearing in mind the need to give considerable importance and weight to the harm. Any benefits should be taken into account as part of the balancing exercise under paragraph 196. However, Dr Miele (the applicant's heritage witness) and Mr Webster (the Council's heritage witness) have given quantifications of impact that balance benefits against harm. This must be recognised because, when separated, the harm found will inevitably be greater.

The quantification of harm

¹⁵² *Mordue v SSCLG* [2016] 1 WLR 2682 (appended to HE11)

¹⁵³ *City and Country Bramshill Ltd v SSHCLG* [2019] EWHC 3437 (Admin) 3437 (appended to HE11 and paragraphs 118 to 120 of the judgement reproduced at paragraph 10 of HE11)

¹⁵⁴ CD11.18 and CD11.19 respectively

230. There is no need to overcomplicate this exercise which is a matter of judgement for the decision maker. That judgement must however be reached in line with the law set out above and having regard to policy. The Framework sets out different balancing exercises in relation to substantial harm and less than substantial harm. HE considers that the harm caused to designated heritage assets in this case would be less than substantial.
231. Planning Practice Guidance advises that:
- "what matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the NPPF makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting....within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated."*¹⁵⁵
232. The first task is therefore to identify the significance of the asset, including the contribution to significance made through setting. In *Bedford*¹⁵⁶ the concept of substantial harm was found to require the significance of the asset to be vitiated altogether or very much reduced. That is a matter of judgement. It should be recognised that *Bedford* was a decision considering the meaning of substantial harm having regard to previous guidance (which no longer exists) on the facts of that individual case. The existing guidance is set out in the Planning Practice Guidance, which is a material consideration.
233. It was put to Mr Neale that, where an asset retains considerable significance in its fabric, then there could hardly ever be substantial harm through development in the setting as its significance would not be altogether vitiated (or something close to that). This was then used to set the upper boundary of less than substantial harm at close to total vitiation of the significance of the asset. This approach makes the decision maker's task unnecessarily complicated. The critical exercise is to understand significance (including the contribution of setting) and then reach a judgment as to the degree of harm caused to that significance. Mr Neale agreed that, whilst it is relevant to understand the extent of significance retained, that cannot define the impact. The impact is the extent to which the significance is reduced.
234. In this case there would be direct harm to the NCCCA and indirect harm to a large number of listed buildings. In relation to the listed buildings, it is common ground that the approach in GPA3 is correct. This requires the assessment of the degree to which the setting contributes to significance before the assessment of the impact on significance.
235. The applicants refer to the Chiswick Curve appeal decision¹⁵⁷. There, the Inspector noted that substantial harm to a conservation area could be caused by the removal of an important building within it. It must follow that introduction of a new important (but harmful) building could do the same. Giving examples of when there may be a serious reduction in significance is not

¹⁵⁵ Reference ID: 18a – 18 -20190723

¹⁵⁶ CD12.10

¹⁵⁷ CD12.9

particularly helpful from one case to another and does not reflect Government policy or Planning Practice Guidance. What matters is the assessment of significance and the impact to it. This is also true of the Smithfield Market decision¹⁵⁸ (referred to by SBH) where a very different judgement was reached on the facts of that particular case. In this case HE does not find substantial harm. The real question is the degree of harm to the significance of various heritage assets.

236. The relevant impact on the NCCCA is the impact on its significance, which means:

"the value of a heritage asset to this and future generations because of its heritage interest".

What needs to be understood is the heritage or historic interest of the NCCCA. Section 72 of LBA1990 is not seeking to preserve the general character and appearance of the NCCCA but that which confers on it its special interest. It is for this reason that Dr Miele was correct to distinguish heritage benefits (such as the enhancement of the significance of the conservation area) from general townscape benefits. For example, he argues that the tower would be beneficial in townscape terms for its intrinsic architectural qualities and its wayfinding function¹⁵⁹. That would be a public benefit but not a heritage benefit.

237. This distinction is important because the justification for the harm caused to designated heritage assets rests heavily on the arguments of wayfinding and legibility. Harm to the special interest of the NCCCA attracts considerable importance and weight. The same is not true of a general townscape benefit. Nor can such a general benefit mitigate or reduce such harm. It can only be put on the other side of the balance. It is also worth pointing out that the wayfinding arguments only relate to a justification for the tower. No such argument is advanced in relation to the overall bulk and height of the other blocks which (on HE's case) would also cause considerable heritage harm.
238. It is agreed that the baseline for the assessment is the existing situation, within which Anglia Square is a negative influence on the significance of the NCCCA. If the proposal would cause additional harm to the significance of the NCCCA, or to the significance of any listed building, then LBA1990 raises a strong presumption against it. In addition, the redevelopment of a negative site presents an opportunity to enhance the significance of the conservation area.

Local policy

239. The DM Plan contains policies that establish a number of development control tests. Taken together, the policies require the protection and enhancement of the historic environment and that opportunities for its enhancement are maximised. Anglia Square is seen as a significant opportunity for enhancement. On the Council's case, the proposal would fail to enhance the NCCCA. Indeed it would cause harm to the NCCCA and harm (up to major harm) to listed buildings. That would represent significant non-compliance with the

¹⁵⁸ CD12.6

¹⁵⁹ Paragraph 8.86 of Dr Miele's proof (WH2/1)

development plan. The evidence of Mr Neale sets out the policies of particular relevance to heritage issues¹⁶⁰. The following are highlighted:

- DM1 seeks to achieve sustainable development. It expects development to (among other things) protect and enhance the physical, environmental and heritage assets of the city.
- DM3(a) states that proposals in major gateways must respect the location and context of the gateway. Landmark buildings should be of exceptional quality. Paragraph 3.6 notes that landmarks can be achieved by design (rather than height) and that the expectation of the policy is that gateway sites should be marked by development of exceptionally high quality which relies for its distinctiveness on design aspects other than size and height.
- DM3(b) states that the design of new buildings must pay careful attention to the need to protect and enhance the significant long views of the major landmarks (which are identified in appendix 8).
- DM3(c) states that proposals should respect, enhance and respond to the character and local distinctiveness of the area. The design of all development must have regard to the character of the surrounding neighbourhood and the elements contributing to its overall sense of place, giving significant weight to the uses and activities around it, the historic context of the site, historic street patterns, plot boundaries, block sizes, height and materials.
- DM9 states that development shall maximise opportunities to preserve, enhance, or better reveal the significance of designated heritage assets.

240. There are development control tests that relate to heritage assets in DM1, DM3 and DM9. These are reinforced by JCS Policies 1 and 2. The supporting text to DM3 recognises that the character of Norwich is a product of its 1,000 year history, characterised by a tight urban form and a historic townscape of particularly high quality. The requirement to protect the historic environment runs throughout the development plan. The second bullet point of Policy DM1 is to

"protect and enhance the physical, environmental and heritage assets of the city."

In determining applications, equal weight must be afforded to the economic, environmental and social dimensions of sustainability. Paragraph 1.8 identifies that development and economic growth, though desirable and necessary, is not by itself sustainable – Norwich will not benefit from badly designed, inappropriately located or poorly conceived proposals.

241. This essential balance runs through the development control tests for residential and economic development. For example, DM18 states that development for main town centre uses in LDCs will be permitted where it does not conflict with the overall sustainable development criteria set out in policy DM1. The same

¹⁶⁰ Paragraph 5.21 (and following) introduces the relevant policies and paragraph 9.30 (and following) considers compliance (HE1/1)

balancing consideration is found in DM19 (relating to office development) and DM12 (relating to residential development). The overall sustainability balance is to be struck with heritage protection at the forefront, which is unsurprising in such a historic city centre.

242. There is nothing in the development plan that waters down the clear protection to heritage assets afforded by policies DM1, DM3, DM9, JCS Policy 1 and JCS Policy 2. There will only be compliance with DM12, DM18, and DM19 if there is also compliance with the criteria of DM1. This is important to bear in mind when considering whether the proposals comply with the development plan as a whole. Each application must be assessed against DM3 and DM9. If they fail these policies there will be a breach of the plan. Mr Parkin confirmed that these policies provide a strong basis for refusal¹⁶¹.
243. There is nothing in development plan policy that identifies Anglia Square as appropriate for a tall building. It is identified as an area for change in the City Centre Key Diagram¹⁶² but there is no requirement that it must deliver a particular amount of development. Working through the JCS policies, the protection of the historic environment is a constant theme:
- Policy 1 states that heritage assets and the wider historic environment will be conserved and enhanced;
 - Policy 2 requires development proposals to respect the historic environment taking into account conservation area appraisals;
 - Policy 11, whilst identifying areas for comprehensive regeneration, requires such regeneration to enhance the historic city, including its distinctive character as identified in conservation area appraisals; and
 - There is no policy which specifies a quantum, scale or form of development for Anglia Square.
244. The more recent PGN, which was developed alongside the pre-application proposals, has not changed this position. It makes clear that the site provides an opportunity for significant enhancement of the NCCCA. The PGN does not express any tolerance for harm, rather it speaks in positive terms of improving views, respecting the existing scale of development and respecting the settings of historic assets. The PGN is intended to guide the redevelopment of Anglia Square in a way that accords with the development plan¹⁶³. For the reasons set out above, the proposal does not meet that intention.
245. The NCCCA Appraisal is also highly relevant. It contains a summary of the key characteristics of the NCCCA together with policies and guidance that have been framed to protect these characteristics¹⁶⁴. Dr Miele and Mr Webster agreed that considering a proposal against these policies and guidelines would provide a good basis for assessing whether that proposal protects the significance of the NCCCA. However, it is not an exercise that Dr Miele has undertaken. Mr Webster

¹⁶¹ Paragraph 12.3 of Mr Parkin's proof (NCC1/1)

¹⁶² Page 73 of the JCS (CD2.2)

¹⁶³ Paragraphs 7.86, 7.88, 7.96 and 9.2 of the PGN (CD2.11)

¹⁶⁴ Pages 26 to 30 of CD2.10

has done so, identifying numerous shortcomings¹⁶⁵. The policies of particular significance are:

- B2 - retain historic street patterns and reinstate building lines. In areas of low significance historic building lines must be reinstated.
- B4 - enhance the setting of the city walls.
- C1 - removal of negative landmarks.
- C2 - preserving and enhancing views of citywide and local landmarks. Redevelopment proposals which block or detrimentally affect views of the citywide landmarks (the Castle, the Anglican Cathedral, the Roman Catholic Cathedral, St Peter Mancroft, City Hall and St Giles Church) will not be approved.
- D2 - appropriate scale of new buildings. Development proposals must respect their context and be of an appropriate scale. In 'Significant areas' and areas of 'Low significance'¹⁶⁶ the prevailing scale of existing traditional buildings should be respected, but the careful siting of taller buildings and use of larger scaled buildings in appropriate locations will be encouraged, provided that they do not negatively impact on important views of citywide and local landmarks or affect the setting of Listed Buildings.
- D3 - integration with context/grain. Design and access statements must demonstrate how the development proposal respects the surrounding buildings, landscape features and movement routes and how it integrates with its surroundings. For large scale redevelopment proposals it may be a case of showing how the proposals will be reinstating a lost context or urban grain.

Impact on significance - overview

246. There is a considerable body of evidence before the Inquiry relating to a large number of heritage assets. These submissions do not seek to summarise that evidence. Rather, they consider the critical steps of the assessment and the matters which indicate that the judgements of Mr Neale are to be preferred. This is an unusual case in that all parties find material harm to assets of the highest significance. The disagreements are about the degree of harm and the number of assets affected. The proposed tower would be the second tallest building in Norwich after the Cathedral.

247. Dr Miele finds the least harm. Nonetheless, he finds material harm to the Cathedral, Church of St Simon and St Jude, Church of St Clement, Church of St George and Church of St Augustine, all of which are Grade I listed. He also finds harm to Nos 11 and 13 Fye Bridge Street and Bacon's House, which are Grade II* listed.

¹⁶⁵ Paragraph 428 of the officers' report (CD2.15)

¹⁶⁶ Inspector's note – the terms 'significant areas' and 'low significance' are used and defined in the NCCCA Appraisal which pre-dates the Framework.

248. Mr Webster¹⁶⁷ finds harm to 4 of the 6 city landmarks, including moderate harm to the Anglican Cathedral and the Roman Catholic Cathedral and material harm to the Castle and City Hall. He finds net material harm to 11 out of the 16 Grade I listed buildings affected, including major harm to the Church of St Clements. He finds material harm to all 3 scheduled ancient monuments affected by the proposal. He also finds major harm to a number of groupings within the NCCCA – the St Augustines Street group, the Fye Bridge Street group and the Wensum Street group. Even including his assessment of benefits, he finds minor to moderate harm to the NCCCA as a whole.
249. Mr Neale¹⁶⁸ sets out harm and benefit separately rather than presenting a net or internal balance. His assessment includes harm to 16 Grade I listed buildings, and 3 Scheduled Ancient Monuments. He finds severe harm to the NCCCA as a whole. This is equivalent to Mr Webster's major harm, the highest of his three tiers of less than substantial harm.
250. Mr Forshaw¹⁶⁹ (on behalf of SBH) finds substantial harm to the significance of the NCCCA and serious harm to a number of assets. Compared with the assessments of HE and the Council, he finds harm to a higher degree and harm to additional assets. The assets in question include the Church of St Augustine, Gildencroft, St Martin at Oak, St Mary's Coslany, St George's Colegate, Bacon's House and Doughty's Hospital.
251. Whilst there is a range of views, one has a sense of the implications of this development when all of the heritage experts find material harm to the Cathedral, an asset of universally acclaimed exceptional significance. The Framework seeks to protect all designated assets, the strength of the presumption being greater in relation to assets of the highest significance. The development plan gives explicit protection to views of the city landmarks. The biggest failing of this scheme is that the site presents an opportunity to enhance the NCCCA but the proposal would do the very opposite. The chosen form and scale of the proposal would cause harm to the special interest and significance of the NCCCA and to the city landmarks.

Significance - listed buildings

252. There is little between the experts regarding the significance of the listed buildings. The differences relate more to the assessment of the contribution made to significance by setting, which in turn affects the degree of impact.
253. HE commends the analysis of Mr Neale as a thorough understanding of significance including an explicit application of GPA3. This enables one properly to understand how setting contributes to the significance of the asset. Mr Neale identifies the attributes of setting (listed in step 2 of GPA3¹⁷⁰) that can contribute to significance. For example, in relation to the Cathedral, one must

¹⁶⁷ Appendix 1 of Mr Webster's rebuttal (NCC2/4)

¹⁶⁸ Appendix 6 of Mr Neale's proof (HE1/7)

¹⁶⁹ Paragraphs 45 to 51 of Mr Forshaw's proof (SBH1/1)

¹⁷⁰ Page 8 of CD11.18

consider where the cathedral is seen from, how it was designed to be seen and how it is seen¹⁷¹. This includes not only from the Cathedral Close and the higher land to the east¹⁷² but also from the approach to the city from the north¹⁷³. Mr Neale recognises that the visual and monumental role of the Cathedral, both symbolic and pre-eminent, is very much part of its significance. Dr Miele's evidence¹⁷⁴ does not assess the significance of the main listed buildings under consideration or carry out step 2 of GPA3.

254. The Castle is another good example. Among the finest Norman castles in the country, it is of exceptional significance. As a defensive structure, strategically positioned where a ridge overlooks the river valley below, setting is fundamental to its significance. Mr Neale anchors his assessment by reference to the relevant attributes from GPA3, which include topography, functional relationships, views towards and from the asset, intentional inter-visibility with natural features and visual dominance. He recognises that in views out from the Castle, which include the river valley and the wooded ridges which rise above it, the importance of topography and functional relationships can still be readily appreciated¹⁷⁵. In short, Mr Neale's assessment is robust, transparent and justified.

Significance - the conservation area

255. As noted above, it is agreed that the NCCCA Appraisal contains an objective description of its special interest. Mr Neale addresses the significance of the NCCCA in section 6 of his proof, considering its attributes in detail. This enables him to be clear as to its significance and special interest. Mr Neale has identified three perspectives that help to convey the special interest of the NCCCA in order to understand how it may be affected - the local character north of the Wensum, the wider intimacy of the city and the image of the city, which reflects its history, pattern and hierarchy. The key characteristics identified in the NCCCA Appraisal include the "*tight intimate network of streets and alleys*", the citywide views of the city landmarks and important views of local landmarks¹⁷⁶.

256. There is no such analysis at the heart of Dr Miele's analysis. Mr Webster accepted (in cross-examination) that the officers' report had not identified the particular significance of the NCCCA and he should have undertaken a more rigorous analysis. Similarly, his proof of evidence does not assess or describe the significance or special interest of the NCCCA, although it does conclude that it would be harmed (characterised as minor-moderate harm). Dr Miele agreed that in order to understand the impact of the proposal one must understand the special interest of the area in which it would be placed. Mr Neale's analysis is closely tied to the NCCCA Appraisal and is entirely consistent with it. HE submits that Mr Neale's approach is to be preferred.

¹⁷¹ Paragraph 6.23 and footnote 88 of Mr Neale's proof (HE1/1)

¹⁷² Viewpoints 60, 8, 9 and 10

¹⁷³ Viewpoints 14 and 15

¹⁷⁴ Section 6 of Dr Miele's proof (WH2/1)

¹⁷⁵ Paragraphs 6.10 and 6.11 and footnotes 80 and 81 of Mr Neale's proof (HE1/1)

¹⁷⁶ Points 19, 22 and 23 on page 26 of CD2.10

257. The following points may be made in relation to Northern City character area, as described in the NCCCA Appraisal¹⁷⁷:

- Magdalen Street and St Augustines Street represent key historic approaches to the city centre from the north;
- those streets are relatively narrow and intimate, the typical grain being 2 - 3 storey domestic scale properties on the edge of the footpaths. One of the management principles is to restrict new development to 2 - 3 storeys;
- there are no negative markers in this area and no large-scale buildings;
- several listed buildings line Magdalen Street and St Augustines Street;
- positive frontages include the entirety of Magdalen Street and St Augustines Street as one approaches Anglia Square;
- positive views include the view to the Castle along Magdalen Street;
- there is also a view along St Augustines Street to the Cathedral; and
- the Church of St Augustine is a local landmark.

258. The key characteristics of the Colegate character area include¹⁷⁸:

- the medieval street pattern of the city centre south of the river;
- views of the city landmarks to the south;
- the area to the south of Anglia Square has the character of small, intimate streets, narrow alleys and courtyards;
- the prevailing scale in this part is 2.5 to 3 storeys;
- the extent of listed buildings, including along Magdalen Street;
- positive frontages include Magdalen Street, Calvert Street and St George Street (streets from which the development would be highly visible);
- a positive view south from Calvert Street and a negative one north from Magdalen Street; and
- the management principles include connecting the area to the other side of the ring road, which would once have been a continuation of the medieval street pattern.

259. These are the local characteristics that proposals must respect and enhance to comply with the development plan. DM Plan Policy DM3(c) requires design to give significant weight to the historic context. These street patterns, plot boundaries, block sizes and heights are key elements of that context.

260. These two character areas represent the immediate context in which the development would sit. Moreover, they are consistent with the special character

¹⁷⁷ Pages 35 and following in CD2.10

¹⁷⁸ Pages 57 and following in CD2.10

of the NCCCA as a whole. The key characteristics of intimacy, enclosure, scale and grain pervade the historic city. For example, the Elm Hill and Maddermarket character area (to the south of the River Wensum) is described as

"one of the most attractive in the city with a grid of often very narrow and intimate streets generally running north - south and linked by more major routes running east - west."

261. All witnesses agree that the impacts along Wensum Street would be materially harmful. Mr Webster considers that there would be major harm to the assets in question¹⁷⁹. Dr Miele agreed that significant harm would arise because the development would create an uncharacteristic focal point in views north from this historic area. This would detract from the intimacy and enclosure of the Elm Hill and Maddermarket character area, an area of the highest significance, where the characteristics of intimacy, enclosure and domestic scale are strongly appreciated. There would also be harm to the significance of many listed buildings within these views, including the Grade I listed Church of St Clements¹⁸⁰.
262. Intimacy is a defining quality of the NCCCA. It is readily appreciable from a large number of locations, including those close to the site and those further away, such as Wensum Street, where the effects would be experienced. The fact that there may be some differentiation across a wider conservation area does not dilute special characteristics where they are found. This is why the guidelines set out in the NCCCA Appraisal place such emphasis on development being appropriate in scale to the locality and not negatively impacting on important views or landmarks. Whilst Anglia Square does not itself demonstrate intimacy, when assessing the effect of the proposal one must consider the impact on key characteristics and see how successful the proposal is in respecting them and taking the opportunities for enhancement.
263. The third perspective identified by Mr Neale is the image of the city, which includes its pattern and hierarchy. Mr Neale does not suggest that the pattern is fixed. The image and pattern of the city is a key characteristic of the NCCCA, as is the role of the city landmarks. Change should be managed in a way that protects that significance. Mr Neale emphasised that change can be positive. The question is whether change brings enhancement or harm to significance. The significance of the citywide landmarks is enhanced by the interplay between them. Collectively they give visual and architectural meaning to the hierarchy and pattern of the city, which has been established over a thousand years. They are all set within the southern part of the city centre, responding to its topography, and were intended to reflect the power of the church and the state.
264. The northern part of the city centre forms a consistent (though contrasting) element of the pattern of the city. It continues the medieval street pattern and the general domestic scale of the historic buildings, with some Victorian industrial buildings to the west. There is a clear pattern and hierarchy to the medieval city north and south. An element of this is the absence of tall buildings in the north. The dramatic views of the citywide landmarks, as seen from the

¹⁷⁹ Table appended to Mr Webster's rebuttal

¹⁸⁰ Viewpoints 25 and 56

east, disclose their status and interplay and the concentration of power to the south. The northern part appears as a continuum of the same medieval city, but of lower status, looked over and ruled from the south. The spread of historic buildings is very strongly felt but their scale is domestic within the medieval street pattern, including through the numerous medieval churches.

Impact

The given justification for the scheme

265. There are some clear inconsistencies in the justification for the scheme which indicate that the proposals are not justifiable when considered properly against the significance of the affected heritage assets. The Design and Access Statement (DAS)¹⁸¹ seeks to respond to the heritage assessment carried out by CgMs¹⁸². That assessment gave initial recommendations as to how to avoid heritage harm by providing buildings of comparable scale to the existing. It includes a heat map that indicates thresholds which, if exceeded, are likely to have a major impact on heritage assets. However, it recognises that the methodology cannot assess cumulative harm. Specific advice is given for individual groups of assets. For example, a threshold of 3.5 to 4 storeys is suggested along Magdalen Street, rising to 5 storeys behind¹⁸³. Reference is made to the:

"intimate urban quality of Magdalen Street with its strong sense of enclosure, narrow pavements and sinuous north - south route. Views along Magdalen Street are likewise important, particularly those towards the south in which Norwich Castle figures prominently"

266. Five storeys is recommended for the street frontage of Pitt Street, (blocks D and E), where the scheme adjoins the Church of St Augustine, Gildencroft and St Augustines Street. Development above this level is identified as being likely to have a major impact on the heritage assets, including the Grade I listed church. Despite this advice, the proposal would significantly exceed the thresholds in a number of places. The effect of these exceedances can be seen in the photomontages¹⁸⁴. It is useful to compare the existing building heights¹⁸⁵ with the exceedances¹⁸⁶. Along Magdalen Street, 7 storeys are proposed in the 5 storey zone, with 9 and 11 storey elements in the 8 storey zone behind. At Pitt Street, 6 and 7 storeys are proposed in blocks D and E in the 5 storey zone. The 20 storey tower would be in a zone where the threshold is 10 to 12 storeys.

267. It is not surprising that the result is major heritage harm. This is consistent with the heritage assessment. The officers' report commented that a reduction in height and massing would have created a more sympathetic relationship with the surroundings¹⁸⁷. However, Mr Vaughan (the applicants' architect) explained

¹⁸¹ Page 77 of CD4.10

¹⁸² CD4.86.3(i)

¹⁸³ Page 74 of CD4.86.3(i)

¹⁸⁴ Viewpoints 32, 34 and 35

¹⁸⁵ Page 59 of the DAS (CD4.10)

¹⁸⁶ Page 77 of the Addendum DAS (CD7.10)

¹⁸⁷ Paragraph 311 of CD2.15

that the design reflected architectural choices, made as part of an iterative discussion, rather than a pre-determined brief to deliver a fixed amount of development¹⁸⁸. It is hard to see how heritage harm deriving from such choices, rather than commercial necessity, can be regarded as justified.

Advice from Design South East

268. Both the officers' report and Mr Vaughan refer to Design South East as supporting the design¹⁸⁹. However, there was a series of reviews. Mr Vaughan accepted that Design South East had:

*"serious concerns about the bulk and mass of the proposals and how this will relate to the streets immediately surrounding the development and affect views across the wider city"*¹⁹⁰

The strength of the concerns, which relate to both the tower and the surrounding blocks, is clear from the language used. They have not been overcome by changes to the scheme and Mr Vaughan provides no response in his proof.

269. In relation to the surrounding blocks, Design South East said:

*"with blocks of over 10 storeys, it is only in comparison with the tower that these could be considered low rise, and in the context of the wider city they are very prominent. These blocks are not just tall, but also very deep and wide, creating monoliths that are out of scale with the fine grain of the surrounding historic urban fabric"*¹⁹¹

These concerns remained at the end of the process¹⁹². Mr Webster conceded that the officers' report was remiss in not drawing later reviews and these continuing serious concerns to the attention of the committee.

Justification for the tower

270. The justification put forward by Dr Miele¹⁹³ is a townscape one. He acknowledged that there is nothing in the CgMs work that justifies the proposed tower. There has never been a tall building in this part of the historic city. CgMs attempted to justify the tower as a "*strong visual counterpoint*" to the Cathedral¹⁹⁴. However, they went on to assess the tower as causing moderate harm to the significance of the Cathedral in the very views that would enable the counterpoint to be appreciated. It is plain that, in heritage terms, the tower is out of place and has no justification. The DAS¹⁹⁵ explains the role of the tower as:

¹⁸⁸ Inspector's note – confirmed by Mr Vaughan in answer to questions from Mr Williams

¹⁸⁹ Page 112 and following and paragraph 9.4 of Mr Vaughan's proof (WH1/1)

¹⁹⁰ Page 4 of CD11.16

¹⁹¹ Page 4 of CD11.16

¹⁹² Page 2 of CD11.17

¹⁹³ Paragraph 7.21 of Dr Miele's proof (WH2/1)

¹⁹⁴ Page 85 of CgMs (CD4.86.3(i))

¹⁹⁵ Pages 78 to 80 of CD4.10

- a pivotal landmark and a way finder for Anglia Square;
- a gateway marker to the City from the north, serving an important civic function;
- a strong visual counterpoint to historic landmarks in Norwich, particularly those south of the river Wensum, the most important of which is Norwich Cathedral;
- a key marker on the skyline of Norwich, which would celebrate place and space; and
- introducing an element of time depth to the Cathedral's extended setting.

271. In summary, the heritage analysis which was intended to guide the design process itself suggests the causation of major harm. The independent design reviews show that Design South East had serious concerns about the overall bulk and scale of the proposals and found no underlying rationale for the tower. The design justification of creating a pivotal landmark, prominent in distant views, is fundamentally at odds with the pattern and hierarchy of the city. Indeed it sets out to re-balance that hierarchy, by providing a rival to the pre-eminence and significance of the Cathedral and the other city landmarks clustered in the southern part of the city. Rather than providing a justification, it actually underscores the harm that would be caused.

The root of the problem

272. The heritage harm stems from the overall scale of the proposal as a whole, not just the tower. It would comprise blocks with very large footprints, of very significant height and bulk. This would be entirely uncharacteristic of the grain of the medieval northern city and wholly at odds with the character of the NCCCA. Whilst it is necessary to recognise the negative features of the existing Anglia Square, the approach set out in the Framework allows for this. On the Council's case, the proposal would cause harm to the significance of designated heritage assets over and above the status quo, taking account of heritage benefits. The Council also finds material harm to the significance of the NCCCA. This may be contrasted with the PGN, which identifies an opportunity for significant enhancement to the character of the conservation area as well as to the setting of local heritage assets¹⁹⁶.

Impact assessment

273. Mr Neale's assessment of the impacts is set out in his proof and summarised in his appendix 6. The Secretary of State is invited to consider his assessment as fair and justified by underpinning analysis. Rather than rehearsing the impacts, these submissions highlight some issues that are contentious. In many respects there is agreement between the Council and HE that there would be material harm. The differences relate to the degree of harm.

274. With regard to the NCCCA, it is necessary to analyse the key characteristics that give rise to its special character. Although the NCCCA covers an extensive area,

¹⁹⁶ Paragraph 7.86 of CD2.11

the true effect is not judged by considering a zone of visual influence. Particular attention should be paid to those areas in proximity to the site and to those characteristics that pervade the city, as Mr Neale has done. Whilst there are areas that would not be affected at all by the proposal, the image of the city is widespread and is appreciated from distant viewpoints.

275. The applicants' approach pays insufficient attention to the impact of the proposal on significance. Focussing on some specific positive views (identified in the NCCCA Appraisal) is not an assessment of impact. Such views reflect the present situation. They are not intended to guide an assessment of a new tall building. For example, a positive view is identified from the north of Calvert Street looking south¹⁹⁷. This is a view towards the Castle from an enclosed street with an intimate, domestic scale. The proposed development would be highly visible to the north if one turned around¹⁹⁸. The fact that the view south adds to the character of the NCCCA (through what Mr Neale calls the image of the city) supports Mr Neale's argument, it does not undermine it.
276. Although Anglia Square is of a larger scale than its surroundings, the Council finds that the overall height and massing of the proposal would create a form of development that would be "*strikingly different and unfamiliar*"¹⁹⁹. The officers' report commented that the failure of the development to harmonise with its surroundings, in terms of the height and the size of the block footprints, was a significant weakness²⁰⁰. Mr Neale endorses the description (used in the officers' report) that the proposal would be seen as a "*city within a city*". This would represent a clear failure to be in keeping with the character of the NCCCA. Mr Webster finds that there would be a benefit to Magdalen Street whereas Mr Neale considers that there would be severe harm²⁰¹. However, the officers' report recognises that a discordant relationship would be created here²⁰².
277. As set out above, the principles of the NCCCA Appraisal provide a good touchstone for considering the effect of the proposals. HE submits there are very clear breaches of these policies and guidelines, in particular B2, B4, C2, D2 and D3, demonstrating harm to the special character of the NCCCA.

City landmarks

278. The officers' report finds that the impact on the central group of iconic heritage assets would be major adverse in some views although this would not quite amount to substantial harm to the setting of the Cathedral²⁰³. HE submits that the concept of a strong visual counterpoint to these iconic landmarks (as described in the DAS) would make it inevitable that the ability to appreciate them would be diminished. The preservation of the city landmarks is fundamental to the image of the city and is embedded within a specific policy

¹⁹⁷ Marked with a blue arrow on page 59 of CD 2.10

¹⁹⁸ Viewpoint 38 gives an indication (Inspector's note – the viewpoints are not the same, viewpoint 38 being further south on Calvert Street)

¹⁹⁹ Paragraph 4.2 of Mr Webster's proof (NCC2/1)

²⁰⁰ Paragraph 593 of CD2.15

²⁰¹ Viewpoints 34 and 35

²⁰² Paragraph 330 of CD2.15

²⁰³ Paragraph 394 of CD2.15

(DM3(b)). Even on the applicants' case, the proposals fail to achieve this. The harm stems from an architectural choice to provide a pivotal landmark. Design South East were clear from an early stage that there was no rationale for doing so.

Heritage benefits

279. There is disagreement as to the weight to be given to heritage benefits. The Council²⁰⁴ and the applicants attach greater weight to these than Mr Neale²⁰⁵ does. Whilst the removal of the existing buildings and surface parking would be positive, the weight to be attached is limited by the fact that their removal would be a necessary part of any process to replace them. The creation of a street on an alignment similar to a historic street must be assessed having regard to the bulk and scale of the buildings on either side. The benefit of framing views of landmarks requires consideration of the quality of the development framing such views. When assessed in context, HE considers that the benefits would do very little to weigh against the harm caused by the scheme.

Townscape benefits

280. Mr Neale has based his appraisal on all the material presented by the applicants and has judged the impacts of that particular design on the significance of the heritage assets in question²⁰⁶. That is an entirely reasonable approach and HE rejects the notion that one can only assess the heritage harm properly if one undertakes a freestanding architectural appraisal. The more generic townscape benefits, such as way finding, which Dr Miele relies on serve a different purpose which relates to the proposed tower, the justification for which has been addressed above. Any such townscape benefits do not reduce or offset the heritage harm.

Planning balance

281. HE does not strike the overall planning balance, which will involve material considerations outside its area of specialism. However, HE does advise the Secretary of State on the proper legal and policy approach. This requires a strong presumption to be applied against development that would harm designated heritage assets. The presumption is strongest in relation to assets of the highest significance, which is undoubtedly the case here. HE's evidence is that there would be severe harm to the significance of the NCCCA, a designated asset of the highest significance.

282. There would be harm, to varying degrees, to a range of designated assets of the highest significance including the Cathedral (considerable harm), the Castle (considerable harm), the Roman Catholic Cathedral (marked harm), City Hall (considerable harm), Church of St Peter Mancroft (marked harm) and the Church of St Giles (marked harm). These are citywide landmarks which, together with views from and towards them, form a key part of the character of

²⁰⁴ Paragraph 4.12 of Mr Webster's proof (NCC2/1)

²⁰⁵ Paragraphs 8.7 to 8.15 of Mr Neale's proof (HE1/1)

²⁰⁶ Paragraph 8.4 of Mr Neale's proof (HE1/1)

the NCCCA. In terms of national policy and development plan policy, the highest protection should be afforded to them. Norwich has an exceptional number of medieval churches which play a remarkable role in the townscape. Mr Neale described how these towers "*articulate the roofscape of the city*"²⁰⁷. The scale of the proposal would create a radical disparity with the coherence of the cityscape, harming the city and causing marked harm to the significance of the individual medieval churches.

283. The proposal would be entirely out of keeping with the historic character of the area to the north of the river, causing harm to a number of assets of the highest significance. This would include the Grade I Church of St Augustine (severe harm and minor benefit), the Grade I Church of St George's Colegate (marked harm), the scheduled ancient monument of the City Walls at Magpie Lane (marked harm) and the Grade II* Bacon's House (minor harm).
284. The starting point for an overall planning balance is an assessment against the development plan, which in this case comprises the JCS and the DM Plan. The Framework is a material consideration but does not obviate the need for detailed assessment against the adopted development plan. The relevant policies, which have been addressed above, contain a recurring requirement to protect and enhance the historic environment (JCS Policies 1, 2 and 11). The requirement in Policy DM3(b) to protect long views of the landmarks flows from analysis within the NCCCA Appraisal and is bespoke for Norwich. Similarly, Policy DM3(c), which requires significant weight to be given to protecting local distinctiveness, flows from analysis of Norwich's history and its tight urban form. Policy DM9 specifies that development in Norwich shall maximise opportunities to preserve, enhance or better reveal the significance of designated heritage assets. On Mr Neale's analysis all of these policies would be breached.
285. Moreover, the DM Plan ensures that the criteria for sustainable development in DM1 are embedded in the policies for main town centre uses in large district centres (DM18), office development (DM19), and residential development (DM12). This means that the proposal must be sustainable development within the meaning of DM1 for it to be compliant with those policies. The critical role of DM1 is to ensure that potentially competing strands of sustainable development are given equal weight, such that the need to protect heritage assets is not weakened to pave the way for economic development.
286. Mr Parkin's compartmentalisation of compliance with the development plan does not allow for this rounded consideration²⁰⁸. Mr Luder focused on the economic aspects of JCS Policies 11 and 19²⁰⁹, ignoring the need to read the policy as a whole. The development plan requires the regeneration of the northern city to be done in a way that enhances the NCCCA, as does the PGN. The capacity of the site is left for detailed consideration in the light of the constraints²¹⁰. It is

²⁰⁷ Paragraphs 8.897 – 8.91, 104 of HE1/1

²⁰⁸ Paragraphs 19.26 to 19.40 of Mr Parkin's proof (NCC1/1)

²⁰⁹ Paragraph 3.5 of Mr Luder's proof (WH4/1)

²¹⁰ Paragraph 7.10 of CD2.11

clear from the officers' report that the proposal fails badly against this important strand of sustainable development²¹¹.

The relevance of viability

287. HE accepts that viability and deliverability are relevant to the planning balance and to the exercise under paragraph 196 of the Framework. The viability of the proposal is marginal in current economic conditions, as reflected in the award of marginal viability funding of £15 million. The applicants have confirmed their intention to deliver the scheme on the basis of the current viability assessments²¹². This bears on the balancing exercise. It does not amount to a freestanding consideration in favour of the scheme. The heritage harm caused by the proposal would be permanent. The rationale for considering alternative schemes is to see whether that harm could be avoided or reduced. HE submits that:

- Do nothing is an option that should not be ruled out because the proposal would cause considerable harm to the historic environment. As Mr Parkin acknowledged, if permission is refused there would then be a period of reflection during which the Council would work towards a solution. The present consideration of alternatives has taken place against current economic conditions.
- The Council's analysis of alternatives has not considered relative heritage harms, it looks only at whether the same benefits could be produced. In the officers' report Option 4 (do minimum, demolish and convert) was not ruled out on viability grounds. It was accepted as producing heritage benefit rather than heritage harm²¹³.
- The Ash Sakula proposals²¹⁴ show that an alternative approach can provide a mixed use scheme consistent with the uses appropriate for the LDC. It is not contested that these proposals would represent a significant enhancement in heritage terms and that there would be an appropriate mix of uses. Mr Vaughan acknowledged that there are elements of the plans that have merit but he said that they failed to address the detail of the brief²¹⁵. However, the brief was not prescriptive.
- The Ash Sakula scheme has not been put forward as an alternative, deliverable planning application. Rather, it demonstrates an alternative approach that would produce heritage benefit while delivering a development consistent with an LDC. It is not inevitable that there will be harm in order to deliver policy objectives²¹⁶.

288. The absence of an alternative fully drawn up scheme that has been shown to be deliverable does not mean that this application proposal is the right scheme at the right time. That can only be decided by performing carefully the balancing

²¹¹ Paragraphs 579 to 587 of CD2.15

²¹² Agreed position statement on viability matters (ID10)

²¹³ Paragraph 161 of CD2.15

²¹⁴ Appendix 1 to Mr Neale's proof (HE1/2)

²¹⁵ Paragraph 9.5 of Mr Vaughan's proof (WH1/1)

²¹⁶ Paragraphs 10.14 and 10.16 of Mr Neale's proof (HE1/1)

exercises required under section 38(6) and paragraph 196 of the Framework. If the balance is against the proposal then it must be refused.

THE CASE FOR SAVE BRITAIN'S HERITAGE (RULE 6 PARTY)²¹⁷

289. The planning system places an emphasis on the preservation and enhancement of the UK's built heritage. Great weight must be given to the conservation of designated assets. The more important they are the greater the weight should be. The Framework states that any harm to designated heritage assets requires "*clear and convincing*" justification²¹⁸. Decision makers should clearly articulate the extent of harm (however categorised) so that any justification can be properly weighed. It is also necessary to establish whether harm to each designated asset falls within the category of "*substantial*" or "*less than substantial harm*". The policy duties set out in the Framework give effect to the statutory duty to have special regard/attention to the desirability of preserving the special features of listed buildings and conservation areas. Together they create a "*strong presumption*" against proposals which will cause harm to significant assets²¹⁹.
290. It is a striking feature of this case that all parties accept that the proposal would cause harm to a range of Grade I and II* listed assets. This is even more extraordinary when it is recognised that of one of these is the Cathedral, a building described by HE and Mr Forshaw (SBH's heritage witness) as being of exceptional, European level importance. Mr Webster (the Council's heritage witness) describes the harm as being in the moderate range of less than substantial harm.

Significance of affected designated heritage assets

291. There is little dispute about the significance of the NCCCA and the affected listed buildings. Mr Forshaw emphasised the quality of Norwich's historic environment. In addition to the Cathedral, which dominates the city and creates its distinctive skyline, the city is blessed with an unrivalled collection of parish churches and other monuments. The settings of these assets overlap and include a well preserved street plan which forms a key part of the character of the interwoven, low rise city centre. That historic urban environment is protected in its own right by designation as the NCCCA. It also makes a major contribution to the significance of the individual buildings by allowing them to be experienced in a context which reflects and respects their historic, aesthetic and architectural significance²²⁰.
292. Overall, it is clear that Norwich has an "*extraordinary historic character*"²²¹. Faced with all this richness, there may be a temptation to lose focus on the individual assets and under-appreciate the range of impacts which the scheme may have. Mr Forshaw emphasised the significance which he saw even in the

²¹⁷ The closing submissions, which are summarised here, are at SBH12

²¹⁸ Paragraph 194 of the Framework

²¹⁹ *Barnwell Manor Wind Energy Ltd v Secretary of State* [2015] 1 W.L.R. 45 at [16]-[29] (CD11.21) and *Jones v Mordue* [2016] 1 WLR 2682 at [26]-[28] (CD10.14)

²²⁰ Paragraphs 8, 12 and 23 of Mr Forshaw's proof (SBH1/1)

²²¹ Paragraph 1.4 of Mr Neale's proof (HE1/1)

Anglia Square character area. Although it is less significant than other parts of the NCCCA, it is still protected by section 72 of LBA1990. There are also locally listed buildings at Pitt Street which are to be demolished. These should not be undervalued.

Impact of the proposed development

293. Mr Forshaw showed how the bulk and scale of the proposal, including the tower, would lead to a serious, even massive, disruption to this historic urban environment. This would cause some of its key distinctive features, most notably the skyline, to be lost or harmed. There would be a serious erosion of key elements that comprise the significance of the NCCCA. At the Inquiry, Mr Forshaw explained his views primarily by reference to the visualisations but he was clear that his assessments had been drawn from his site visits.
294. A major area of difference between Mr Forshaw and Mr Webster/Dr Miele related to the benefits of replacing the existing buildings. Whilst Mr Forshaw accepted that there would be some townscape benefits, these are different in kind to heritage benefits which would attract great weight. This point appears to have been accepted by Dr Miele²²². Mr Forshaw commented that, whatever the design merits of the proposal in isolation, they fall at the first hurdle in terms of failing to respect context. He also pointed out the fundamental tension between the applicants' argument that the tower would bring townscape benefits (such as wayfinding or legibility) and their suggestion that the visibility of the tower would not unduly harm the significance of the Cathedral and other landmarks whose primacy it would compete with.
295. The prominence of the proposal, in a location which is not appropriate in terms of the historic environment, would cause harm. The officers' report referred to the design as lumpen and harmfully unfamiliar in its surroundings. Its bulk would form a barrier within the historic city and it would loom over St Augustines Street and Wensum Street in a disturbing manner. The proposal would fail to restore the historic street pattern. The removal of harmful aspects of Anglia Square would be outweighed by the much more harmful impacts of the new and more prominent buildings.
296. It is difficult to see how the design can be justified by reference to the surrounding historic environment. Dr Miele accepted that it would significantly exceed the parameters identified by CgMs in the Built Heritage Statement²²³. It is hard to understand why this happened in the light of Mr Vaughan's evidence that his design brief included no specific number of units which needed to be provided²²⁴. The applicants have not sought to justify the particular design choices made in terms of viability. It seems that the only real justification for the height and bulk of the proposed buildings is that the applicants believe them to be of townscape value.

²²² Inspector's note – in answer to questions from Mr Williams, Dr Miele accepted that there is a distinction between townscape benefits and heritage benefits

²²³ Paragraph 7.1 and following of CD4.86 Vol 3(i)

²²⁴ Inspector's note – confirmed by Mr Vaughan in answer to questions from Mr Williams

297. However, as Mr Parkin accepted, there are significant weaknesses in the design. Design South East had fundamental concerns about the rationale for the tower and over-development which remain unresolved²²⁵. Given the applicants' commitment to a rationale for the tower based on "*an express desire for the building to be visible and punctuate the skyline*"²²⁶, they appear to be irresolvable. The problem with the applicants' approach is that the concept of a regeneration landmark is simply not appropriate for the sensitive historic environment of Norwich.
298. The Ash Sakula design (presented by HE) is a powerful reminder of a better way in which Anglia Square could be redeveloped. Whilst it is accepted that it is not viable, it still shows how a different concept could be evolved which would deliver heritage benefits rather than harms, in accordance with DM Plan Policy DM9 and the PGN²²⁷. SBH submits that net heritage benefits should be a minimum requirement for any acceptable scheme on this site. The proposal fails to achieve that, resulting in a significant failure to comply with DM Plan Policies DM3 and DM9.

Approach to substantial harm, as that term is used in the Framework

299. Mr Forshaw concluded that the proposal would lead to a range of serious (albeit less than substantial) harms to individual buildings of the highest importance. It would also lead to substantial harm to the NCCCA as a whole. This conclusion was subject to particular criticism by the applicants, who suggested that Mr Forshaw's assessment was flawed because he had not undertaken a detailed assessment of the significance that would remain in the NCCCA. This follows on from an argument put in opening²²⁸, to the effect that, because large parts of the NCCCA would be untouched by the proposal, there cannot be substantial harm. It was argued that such an assessment depends on how much significance is left in the asset. SHB submits that this is obviously wrong.
300. The Judge in *Bedford* made clear that the function of what is now paragraphs 195 and 196 of the Framework is to provide a varying test of consent according to "*the quantum of harm to significance*"²²⁹. It is therefore the quantum of what is lost, not the quantum of what remains, that is the primary focus of any analysis. Dr Miele accepted this point in cross examination. The NCCCA is itself extensive and contains a range of important assets. If it has to lose most or all of its significance before substantial harm arises, rather than just a serious reduction such that significance is "*very much reduced*"²³⁰, then the practical effect would be that substantial harm could never arise. Even the construction of the Shard on the footprint of Anglia Square, or demolition of the Cathedral, would not result in the NCCCA having no or little significance left.
301. The applicants' approach would lead to the surprising result that the more significant an asset is, the harder it will be for a development to substantially

²²⁵ CD11.16 and CD11.17

²²⁶ Page 112 of Mr Vaughan's proof (WH1/1)

²²⁷ Page 40 of CD2.11

²²⁸ Paragraphs 70 and 74 of the applicants' opening (WH12)

²²⁹ Paragraph 17 of *Bedford v SSCLG* [2013] EWHC 2847 (Admin) (CD12.10)

²³⁰ Paragraph 25 of *Bedford* (CD12.10)

harm it. Taking that to its logical conclusion, this proposal could only cause substantial harm to the NCCCA if the NCCCA were smaller and less significant. The way in which *Bedford* has been applied in the Smithfield²³¹ decision shows that this approach is obviously wrong. There, the Inspector found that the partial demolition of a group of unlisted buildings within the Smithfield Conservation Area would amount to substantial harm. This was due to the loss of key distinctive features, notwithstanding that the proposal did not touch on other highly significant character areas, including St Bartholomew's Hospital and Priory. On the applicants' approach, no finding of substantial harm would have been possible.

302. The Smithfield decision is a better indicator of the correct approach to the current situation than the Chiswick Curve decision²³². In that case the development proposals were not within a conservation area, nor even within the buffer zone for the World Heritage Site, but some distance away. In this case the proposal would be within the NCCCA and would harm key characteristics of the designated area, in particular through disruption of the iconic skyline.
303. The correct approach to substantial harm is to ask whether the overall cumulative impact of the proposal on the NCCCA would result in a very significant or serious reduction in its significance. A useful touchstone for this will be whether the proposal would result in full or partial loss of key elements. For the reasons advanced in Mr Forshaw's evidence, SBH submits that it would. The Inspector is therefore invited to find that substantial harm would be caused to the NCCCA.

Planning balance

304. Under section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004, the application falls to be considered against the statutory development plan and all other material considerations. These will include the Framework. For the above reasons, SBH considers that there is clear conflict with the heritage policies of the development plan. This means that, considered as a whole, the proposal fails to accord with the development plan. Other material considerations largely weigh in favour of refusing permission. Under paragraph 195 of the Framework, substantial harm to a designated asset should lead to refusal unless it can be demonstrated that substantial public benefits exist and cannot be provided elsewhere or in a less harmful manner.
305. SBH has not undertaken a full assessment of the benefits but Mr Forshaw was able to comment on the basis of his long experience as a planning officer. He accepts there would be benefits, in terms of housing and affordable housing, but considers that these benefits have been overstated. There are other sites where the same benefits can be provided. Mr Forshaw suggests that the public realm benefits would be limited due to shortcomings of the spaces to be created. He also considers that the heritage benefits claimed by the applicant are overstated. Overall, he considers that the benefits would be modest and

²³¹ CD12.6

²³² CD12.9

insufficient to outweigh the heritage harm, regardless of whether such harm is considered under paragraph 195 or 196 of the Framework.

306. Opening submissions for the applicants suggested that the Council is best placed to identify and weigh the public benefits of the scheme²³³. However, it should be noted that officers described the proposal as "*finely balanced*"²³⁴ and that the Committee only voted to approve by 7 to 5²³⁵. That narrow decision was on the basis of the Council's assessment of heritage harm, which SBH takes issue with.
307. In conclusion, it is submitted that there is no justification for departing from the development plan. The Inspector is asked to recommend that the Secretary of State refuses to grant planning permission for the application.

THE CASE FOR THE NORWICH SOCIETY (RULE 6 PARTY)²³⁶

308. Anglia Square is in the NCCCA, at the entrance to Magdalen Street which leads to the historic core of Norwich. The massive and dense development proposed, with its out-of-scale bulk, would significantly diminish the unique identity of the city. The proposal meets neither national nor local planning guidance.
309. The Framework states that:

*"The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities"*²³⁷

Far from maintaining a strong sense of place, the proposal would create an 'anywhere' environment.

310. While judgements on what makes good design are somewhat subjective, the Design South East (2017) review of a previous version of the scheme expressed concern that it constituted overdevelopment and that it would not be possible to resolve a scheme sensitively in this location with this level of density. The review raised concerns about the way that the proposed buildings would relate to the surrounding historic fabric, the extent of overshadowing of public spaces and the proliferation of single aspect flats. That version of the scheme varied very little from the current proposal, apart from the tower having now been reduced from 25 storeys to 20. At the application stage the Design South East review focussed on the tower. However, the revised scheme has done little to mitigate the other concerns raised earlier in the process.

311. The Council's PGN for Anglia Square states that any development should have a clear relationship in built form with the surrounding area, which is clearly not the case with the current proposal. It goes on to say that:

²³³ Paragraph 91 of WH12

²³⁴ Paragraph 604 of CD2.15

²³⁵ CD9.2

²³⁶ The closing submissions, which are summarised here, are at NS12

²³⁷ Paragraph 124 of the Framework

"the height and traditional character of buildings and streets to the north and east of the site (most immediately Magdalen Street, St Augustine's Street and Gildencroft) needs to be respected in the redevelopment to ensure the buildings, streets and their settings are not unduly dominated or harmed by the new buildings. Proposals should achieve a density in keeping with the existing character"²³⁸

312. The Council's most recent policy for the area (the Norwich City Council Area Action Plan) indicates that a minimum of 250 houses would be acceptable within the Anglia Square site, less than a quarter of the number now being proposed. The proposed density of 285 dwellings per hectare is grossly over-intensive, being in excess of that for a well serviced urban area in London. It is totally inappropriate for a local centre in Norwich. In the immediate vicinity of this site the density ranges from 19 dwellings per hectare (around Oak Street) to 80 per hectare (in Magdalen Street and the surrounding flatted courts such as Magdalen Close). Whilst a density higher than the surrounding area may be appropriate, it is clear that a jump in density of this magnitude will substantially change the character of the area.

313. The high density has serious implications for the design quality of the scheme. When assessed against the full 29 Building for Life criteria, rather than the 12 main questions used in the officers' report, we contend that 9 would be marked as negative. Concerns identified in NS's Building for Life assessment²³⁹ include:

- service bays and car park accessed from the congested gyratory system at Pitt Street;
- loss of Ann's Walk, an existing pedestrian route between Cowgate and Pitt Street;
- poor relationship to existing development around the edges of the site, including discordant changes in scale;
- excessive parking provision, given that the site is well served by public transport;
- the mix of one and two bedroom flats (and 9 houses) being proposed would be poorly aligned with the need for a range of unit sizes identified in the Strategic Housing Market Appraisal;
- the proposal is not distinctive from developments elsewhere (such as Canary Wharf) and would not have any local identity;
- harmful impacts on numerous longer views;
- streets and spaces within the scheme would feel cavernous; and
- long single sided corridors to access individual flats, which would feel oppressive.

²³⁸ CD2.11

²³⁹ Appended to Mr Boon's proof (NS1/1)

314. The applicants suggest that the tower would be a beneficial waymarker, helping to orientate people moving around the city. NS strongly disagrees with this argument. The idea that people need a residential tower to orientate themselves is absurd. Local people would know where they are anyway and visitors would have no idea of the relationship of the tower to where they wish to go.

Economic considerations

315. The claimed economic benefits could be achieved by a less dense and better designed development. This could provide a wider range of housing types, attracting more well-off residents who would spend at least as much in the local economy, even if they were fewer in number. The Office for National Statistics estimates that the average household expenditure in 2018 was just under £30,000 a year. This would suggest an annual spend of around £37 million for the residents of the proposed scheme, near the top end of the Council's estimate. In view of the type of homes proposed, the lower end of the range suggested by the Council would be more likely.

316. Crucially, a poorly designed scheme that is totally out of character with the surrounding area would damage the vitality of the city centre by making Norwich a less attractive place to work or visit. International research has demonstrated that the quality of place has an impact on the local economy, especially by its influence on the ability of businesses to recruit essential specialist and professional staff who increasingly look for a good place to live before searching for a job. For many local people on low incomes, the likely loss of the value shopping currently available in Anglia Square could harm their quality of life.

317. Visitor spending accounts for around 10% of the city's GDP. Visitors are attracted by the city's rich heritage and lively centre. Anglia Square marks the entrance to the city from the North Norfolk coast and the airport. It should give a foretaste of the quality of modern architecture in Norwich that complements its historic heritage. An alien tower and massive anywhere development is not the first impression that the city should be giving. When approached from the north, the bulk of the tower would often not be ameliorated by any decorative detailing as it would be seen in silhouette against the sun.

Conclusions

318. NS recognises that Anglia Square is in desperate need of redevelopment. However, replacing it with such a high density, bulky development is unacceptable within the NCCCA. The proposed tower would intrude into a skyline that is almost entirely free of tall buildings, other than those that serve a religious or civic purpose. It would be preferable to leave the site vacant in the expectation that a better proposal will come forward at some point. With such excellent modern buildings as the Forum, Winnalls Yard student accommodation and the Stirling Prize winning Goldsmith Street housing development, it is clear that Norwich is capable of supporting good modern design.

319. Support for the scheme within the Council has not been overwhelming. The officers' report describes the recommendation for approval as being '*finely balanced*' and the committee itself only approved the scheme by 7 votes to 5.

For these reasons, NS believes that the proposal meets neither national nor local guidelines and should be refused.

THE CASE FOR NORWICH CYCLING CAMPAIGN (RULE 6 PARTY)²⁴⁰

General conclusions

320. CYC supports the objections by HE, SBH, NS and others regarding the height, mass and density of the proposal. Whilst the news that priority will be given to the removal of asbestos from Sovereign House is welcomed, there is concern that this matter will be left to NCC to resolve. CYC welcomes the provisions in the section 106 Agreement relating to cycle and pedestrian routes, although it is regretted that this matter was not resolved by consultation before the Inquiry.
321. The Environment Bill 2020 passed its second reading on 26 February. It will now pass to the Committee stage and to the House of Lords. The Bill states that, when setting targets on air quality, the Secretary of State must seek advice from independent persons with relevant expertise. An expert body should be formed prior to the new Office of Environmental Protection to provide the Secretary of State with advice on targets. This advice must be published and will be subject to some pre-legislative scrutiny. The targets themselves are unknown and may not be set until October 2022.

A sustainable site depends what you do with it

322. It has been suggested that Anglia Square is the most sustainable site in Norwich, due to its proximity to the city centre and the potential for expanding public transport. However, a sustainable site does not necessarily lead to a sustainable development. That depends on the nature of the development that takes place. CYC wants to see a truly sustainable development that is low carbon, provides good housing meeting the needs of the city, fits the heritage and historic character of the city and is healthy. This means reaching low levels of air pollutants as quickly as possible. The proposal does not tackle air pollution as quickly as possible, therefore it is not sustainable and would not be good for Norwich.
323. It is clear from the annual average daily traffic data used for the air quality assessment (AQA) that traffic would increase, particularly on the west and north west side of the development²⁴¹. The St Augustines Street gyratory is a key transport feature which distributes traffic in this part of Norwich, from the south and city centre, from the inner ring road and from the north (Aylsham Road and Sprowston Road). Without the development, the clockwise flow of traffic would increase slightly by 2031. With the development, traffic levels around the gyratory would increase significantly.
324. There would be a 15.5% increase in traffic approaching the development area down Edward Street (north), and a 53.6% increase in traffic approaching and

²⁴⁰ The closing submissions, which are summarised here, are at CYC14

²⁴¹ Appendix B of Ms Hobson's proof (WH8/3)

leaving the car park in Edward Street (south). Other streets show increases too, such as Pitt Street (9.6%)²⁴².

325. The western and north western edges of the site are close to locations where air quality is of most concern, including the proposed ground floor dwellings in Block B, the existing flats at 8 to 22 Edward Street and Dalymond Court and existing dwellings on St Augustines Street, which is already congested at peak times. The annual NO₂ objective applies to numbers 13 and 52 St Augustines Street, which have been monitored by the Council for years²⁴³. DT11 has never been legal. Even with the low bias factor used for the 2018 data, it still measured 44.4 µg/m³. For the previous 5 years it was always above 48 µg/m³. The Council's uncorrected 2019 data has it as 52 µg/m³. These are serious on-going exceedances.
326. The proposal would attract traffic to this part of the city. It would increase traffic levels in St Augustines Street by over 8%, or over 13% if background traffic growth is included. This is not appropriate or sustainable. It would be preferable to refuse consent for this proposal and allow planners and other developers to come forward with a design for a truly sustainable development.

What is the destination for air quality?

327. CYC called Dr Ashley Mills to give evidence on public health issues so that the wider issues of human health could be considered. The Inquiry heard conclusive evidence on the medical impacts of air pollution. It also heard that the current regulatory levels under EU and UK law, and the World Health Organisation recommendations, do not offer sufficient protection. The Royal College of Physicians report "Every breath we take: the lifelong impact of air pollution"²⁴⁴ states:

"Neither the concentration limits set by government, nor the World Health Organisation's air quality guidelines, define levels of exposure that are entirely safe for the whole population."

328. This report was written by a committee of the foremost UK medical and scientific experts on the impacts of air pollution. The Secretary of State cannot ignore them. The Inquiry also heard evidence from a local resident regarding concerns within the community about air quality in the area around Anglia Square. Residents are concerned that the proposal would lead to an increase in traffic which would, in turn, increase pollution. It is those who are old, young, or vulnerable with some illness who are most at risk and for whom there is no safe level of air pollution.
329. The destination is for air pollutants to be eliminated completely. In contrast, the Inquiry has only heard from the applicants about whether pollutants can be brought to current regulatory levels, despite the evidence that these levels give little protection to public health. A demonstration of compliance is just the first

²⁴² Further information on increases in particular streets is provided in a table on page 4 of CYC14

²⁴³ DT9 and DT11

²⁴⁴ CD15.11

step on a long road. The destination for air quality must be considered as well, bearing in mind that the Framework states that²⁴⁵:

"Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health..."

330. This wider perspective on air quality matters underwrites the need for a trustworthy scientific process and for a precautionary approach in assessing the air quality impacts of the development. However, CYC does not just rely on the wider perspective. For reasons set out below, CYC considers that the proposal does not even pass the first step of compliance with regulations and planning guidance.

History of air quality in this application

331. Version 2 of the AQA was reported to the planning committee in December 2018. This predicted that by 2028, with the development in place, there would be increased levels of NO₂ at all but one of the 9 receptors modelled. Receptor H, outside the ground floor of Block B (where the NO₂ annual objective limit of 40 µg/m³ applies) was modelled to be 59.0 µg/m³. Two receptors were found to exceed the 1 hour mean objective of 60 µg/m³. Receptor B on Magdalen Street was modelled to be 63.4 µg/m³ and receptor G, which is close to residential properties at 8 to 22 Edward Street and Dalymond Court, was modelled to be 70.6 µg/m³.
332. These breaches are of significant concern on public health grounds. However, no indication was given to the planning committee that this should indicate an unacceptable level of NO₂. CYC considers that immense complacency was shown by the Council and the applicants at this stage. It is only due to the call-in that the issue has been examined more closely. This complacency continued in the applicants' Statement of Case (August 2019) which states that²⁴⁶:

"the modelling predicts that in all locations (with the exception of location C) the development (2028) will lead to an increase in NO₂ concentrations ... the annual NO₂ target is predicted to be exceeded in both the 'with' and 'without' 2028 development scenarios"

The associated public health risks are acknowledged:

"In locations where exceedance of the hourly NO₂ level is predicted, there is the risk that the development could give rise to a wider detrimental public health impact"

333. As of August 2019 the applicants could have chosen to amend the proposal to reduce its impact on air pollutants, such that in the target year (now 2031) levels with the development would be less than levels without the development. For example, the transport plan could have been changed and the amount of residential car parking reduced. These options have not even been tested.

²⁴⁵ Paragraph 180

²⁴⁶ Inspector's note – the submission refers to the applicants' Statement of Case but the references to paragraphs 518 and 521 appear to come from the officers' report (CD2.15)

334. Everything that has happened since air quality became an item on the agenda for this Inquiry amounts to a retrospective campaign by the Council and applicants to do a complete U-turn on their original positions. Three AQAs have been presented, which has been confusing for all concerned. The one thing that remains true throughout is that air pollutant levels, both NO₂ and PM₁₀, are always greater with the development than without.

The quality of the modelling

335. Each new model has further confused the issues around air quality. This can be seen from the variation between AQA results based on 2018 monitoring data and 2019 monitoring data²⁴⁷. According to the applicants, the only difference is the input data from the Council's monitoring. There is huge variation in the modelled values for each receptor, with 4 of the 14 being more than 10 µg/m³ different (equivalent to 25% of the annual mean limit value for NO₂).

336. This shows that the outputs for any data point are significantly dependent on the input set of monitored data used to seed the model, proving that:

- the selection of input calibration data is crucial; and
- changing the input calibration data changes the outputs and renders comparisons between different air quality models meaningless.

337. The input data has changed three times during this process, demonstrating the 'garbage in, garbage out' principle before our very eyes. The applicants' own evidence shows that all the models are inconsistent with each other. Despite the data showing these huge internal inconsistencies, the Secretary of State is asked to accept that all the models are correct in different aspects and that different data items from each can be picked out to prove points about air quality, regulatory compliance and ultimately public health.

338. CYC concludes that none of the models can be trusted. The quality of the work is low and decisions around compliance and public health cannot be trusted based on any of this data.

Inherent optimism in the modelling

Extremely optimistic bias factors applied

339. CYC has particular concerns about AQA Version 3, the model presented in the applicants' evidence²⁴⁸, relating to the optimism inherent in the modelling. Those concerns were set out in opening and in rebuttal evidence²⁴⁹. The Council and the applicants submitted a joint note on bias adjustment factors²⁵⁰. The following points are made in response:

- The joint note fails to mention that the Council has historically rejected using a local bias adjustment factor due to the co-location site being

²⁴⁷ There is a summary table at page 8 of CYC14 which presents figures drawn from WH24

²⁴⁸ Ms Hobson's proof (WH8/1)

²⁴⁹ CYC10 and CYC11

²⁵⁰ ID17

described as a canyon like street. There is no evidence that the site has changed.

- The joint note is wrong to say that CYC suggested a bias adjustment factor of 0.92 based on an outdated spreadsheet. In fact the source of that figure is the Council's 2019 Annual Status Report.
- CYC's note sought to present concerns about the method for generating national bias factors, which can be skewed by even one outlier result. The joint note ignores this concern and refers to a national bias factor of 0.89 which is itself skewed by bad data. The figure is not robust and cannot be relied on.
- The joint note fabricates a reason for CYC's change of approach in relation to the selection of bias factors. In fact CYC only investigated the national bias factor spreadsheets at the time the SoCG was being drafted. This was new evidence which, correctly, led to an updated position.
- The summary of CYC's position on the use of the national spreadsheet is misleading. CYC does not advocate arbitrarily excluding one piece of data. The fundamental point is that the whole national bias factor spreadsheet system is untrustworthy and sorely in need of review by DEFRA.
- Whilst it is right to say that CYC rejects both the local bias factor and the national factors, this situation arises because the DEFRA system is untrustworthy. Professor Peckham and Dr Mills have already shown that the tool improves accuracy in around 70% of cases but degrades it around 30%. Where it degrades accuracy it tends to reduce the original NO₂ measurement, making it more optimistic, as in this case.
- The Norwich 2019 Annual Status Report illustrates that there is no gatekeeping on data fed into the DEFRA spreadsheet. This is another factor enabling untrustworthy national bias factors to be generated.
- CYC's conclusion that neither local nor national bias factors can be trusted is based on the evidence, it is not a deliberately awkward or arcane position.
- The crucial implication for the Secretary of State is that the Norwich 2019 Annual Status Report, and both the local and national bias factors within it, cannot be trusted. Nor can AQA Version 3 which is based upon it.
- CYC accepts that the Council followed guidance in LAQM TG16²⁵¹ in selecting a bias factor. However, the Council has not been placed in a good position by the DEFRA guidance, as the evidence shows that neither bias factor can be trusted.

340. Turning to the local bias factor, it has been noted above that the Council deviated from its approach in previous years in selecting a local bias factor for its 2019 Annual Status Report. It also deviated from clear trends in previous years:

²⁵¹ CD11.37

- Local bias adjustment factors in the years 2013 (2012 data) to 2018 (2017 data) have all been in the range 1.04 to 1.14. The 2019 (2018 data) value of 0.86 is out of kilter. The issues with rogue data²⁵² clearly play a part in this deviation from previous years.
- The national bias factors chosen in Norwich for the years 2013 (2012 data) to 2018 (2017) have all been between 0.96 to 1.02. The 2019 (2018 data) value of 0.86 is out of kilter in this respect too.

341. Two examples show the effect of the Council's choice. If the national bias factor of 0.92 (taken from the 2019 Annual Status Report) was chosen instead of the local bias factor, the outputs of AQA Version 3 would have been 7% higher. If a national bias factor of 0.98 (which is within the range of factors used by the Council between 2013 and 2018) was chosen, the outputs of AQA Version 3 would have been 14% higher²⁵³.
342. CYC submits that the Secretary of State cannot ignore the fact that a local bias factor was chosen which was out of kilter with previous factors used by the Council. Moreover, given the fiasco with the national bias factors for 2019 (2018 data), there is no way to assess the validity of either the local or national bias factor. The uncomfortable conclusion is that the data taken forward to AQA Version 3 cannot be trusted.

ADMS Model configuration

343. The applicant has taken note of CYC's observations regarding street canyons and has re-run the model. However, it was also pointed out that the control parameters which calibrate the meteorological data were set at the default values²⁵⁴. The surface roughness factor was set the same for the reference meteorological site (Norwich airport) and the modelled area. In this case the setting of the default parameters creates higher wind speeds, and correspondingly greater dispersion of pollutants, at Anglia Square. This introduces another optimistic skew to the data. Further model runs would be required at the correct settings to establish what impact this has on the results.

The precautionary principle and emissions factors

344. The applicants argue that the recent example at Wealden sets a precedent for the use of emission factors. At Wealden, the use of CURED emission factors was accepted by the Inspector and Natural England as a precautionary approach. However, it does not follow that the use of CURED here would be precautionary. The scientific quality and integrity of the air quality models is very different. The Wealden AQA was undertaken by leading consultants Air Quality Consultants and broke new scientific ground in modelling a complex habitat. It runs to some 500 pages (with a 500 page appendix) which gives an idea of the depth of the undertaking.
345. The key attribute of the Wealden AQA is that there was a single consistent model, in contrast to the situation at Anglia Square where there have been

²⁵² CYC11

²⁵³ The graph at page 9 of CYC11 shows the impacts of these choices

²⁵⁴ Section 6.3 of Dr Boswell's rebuttal (CYC1/4)

three differently configured models giving diverse results. The Wealden model was calibrated with 106 reference diffusion tubes (compared with 3 in Anglia Square AQA Version 3) measured for 24 months (Anglia Square AQA Version 2 only measured for 3 months). The Wealden model was extremely robust and it was therefore reasonable for results using the CURED emission factors to be considered as a precautionary sensitivity test.

346. It would not be reasonable to transfer this assessment of a precautionary approach to Anglia Square. In the current case optimism accumulates through the modelling, which must be considered as a whole. The outputs²⁵⁵ based on CURED are subject to this optimism. They cannot therefore be taken as a precautionary assessment. The Anglia Square modelling is no comparator to the Wealden modelling. Given the level of uncertainty and the deviation of the outputs from the different Anglia Square models, it would not be scientifically credible to accept CURED as precautionary in this case. Moreover, it has never been the case that one specific situation automatically generalises to other situations, each case should be looked at on its merits.

Conclusions on modelling

347. The retrospective campaign by the Council and the applicants to do a complete U-turn on their position up to December 2019 has been unsuccessful. Although more modelling and more evidence has been provided through the inquiry process, this has not narrowed the differences between the parties. It has done the opposite. The latest AQA proves CYC's point that the quality of calibrating input data is key to the modelling. The models create a diverging set of results and clearly demonstrate the garbage in, garbage out effect. There is huge uncertainty in the modelling that has been carried out. It cannot be trusted.

Overall conclusions

348. The only singular truth is that every model shows that air pollutant levels (both NO₂ and particulates) are always greater with the development than without. This results primarily from increases in traffic. A development which sought to reduce traffic levels in the area would bring down air pollutant levels faster and would thus meet the legal requirement to reduce air quality as quickly as possible. This development does not.
349. It is not possible to reach a clear, trustworthy conclusion that legal levels of air quality will be delivered with the development. Nor is it possible to determine by when legal levels could be delivered. The air quality modelling presented has been confusing and the key issue of optimism across all the modelling has not been addressed by the applicant.
350. CYC submits that the development does not meet the test in the *Gladman* case²⁵⁶ that:

"In different circumstances, and on different evidence, an inspector might be able to assess the impact of a particular development on local air quality by taking into account the content of a national air quality plan, compliant with the

²⁵⁵ As shown in the summary tables at WH24

²⁵⁶ CD15.117

Air Quality Directive, which puts specific measures in place and thus enables a clear conclusion to be reached on the effect of those measures."

In passing, these are words of Lord Justice Lindblom who recently made a historic judgement on Heathrow at the Court of Appeal.

351. The proposal does not even meet the first step of demonstrating that regulatory compliance can be achieved on the path towards the destination for healthy air quality. However, given the very clear health impacts of lower than regulatory levels of air pollutants (both NO₂ and particulates) and the Framework's requirement that development decisions should take account of the likely effects of pollution on health, CYC submits that the Secretary of State would be justified to go beyond the first step. Despite the overwhelming evidence from Professor Peckham and Dr Mills, the Council and applicants show no inclination to go beyond just trying, albeit not conclusively, to meet regulatory compliance. The application must be refused on the basis that the crucial first step has not conclusively been met.

OTHER PARTIES WHO APPEARED AT THE INQUIRY

Norwich Green Party²⁵⁷

Heritage

352. The height, bulk and design would be harmful to the settings of numerous heritage assets and to the NCCCA. Loss of the locally listed buildings at Pitt Street would sweep away the final vestiges of the former historic neighbourhood. The medieval street pattern, including open spaces, markets and river crossings, gives the historic core its distinctive shape and is a key characteristic of the NCCCA. The route between the former Saxon market at Tombland and the junction of Colegate/Magdalen Street is at the heart of the historic street pattern, including numerous heritage assets. These historic streets are relatively unharmed by modern development, such that we can feel a connection to our forebears who travelled them over the past 1,000 years. The applicant has underestimated the impacts. The cumulative harm would be at the high end of less than substantial, if not substantial, and would merit refusal of the application.
353. The intact street pattern reflects the Anglo-Scandinavian pre-conquest town and the Norman town. The north/south axis including Magdalen Street and Wensum Street is an ancient route, possibly Roman, with several medieval churches standing on sites of pre-conquest churches. Contrary to the applicants' assertion, the street pattern has been relatively fixed since the middle ages. Dr Miele focussed on the main character areas rather than considering this key characteristic of the NCCCA. He has not assessed the full impact of a colossal modern tower, interrupting the skyline, on important heritage assets along this route. Mr Webster found major harm to the St Clements Church/Fye Bridge Street/Wensum Street group.

²⁵⁷ Summary of comments made orally by Cllr Carlo and Dr Boswell and their respective notes at NGP1, NGP10 and CD16.8

354. The tower is intended to act as a waymarker. Its impact would be felt across the historic city. The officers' report was ambivalent about three of the four arguments in favour of a tall building, although waymarking was accepted as a benefit. The tower and associated blocks would isolate the historic city beyond St Augustine's Church. In seeking to emulate the city landmarks to the south, the applicants are endeavouring to re-engineer the historic character of the north city. This would contradict the purpose of the NCCCA. Norwich over the water has a rich variety of historic buildings and development has remained low rise apart from 19th century industrial buildings along the river. Overall, the impact on numerous heritage assets and the NCCCA would be at the high end of less than substantial harm. The NCCCA would neither be preserved nor enhanced.

Housing

355. JCS Policy 4 sets a single affordable housing target (33%) for the whole plan area. This target is outdated and has failed to deliver enough affordable housing, particularly in Norwich. The Strategic Housing Market Assessment (SHMA)²⁵⁸ provides a robust and strategic evidence base for appraising the development. The overall need for affordable housing in Norwich is 38.3% of the total need, significantly higher than the JCS policy suggests. Both the SHMA data and the housing queue data for the NR3 postcode indicate that more than 25% of affordable homes should be 2 bedroom units. The delivery of just 10% affordable housing is very poor compared with the JCS requirement and extremely poor compared with the need identified in the SHMA.

356. The SHMA data shows that 66% of 1 bedroom flats and 51% of 2 bedroom flats need to be affordable. The affordable flats proposed would almost all be 1 bedroom flats (plus 9 houses). The proposal would not even deliver 10% of the affordable housing required because 2 bed units make a greater contribution to meeting housing need than 1 bedroom units. This amounts to a hidden subsidy to the developer. Moreover, no housing would be delivered in the first phase so the proposal would jam up the housing queue for at least another 5 years.

357. The planning committee was led to believe that the scheme would make a significant contribution to the need for 1 and 2 bedroom flats up to 2036. However, this is only true for market housing. It would make only a 3.4% contribution to the need for affordable 1 and 2 bedroom flats. The proposal would create a structural imbalance between affordable and market housing in Norwich which could not be corrected by other developments during the plan period. The ability to meet the needs identified in the SHMA would be undermined, contrary to the housing policies set out in the Framework²⁵⁹.

Climate change and energy

358. The Framework states that the planning system should support the transition to a low carbon future, contribute to reducing greenhouse gas emissions and support renewable and low carbon energy²⁶⁰. The proposal lacks a positive

²⁵⁸ CD2.21

²⁵⁹ Paragraphs 59, 61, 64 and 65 of the Framework

²⁶⁰ Paragraphs 148, 150 and 151 of the Framework

environmental vision that would support these objectives. JCS Policy 3 requires 10% of energy in new developments to be from renewable or decentralised sources. This policy is out of date and much higher requirements are achieved in other plans. An aggregate energy saving of 23% is proposed. The renewable energy element comes from air source heat pumps for the commercial units. The renewable energy level for the housing (photovoltaic panels on the 9 houses) is much less than 10% and does not meet Policy 3.

359. The Chancellor's 2019 Spring statement sought to phase out gas for domestic heating with no new gas installations from 2025, yet the scheme proposes 1200 gas boilers. Other options should be considered, including ground source heat pumps, electric heating and greater use of photovoltaic panels. The proposal should be refused because it is contrary to the Framework and the housing element does not meet JCS Policy 3. Gas should not be installed in any of the units.

Other objections

360. The commercial retail units would threaten the distinctive shopping offer of Magdalen Street and harm a thriving artistic community. The level of parking (1,540 spaces in total) is excessive in such an accessible location. The additional traffic generated would increase community severance, air pollution and carbon emissions. The scheme lacks play space for children and green space for residents. There would be excessive hard surfacing and a pathetic biodiversity gain.

Conclusion

361. Norwich has always accommodated change. Destruction on the scale of Anglia Square is not typical. That damage could be mitigated by sympathetic redevelopment but this proposal would not do that. Overall, the benefits of the scheme would be considerably outweighed by the disbenefits. NGP wants to see a development where housing, shops, employment and green spaces are blended to create a strong community that fits with its surroundings. It should be ready for net zero carbon. The Goldsmith Street housing development, which won the Stirling Prize for 100 social houses built to passivhaus standards, is an example of what can be done. Norwich is often said to be 'A Fine City' – it should not be allowed to turn into 'A Once Fine City'.

Norwich Over the Water Society²⁶¹

362. The existing pagoda was constructed in the 1980s to improve the attractiveness of the square and has been popular with the public, being used for plays, musicians, charity events and carol singing. There is no equivalent facility in the scheme. Losing this all-weather facility would be a significant loss and would harm the commercial potential of the square by discouraging its use in wet weather. The proposals make insufficient provision for security. The flyover is poorly lit and puts people off. A security office placed next to the flyover, together with adequate lighting, would encourage people to visit the square. More secure cycle parking is needed for those visiting or working at Anglia

²⁶¹ Summary of comments made orally by Mr Scruton and others and in NOTW1.

Square. Car parking should be provided underground, with computer controlled car stacking avoiding the need for vehicles to drive round in search of a space. The Under the Flyover scheme looks promising and should go ahead at an early stage.

363. There has been a lack of regard for the culture of the area. It is unlikely that a new cinema company would be interested in this location. This presents an ideal opportunity to replace the Opera House in Norwich which was demolished some 50 years ago. There is also an opportunity for an art gallery, which would complement the Castle Museum. The artists currently based in Gildengate House should be accommodated in the development. The name of the square should be changed to something that is truly locally distinctive. Possibilities include Stump Cross Square (for reasons of local history), Hansard Square and The Squares Over the Water.

Hugo Malik²⁶²

364. Mr Malik is a former Norwich City councillor and member of the planning committee. Norwich is not a wealthy city in an economic sense although it is rich in many other ways. It is built on communities that thrive in Victorian and Edwardian terraces, spacious suburban bungalows and fantastic low-rise Council estates. These communities overlap in Norwich's historic lanes, vibrant artistic scene, outdoor market (the largest in Europe) and independent cafes and restaurants. NS was correct to point out that the proposed density would be four times that thought to be acceptable in Leeds. The developers told the Council they would only proceed if they could apply for exemption from CIL. This would amount to some £8.8 million which could have been put into local infrastructure and services. Together with the HIF funding, this amounts to over £22 million of public money. Even so, the scheme is only marginally viable. There is good chance that it will end up as a white elephant or a half finished empty tower.
365. Norwich has a proud history of supplying affordable housing. However, over the last five years private developments have regularly been granted planning permission despite being in breach of development plan policies on affordable housing. This has mainly been on grounds of viability and claimed economic benefits. The current proposal is almost entirely flatted. This mix does not meet the housing needs assessment and conflicts with the housing policies of the Framework. The 120 affordable units amount to less than 10% of the dwellings, compared with a policy requirement for 33%. The quality of the homes is also a matter of concern, as identified by Design South East who highlighted limited access to daylight and natural ventilation and corridors that mostly lack external windows.
366. There are numerous discrepancies in the officers' report which concludes that either approval or refusal could be justified. This was hardly a ringing endorsement. The report was hardly glanced at by the planning committee. Significant concerns on behalf of Design South East were only briefly touched on. The summary of the Council's heritage evidence to this Inquiry is that the harm (in heritage terms) is greater than that claimed by the applicants and

²⁶² Summary of comments made orally and in HM1 and OD23

greater than the heritage benefits of the proposal. This is an appalling application which breaches every policy in the JCS and DM Plan. It would be vastly detrimental to the heritage of Norwich and would set a national precedent for a dystopian future for similar sized towns and cities.

New Anglia Local Economic Partnership²⁶³

367. New Anglia Local Economic Partnership supports the application. Anglia Square presents a significant opportunity to create an iconic skyline for Norwich which would reflect the modern ambitions of a digitally creative city. The scheme would provide a significant number of construction and supply chain jobs during the construction phase and a broader mix of employment in the longer term. Norwich benefits from strong technical, digital and creative sectors which are growing fast. The scheme would drive jobs and investment, helping to deliver the Norfolk and Suffolk Economic Strategy.

Cathedral, Magdalen and St Augustine's Forum²⁶⁴

368. Cathedral, Magdalen and St Augustine's Forum (CMSA) represents residents, businesses and community interests across the north city. It opposes the application, which would be out of keeping with the historic mixed-use nature of the city centre. The proposal would undermine the present role of Anglia Square in supporting the community and foreclose on the opportunity for appropriate regeneration of the wider area as a thriving mixed creative industries quarter. The scheme is overly dense and its negative impacts have been severely underestimated. It would inflict substantial harm on the historic environment and CMSA supports others who have given evidence on this matter. CMSA was set up to initiate a neighbourhood plan for the north city. It offered to facilitate dialogue between the developer and the community. That offer was not taken up but the developer agreed to receive a community brief to articulate the aspirations of the community in terms of use, scale and place making. CMSA undertook a community design weekend in January 2018, engaging local people in a co-design exercise. The resulting community vision was submitted to the Council and to the Inquiry²⁶⁵. It is commended to the Secretary of State.

369. Previous proposals were overtaken by changes in the retail sector. Following the property crash the site was frozen within Ireland's National Asset Management Agency. The new owners have promoted a scheme which is an opportunistic response to the delivery of housing numbers rather than addressing the needs of the local area. These include the needs of those engaged in the creative, entrepreneurial and cultural industries, (including live/work/sell accommodation), older people and young families wishing to trade up from Victorian terraced houses. The way in which the scheme is designed makes it inherently unaffordable to the local market, such that it would not contribute to building a strong and vibrant community. It would be a dormitory development.

370. Traders are concerned about the impact on existing small scale shops and niche businesses. The scheme fails to respond to the needs of the growing digital and

²⁶³ Summary of comments made orally by Ellen Goodwin and in CD21.33

²⁶⁴ Summary of comments made orally by Mr McGlyn and in CD21.5

²⁶⁵ CD21.6

creative sector, due to an unsympathetic development format and a lack of place making. The shops at Anglia Square serve the needs of the local community well and are highly cherished. A standard mixed use shopping centre would compete with the Castle Quarter and Chapelfield centres. The proposed units would be ill matched to retaining and growing the local convenience retail component. The LDC designation needs to be urgently re-examined in the light of changing retail trends. The proposal would conflict with development plan policies relating to sustainable development, amenity, design, heritage, energy and climate change.

John Howkins²⁶⁶

371. Although Anglia Square has the scope for transformational change this scheme would not deliver that. Less than 20% of the workforce now works 9 to 5 in an office. The national emphasis is on creative, digital and technological innovation. The developer seems to have no awareness of the needs of these sectors. The scheme would not be attractive to these people, who look for low rise flexible spaces suitable for work and living. Barriers between uses are becoming blurred and the need is for flexibility. This would be a brutal and insensitive form of development, demonstrating a lack of appreciation of Norwich as a historic city and as a commercial, social and cultural ecosystem. It ignores the fact that the adjacent streets have developed a vibrant economy based on independent shops and restaurants and a growing creative hub. The proposed design and density are in direct contradiction to this kind of local development.

Dr Judith Ford²⁶⁷

372. Nowhere else has such a diverse selection of independent eateries as Magdalen Street. The independent shops are equally diverse, with a wide range of food and non-food products. These are proper High Street shops that the rest of the country seems unable to support. This is an eclectic and vibrant multi-cultural area that should be supported. In contrast, the proposal is for a soulless London-style development. The 10 and 12 storey flats in Blocks F and G would create a wind tunnel. Natural light would be very poor to the lower flats, resulting in depressing living conditions. Many of these flats would be accessed by long internal corridors. The proposal makes no contribution to community facilities.

373. The scale of the buildings would be out of proportion to the surroundings. This would be a dormitory area, destined for the buy-to-let market, with many transient residents. It would not be a community. There is no need for more shops, there are already two shopping malls in the city. Anglia Square itself is the best outdoor performance space in Norwich, being covered and sheltered from the wind. Plays put on there have been very well attended. This is not an area that needs to be brought upmarket. The existing shops are flourishing because they are affordable to local people. The tower blocks of the 60s should tell us that this is not the way to go. We could do so much better. The area needs a greener, more exciting future, building on the real strengths of what is already there.

²⁶⁶ Summary of comments made orally and in CD21.37

²⁶⁷ Summary of comments made orally and in OD20

Dr Alison Dow²⁶⁸

374. There are dramatic inequalities in health, employment, financial stability and even life expectancy within Norwich. Earnings in Norwich are lower than the regional average. Despite the image of Norwich as a dynamic city with a prestigious university, a teaching hospital and a world-class research park, it is the second most deprived local authority area in the east of England. The three wards closest to Anglia Square have the highest levels of deprivation in Norwich, leading to increased incidence of disease, drug use and child safeguarding issues. Anglia Square is the 'go to' destination for the local community, offering affordable shopping and a social hub. The proposal is disrespectful to local residents. It would bring only high density, small units (not conducive to good health), high priced shops and very little affordable housing. This is a development that would exclude local people and do nothing to improve health outcomes in the wider community.

Ian Gibson

375. Mr Gibson was Member of Parliament for Norwich North for 20 years. In general, the public have not responded much to this Inquiry process. However, there is great opposition to this scheme in the wider community. There was an amazing response to a recent play staged in Anglia Square. Norwich is not the same as London and comparisons with the Shard, as a catalyst for regeneration, are not relevant here. The Forum is a successful modern development within the historic city. It has worked because of the particular uses, including the BBC, that it accommodates. Historically, north Norwich has been disadvantaged compared with the south of the city, for example in relation to access to higher education and health facilities. For many years Council investment has been diverted to the south. People here are worse off and feel powerless. Norwich is effectively two cities. The proposal contains minimal affordable housing and would not deliver the things that local people want and need. There is fierce opposition to the crude 20 storey tower block. This is something that no other historic city in England would even contemplate.

Joanna Smith

376. Ms Smith spoke first on behalf of Clive Lewis MP. It is accepted that Anglia Square needs investment but this proposal is unacceptable. The Chapelfield shopping centre makes adequate provision for national retail chains. Something more local is needed at Anglia Square. Norwich is a living and evolving city where there is a delicate balance between new and old. This would be an insensitive and characterless scheme. It would not represent good quality or sustainable development. The developer states that the proposal would not be viable without exemption from CIL. Viability is being used cynically as a lever for an oversized, poorly designed scheme that would provide only limited affordable housing. It would do nothing for the long term well-being of the area. The Goldsmith Street development sets a standard that should be followed for sustainable and beautiful development.

²⁶⁸ Summary of comments made orally and in OD21

377. Ms Smith then spoke in a personal capacity. This area is already meeting the needs of its people. The Council is desperate to replace an eyesore but local people do not want this development, which would tower over St Augustines Street. The traffic generated would cause gridlock in surrounding streets. The public spaces would be in shadows, rather than being light and sunny. The flats would be served by long, dark corridors. This would not be a people friendly place, nor would it create a new community. This part of Norwich has already suffered from wartime bombing and 1960's planning. It must not see a third wave of destruction. The city deserves better.

Norfolk Gardens Trust²⁶⁹

378. The Trust is concerned about the settings of the Grade II* Catton Hall Park, the Grade II* Waterloo Park and views from Mousehold Heath and Kett's Heights. Catton Hall Park was the first park landscaped by Humphry Repton, who used the Cathedral spire as a key feature in his design. Waterloo Park was the last of the parks designed by Captain Arnold Sandys-Winsch. The centrepiece of the park is a listed pavilion from where there are magnificent views across the city. The Cathedral spire stands out in views from the upper path. The proposal would be in view, especially in the winter, rivalling the view of the Cathedral from the heart of the park. The prospects from Mousehold Heath and Kett's Heights have inspired numerous works of art. The proposal would forever destroy these famous views. An unfortunate precedent would be set. The standard of excellence demonstrated by the Goldsmith Street development should be extended to this site.

Jan McLachlan

379. Up and down the country there are examples of gentrification at the expense of established communities. This is multi-cultural working class community. Anglia Square may not be pretty but people can afford to shop there. With homelessness on the increase and over 4,000 on the housing waiting list there is a great need for truly affordable housing. A completely different type of development is needed here.

Cllr Martin Schmierer

380. Cllr Schmierer represents Mancroft ward on Norwich City Council. Whilst Anglia Square is in a sorry state there is a risk of repeating the mistakes of the past. Regeneration must meet the needs of residents and local businesses. This proposal would do neither. With so much public money going into the scheme through HIF and CIL relief it is despicable that so little affordable housing would be delivered. There would be no green spaces for the community. Roof gardens do not meet the policy requirements of DM Plan Policies DM3 or DM8. Off-site space, on the other side of a busy road, does not make up for the lack of space on site. The height of the scheme would result in overshadowing of adjoining streets.

381. Paragraph 85 of the Framework states that planning policies should look at least 10 years ahead. There is a crisis on the High Street with even major department

²⁶⁹ Summary of comments made orally by Peter Woodrow and in OD22

stores struggling with the trend towards online shopping. There has been a loss of retail space at Castle Quarter. The proposal would be detrimental to vitality because it would compete with the existing shopping centres. The existing shops at Anglia Square are well used and serve a local function but it is questionable whether there will be demand for the new shops.

382. Norwich has an iconic skyline which is, in the main, low rise. The 20 storey residential tower would in no way equate to the Cathedral. It is not just the tower that is of concern. The mass and height of the surrounding blocks would dominate the area. The very high density of the scheme would conflict with DM12. The design is disappointing and pays no regard to the character of the NCCCA. The PGN identifies Anglia Square as a negative feature. This scheme would be a missed opportunity to reconnect the site to its surroundings. It is necessary to listen to the community and go back to the drawing board.

Ian Couzens²⁷⁰

383. Mr Couzens is a former Councillor and Leader of Norwich City Council. The massive scale and bulk of the scheme would be out of keeping, particularly the tower which would impact on the skyline and degrade the setting of historic buildings. Norwich has a long and successful record of city centre regeneration projects which fit well in their surroundings. In this case there are many objectors including community groups and civic organisations. It was rash of Homes England to ignore their own guidelines which state that local support is needed where HIF funding is awarded.
384. The Council considers that the scheme would bring major economic benefits, such as to outweigh the effects on the historic environment. The reports focus on deprivation within the Council's administrative area. However, Norwich has long outgrown its boundaries. In adjoining parts of Broadland and South Norfolk there are thriving business parks, low unemployment and significant housing growth. It is misleading to compare employment in the construction sector in Norwich with the regional average. In reality construction labour is highly mobile. There may be around 18,000 working in construction across the three local authority areas. The scheme would have a marginal impact on construction employment. Turning to the operational phase, total jobs in hotels, shops and leisure facilities are governed by spending power. Over time, it is likely that the jobs position would be neutral, whether or not the scheme is built. Moreover, the very concept of an LDC looks dangerous when the bricks and mortar retail sector is going through such convulsions.
385. There have been dire warnings that not proceeding with the scheme would send the wrong message to investors. However, property developers will get a clear message that poor design is unacceptable and will come back with more appropriate proposals. Businesses seeking new premises would consider a whole range of priorities and it is hard to see how the future of Anglia Square would be a determining factor. Norwich is not bad at retaining graduates, even though starting salaries are low. Graduates find the city attractive and are keen to stay if they can. There is a need to attract higher value jobs but this does not require such a radical change in the built environment. If the scheme does not proceed

²⁷⁰ Summary of comments made orally and in OD36

the impact on the economy would be insignificant. However, if it does proceed, the impact on the built environment would be dramatic and destructive.

Norwich Conservative Federation²⁷¹

386. The proposal would be wholly out of place within the city walls of Norwich. The evidence of HE and SBH is fully supported. There should be greater ambition to create destination architecture. The city has an abundance of one bedroom apartments. Creating over 1,200 flats lacks social balance. Such schemes are designed as investment vehicles, not for local ownership. A more specific assessment of housing demand is needed. The alternative schemes put forward show that around 650 residential units could be built in an acceptable way. There is no need for a further 600 units to meet housing requirements across the Greater Norwich area.
387. The Council's evidence on economic development shows little understanding of how to achieve appropriate solutions. There is no market need for the type of commercial space proposed. The demand is for small, flexible, cheap start-up units. This project would do nothing to build a stronger or more competitive Norwich. The proposed retail spaces fail to respond to the needs of the economy. Existing large retail spaces are at risk with the moves towards online retailing. Creating retail space that competes with the city centre will simply cannibalise the existing market. The attempt to create a competing retail centre in this secondary area (rather than complementary retail/commercial areas) is not appropriate and conflicts with the Framework in this regard.
388. The proposal is not sustainable, either at an environmental or a social level, with low quality retail jobs and a limited housing offer. The alternative visions put forward by CMSA and HE show that there are less harmful ways of achieving housing delivery and economic growth. There is an opportunity here to create a thriving new quarter of human scale. Overall, the proposal would drive a coach and horses through the Framework, the Greater Norwich Local Plan, the JCS and the DM Plan. It is impossible to see how this project passes any of the tests in the recent document 'Living with beauty, promoting health, well-being and sustainable growth'. It should be rejected.

Michael Innes²⁷²

389. Mr Innes is an architect who has worked in Norwich for many years. Norwich has a unique physical and cultural identity. It has 1,560 listed buildings including 32 medieval churches. Anglia Square (and the inner ring road) was invented at a time of great pressure in the post-war period, including a desire to get the Stationery Office to relocate to Norwich. This scheme is oblivious to the architectural and historical values that could bring real gains. The pace of housing development is set to continue, so we need to be more careful than ever, especially in Norwich. Conversions of offices and warehouses have largely been successful but there is a limited supply of such sites. It is ironic that this Inquiry should come at the same time as the plaudits for Goldsmith Street. These proposals should be refused to make way for a policy of repair and

²⁷¹ Summary of comments made orally by Mr Oxley and in OD27

²⁷² Summary of comments made orally and in OD28

extension of the community, with a scale that sits comfortably within Norwich over the water. There is a need for a considered brief and a design competition.

Gerard Stamp

390. Mr Stamp is an artist. The 1960s development of Anglia Square had the effect of severing and ghettoising part of the city. There is an opportunity to repair that damage. The 'Living with beauty' report recommends a fast track for applications that enhance beauty. This proposal would bear no relation to its context and would be worse than Anglia Square. The 20 storey tower would do immense damage to Norwich. If similar harm were inflicted on Bath or York there would be an international outcry. 'Living with beauty' aims to change the nation, creating places rather than faceless architecture. Norwich should aspire to that, rather than repeating the mistakes of the past.

Cllr Danny Douglas²⁷³

391. Cllr Douglas is a Norfolk County Councillor and a Transport Manager. The community is positive about the need for development on the site but most have expressed concerns about the scale of the tower. Many are also concerned about the lack of green space, traffic congestion and air pollution. The local plan outlines our shared ambitions to use and enhance the historic fabric of the city to support the economy. However, this proposal runs contrary to many policies, including by impinging on views from Mousehold Heath. The collapse of retail on the High Street has continued since the application was submitted. Retail space within the development is likely to appeal to chains rather than independent small traders.

392. Providing retail space at Anglia Square risks the sustainability of the fragile bus ecosystem. There are no direct services from communities to the south, west and east of Norwich so driving would be more attractive. This would undermine the commercial viability of the bus network. The underutilised retail locations at St Stephens and Castle Quarter have direct bus links to much of Norfolk as well as improved walking routes to the railway station. A successful retail development at Anglia Square would damage these retail locations and cause a modal shift to car use. The proposals contain insufficient affordable housing, in the wrong phase and the wrong types of unit. In summary, the proposal does not conform to our shared vision as expressed in the local plan.

Anna Brass and Paul Fenner

393. Ms Brass and Mr Fenner are artists who have studios in Gildengate House. There is great energy in the Norwich art scene which includes many graduates from the local art school. Norwich over the water is an artistic quarter due to the availability of affordable studio space. Gildengate House accommodates some 80 artists, the biggest concentration of artists in the city. Loss of this space is a threat to the wider cultural life of the city. The quality of the proposed design is poor and would be destructive to the townscape of Norwich.

Phillipa Clements²⁷⁴

²⁷³ Summary of comments made orally and in OD35

²⁷⁴ Summary of comments made orally and in OD29

394. Ms Clements is a local resident and business owner. There has been what looks like a standard consultation exercise but this falls short of a full and proactive consultation. However, the community is willing and able to engage. There have been many objections made during the planning process along with petitions, community activities, theatre and song. The current poor state of Anglia Square is a constant theme in responses, particularly from the relatively small number of supporters. The comments of the Magdalen Street Traders Association reflect a fear that the developer will walk away. The Council's evidence also reflects a fear of sending the wrong signal to potential investors. However, fear is not a good reason to accept a poor plan. Had there been fuller engagement, a more sensitive and sustainable plan could have been developed. This Inquiry seems to be testing how far away from what the community wants can be got away with. The Inquiry should test the strength of the Framework, which seeks development appropriate to its location that engages with community aspirations.

Jeff Jordan²⁷⁵

395. Mr Jordan is a local resident. The applicants' transport witness suggested that there is no correlation between car ownership and car use. However, those with one or more cars are likely to drive more than those who do not own one. Car clubs are proposed but there is no guarantee that additional bays could be provided, if the need is greater than the 9 bays initially planned. No information was given about the increase in bus services necessary to accommodate the new residents. The car park is likely to add to congestion at times when it is full and cars are trying to enter already congested roads. Cycling would be an excellent way for residents and visitors to travel but there was no mention of cycle storage space for residents and a minimal number of bike racks would be available for the public. There is likely to be insufficient space for the delivery vehicles needed to service a huge increase in online shopping.

Helen Leith²⁷⁶

396. Ms Leith is a trustee of the Norfolk Historic Buildings Trust. The proposed tower and some of the blocks would do unacceptable and unnecessary harm to the skyline. The design could have been more sensitive, with more contextual references, more affordable housing, more family housing, more community space and more facilities. It is a 'could be anywhere' design that relies too much on retail provision which is unlikely to be fully realised. This design could be modified to make it more acceptable. The application was only narrowly approved by the Council, notwithstanding severe reservations about impacts on the historic environment and conflict with the PGN. The 'Living with beauty' report is timely. It identifies a disconnect between what communities want and what architects and developers wish to impose.

397. The historic skyline of Norwich has remained largely unchanged for 1,000 years. The most important buildings on the skyline are civic, historic or religious. A residential tower cannot be compared with these historic buildings. The recent Pablo Fanque House is a disaster. The gulf between what the architect/

²⁷⁵ Summary of comments made orally and in OD30

²⁷⁶ Summary of comments made orally and in OD34

developer wants and what the public wants is clear from the aggressive language of ego used by the applicants (*'unashamedly urban'*, *'strong visual landmark'*, *'punctuates the sky'*). Norwich does not need markers punctuating the sky and ruining key views of the city.

398. The DM Plan says heritage harm will only be allowed where there are over-riding benefits. There is no evidence of such benefits here. The Council's conservation officer has identified weaknesses of the scheme. Good modern design, such as the Forum and Goldsmith Street, is welcomed in Norwich. This scheme should be modified to create a beautiful and sustainable development that will benefit the city in the long term.

Cllr Jamie Osborn

399. Cllr Osborn is a Norwich City Councillor. The scheme would not provide a sufficiently good quality of life. It is disproportionately reliant on cars with over 1,000 parking spaces. There should be low (or zero) parking provision in this location. The streets are already choked with traffic and air quality is a serious concern. The proposal would not build on the unique character of Norwich's independent retail sector. A mainly flatted scheme would not represent good place making. We need to take the climate emergency seriously and come up with an alternative scheme.

Matthew Williams²⁷⁷

400. Mr Williams is a geologist and local historian. We can learn a lot from recent history, for example, understanding the medieval routes which developed across the city can help plan cycling and walking networks for a low energy future. Ultimately geology drives everything, including the form and topography of the city and its reason for being here. There is a coherent linkage from subterranean conditions through multiple phases of human intervention to produce the heritage we see today. Over centuries, new developments have taken place in accordance with the grain of the city.
401. Anglia Square goes against that grain. It is a large east/west monolith, imposed on earlier more subtle patterns of routes and property boundaries, bearing no relation to the previous texture. Mass clearance snuffed out the life of part of the city centre that was previously intensively used, leaving unusable triangular peripheral plots. The proposal attempts to restore an echo of original diagonal routeways. However, this is a feeble gesture in the face of the scale and 'against the grain' impact of a scheme. It would repeat and indeed amplify the errors of the 1970s with an even more massive intrusion into the landscape of a low rise area. The proposal will not work spatially, culturally or in terms of the needs of the community. A different approach is possible. We need to work with the grain of the city.

Neil Cooke

402. Mr Cooke is a local resident and retired conservation architect. The applicants first sought to justify the proposed tower as a landmark or waypoint. It is now said to be a symbol of regeneration. In reality it would be a marker of 1960s

²⁷⁷ Summary of comments made orally and in OD31

vandalism, when potential listed buildings were demolished to make way for the ring road and Anglia Square. Visitors have difficulty finding Elm Hill but the solution is not to build a tower there. Why does Anglia Square need one? The clock tower on City Hall is a landmark but people found the market for 1,000 years before it was built. The Council should admit its mistake and work with local people. Norwich needs a Tate East or a concert hall. Regeneration should support the arts and the digital sector, promoting better long term jobs. Norwich over the water needs to be healed and Anglia Square needs a better design.

Kate Murphy²⁷⁸

403. Ms Murphy is a local resident and has a studio in Gildengate House. Approaching Anglia Square on foot, by bike or on the bus is a source of intense enjoyment, contributing to well-being on a daily basis. Such uplifting experiences can be experienced from St Augustines Street, Aylesham Road (from where the Cathedral spire is seen) and Gildencroft Park. The Norwich skyline is exciting. Key features appear around corners where one might not have expected to see them. These benevolent features, which are low in height, are connectors to past populations. They give the viewer a sense of being woven into the city, its views and its long lifespan. The glass roofed pagoda at Anglia Square invites you to sit, relax and look around. It is a place to feel connected to one another and spend time together without spending money.
404. These are positive emotional feelings of being in and around Anglia Square that will not exist for a person in and around the proposed development. Inevitably, redevelopment will take place. However, the Council should take a lead in protecting the unique emotional and community sustaining features that are facilitated by the existing structures, when the structures themselves are changed. This proposal would obliterate those features, degrading the area socially and physically. Norwich should be protected from this.

Charlotte Helliwell

405. Ms Helliwell is a local resident. Norwich is a fascinating city. In 1967 it gained the first pedestrian shopping street in the UK. It is the largest city to survive without losing its medieval structure. It has evolved into a modern city without losing its character. Anglia Square is an eyesore and a mistake. Any replacement should enhance the local area and Norwich as a whole. The proposal would not do that. The bulk, density, homogeneity and mediocrity of the design would be a bigger eyesore than the existing buildings. The scheme includes little affordable housing and would cause an influx of people from elsewhere. Different priorities are needed, including low rise housing, green spaces, small business units and a cinema. Car access should be limited. The community should be much more involved. The Council has seriously underestimated the harm to the city skyline and views. The site presents a wonderful opportunity but this scheme would be a huge mistake.

Victoria Penn

²⁷⁸ Summary of comments made orally and in OD32

406. Ms Penn spoke on behalf of a local resident, who was unable to attend, and Car Free Norwich. The local resident is concerned about poor air quality generally. Pollution levels at Anglia Square, Magdalen Street and St Augustines Street are of particular concern. The prospect of the additional traffic that would be generated by the proposal is frightening because of the effect it would have on air quality. Car Free Norwich sees an opportunity for Norwich to become one of the great car free cities of Europe. The concentration of car parking in the application scheme is regressive and would reduce the uptake of sustainable travel modes.

Philip MacDonald

407. Mr MacDonald is part of the leadership team at Surrey Chapel, which has been at its present location (within the application site) for 35 years. There is an option to relinquish the site in favour of relocation. Negotiations with the applicants have been positive and all parties have worked hard to develop an alternative building. Surrey Chapel is conscious of the deterioration of Anglia Square. Whilst it is understood that there are conflicting views, the proposal provides an opportunity to regenerate the site, provide new jobs and create a new community. It is hoped that the applicants will get the opportunity to carry out this sustainable and inclusive development.

WRITTEN REPRESENTATIONS

408. The representations received by the Council when it considered the application are summarised in the officers' report which notes that there were 939 representations from individuals in addition to representations from statutory bodies and community groups²⁷⁹. A wide range of points of objection and some points of support were noted. In general, these related to matters covered elsewhere in this report.

409. Numerous written representations were submitted in response to the call in. These included around 12 of letters of support from individuals. These mentioned the need to reverse a long period of decline, to remove an eyesore and improve the area and to promote new housing and employment²⁸⁰. The Magdalen Street Area and Anglia Square Traders Association, whose membership includes over 100 businesses in the locality, supports the application and is keen to see it go ahead without delay²⁸¹. It comments that there has been further decline over the last three years with the closure of the cinema and loss of two long standing businesses fronting Anglia Square. The developer has assured the traders that Anglia Square would be developed in stages, such that it would remain open throughout. It would be retained as a community based centre. Anglia Square cannot survive much longer. This is a deprived area and there is a desperate need for the work, homes and sustainability that this scheme would provide.

410. Representations have also been received on behalf of two shopping centres in central Norwich. The owners of the Castle Quarter centre object to the

²⁷⁹ Paragraph 37 and following of CD2.15

²⁸⁰ For example, CD21.38 to CD21.41; CD21.46 to CD21.50 and CD21.52 to CD21.55

²⁸¹ CD21.60

application on the basis that there would be a significant increase in main town centre uses. They argue that this would not be consistent with the role of the site in the retail hierarchy, contrary to JCS Policy 19²⁸². Planning conditions are suggested to limit the range of commercial occupiers and prevent the merging and/or subdivision of units. The owners of the Chapelfield Shopping Centre do not object to the principle of the scheme but are concerned about the retail element. They suggest that it would compete with the primary retail area of Norwich, rather than complementing it as required by the PGN²⁸³. Conditions are suggested requiring that at least 3,000 sqm of the retail space be restricted to convenience goods and that at least 70% of the flexible commercial space be for retail use. They also seek restrictions on occupation by any retailer who is currently occupying floorspace in the primary shopping area of Norwich.

411. The majority of written representations submitted in response to the call in, and those submitted at the Inquiry, were from objectors²⁸⁴. The grounds of objection generally related to matters covered elsewhere in this report.

CONDITIONS

412. The suggested conditions were discussed during the course of the Inquiry. The final schedule of suggested conditions²⁸⁵ was agreed between the Council and the applicants and was not disputed by other parties present at the Inquiry. I have considered the suggested conditions in the light of Planning Practice Guidance. I have made some changes to detailed wording in the interests of clarity. However the conditions set out in Annex G are, in substance, the same as those suggested. Conditions 25 and 28 require matters to be approved before development commences. This is necessary because these conditions address impacts that would occur during construction. The applicant has agreed to the pre-commencement conditions²⁸⁶.
413. Conditions 1 to 12 relate to the detailed element of the hybrid application. Condition 1 is a standard condition, modified to reflect the fact that the tower would not be constructed as part of the first phase. Condition 2 requires development to be carried out in accordance with the plans in the interests of clarity. Condition 3 restricts construction of the tower until such time as the reserved matters for the buildings that would be physically attached to it have been approved. Condition 4 requires approval of materials and other building details in the interests of the character and appearance of the area. Condition 5 requires approval of hard and soft landscaping in the interests of the character and appearance of the area, biodiversity and the living conditions of future residents.
414. Condition 6 requires approval of a car park management plan. Condition 7 requires connection to the city wide variable message signs. Condition 8 requires the use of existing surface level public parking within the site to cease.

²⁸² CD21.1

²⁸³ CD21.2 and CD22.19

²⁸⁴ CD21.3 to CD21.64; CD22.1 to CD22.44 and Inquiry documents in OD series (noting that some representations of support are also included in this set of documents)

²⁸⁵ ID13

²⁸⁶ WH25

Together, these conditions are necessary to ensure that the public car parking accords with development plan policies promoting sustainable transport choices. Condition 9 provides for monitoring of the use of residential car and cycle parking. Condition 10 requires a proportion of the spaces in Block A to be held back for use by residents of later phases. Together, these conditions are necessary in the interests of sustainable transport. Condition 11 requires the provision of a foodstore in Block A, in the interests of enhancing the function of the LDC. Condition 12 secures the delivery of public toilets and a Changing Places facility in the interests of inclusivity.

415. Conditions 13 to 15 relate to the outline element of the hybrid application. Condition 13 is a standard time condition, modified to reflect the phased nature of the development. Condition 14 requires development to be carried out in accordance with the plans and that the reserved matters comply with the parameter plans. This is necessary to ensure that the scheme is consistent with the impacts assessed in the ES. Condition 15 requires some further assessments related to specific development parcels. This reflects the phased implementation of the scheme and will enable effective mitigation of impacts at reserved matters stage.
416. The other conditions relate to all phases. Condition 16 limits the floorspace for specific uses to ensure that the scheme is consistent with the impacts assessed in the ES. Condition 17 requires a minimum amount of Class A3/A4 floorspace, condition 18 requires a minimum amount of floorspace for a cinema and condition 19 requires the provision of some smaller commercial units. Together, these conditions are necessary to ensure a balanced mix of town centre uses and unit sizes within the LDC. Condition 20 provides for phased implementation of the development, enabling co-ordinated delivery of infrastructure and mitigation measures during the course of the development. Condition 21 requires approval of a Demolition Method Statement to mitigate demolition impacts and to enable the LDC to continue to operate throughout the construction phase.
417. Condition 22 provides for the relocation of Surrey Chapel, to ensure satisfactory retention of a community facility. Condition 23 provides for the timely demolition of Sovereign House, a prominent building which blights the surrounding area, in the interests of securing the economic and environmental improvement of the area. Condition 24 ensures that demolition of Nos 43 to 45 Pitt Street is followed by redevelopment in a reasonable time, so as to protect the character and appearance of the NCCCA. Condition 25 requires the approval of a Demolition and Construction Traffic Management Plan, condition 26 requires further details of highway improvements to be submitted and condition 27 secures early delivery of the Edward Street cycle improvements. Together, these conditions are necessary in the interests of highway safety.
418. Condition 28 requires the approval of a Construction and Environmental Management Plan in the interests of highway safety, air quality and the amenity of the surrounding area. Condition 29 requires approval of a Written Scheme of Investigation and condition 30 sets out the procedure if there are unexpected archaeological finds during construction. These conditions are needed to protect the archaeological potential of the site. Condition 31 requires approval of measures to deal with contamination and condition 32 sets out the procedure if

unexpected contamination is found during construction. These conditions are needed to manage risks of pollution. Condition 33 restricts infiltration of surface water drainage, without express approval, to manage risks to groundwater quality.

419. Condition 34 requires approval of a Piling Method Statement in the interests of protecting the living conditions of neighbouring properties and managing risks to groundwater quality. Condition 35 requires the certification of imported soil in the interests of managing risks of pollution. Condition 36 requires approval of updated flood risk strategies (on a phased basis), condition 37 requires approval of surface water drainage and condition 38 requires approval of a flood warning plan. Together, these conditions are needed to manage flood risk. Condition 39 requires approval of fire hydrants in the interests of health and safety. Condition 40 requires the approval of a crime prevention strategy in the interests of community safety.
420. Condition 41 requires the approval of further noise assessments and condition 42 requires further air quality assessments, in the interests of protecting the living conditions of future occupiers. Condition 43 requires that 10% of the residential units are accessible and adaptable dwellings in the interests of inclusivity. Condition 44 sets a water efficiency standard for the dwellings and condition 45 requires approval of water conservation measures for the non-residential uses, in the interests of sustainable development. Condition 46 requires the approval of an Energy Scheme for the commercial units and condition 47 requires implementation of measures for the residential units contained in the submitted reports. These conditions are needed to reduce carbon dioxide emissions and to contribute towards climate change adaptation. Condition 48 requires approval of external lighting in the interests of amenity, biodiversity and aviation safety.
421. Condition 49 requires approval of a Travel Information Plan for the commercial units and condition 50 requires a similar plan for the dwellings. Condition 51 requires approval of electric vehicle charging points. These conditions are needed in the interests of sustainable transport. Condition 52 ensures that the residential parking is reserved for residents, condition 53 requires approval of cycle parking and refuse storage for the dwellings and condition 54 requires the same details for the commercial units. These conditions are needed in the interests of sustainable development and highway safety. Condition 55 requires approval of a Delivery and Servicing Management Plan to secure satisfactory servicing arrangements and protect the living conditions of future residents.
422. Condition 56 sets hours of operation for the Class A3/A4 units, condition 57 requires approval of screening times at the cinema, condition 58 requires approval of measures to control fumes/odours and condition 59 sets noise limits for fixed plant/machinery. These conditions are needed in the interests of protecting the living conditions of future residents. Condition 60 removes permitted development rights for communications apparatus in the interests of the character and appearance of the NCCCA. Condition 61 restricts the ability to increase the commercial floorspace through future alterations, to ensure that the scale of main town centre uses remains consistent with the position of the LDC in the retail hierarchy.

423. Condition 62 removes permitted development rights to change from Class A3 to Class A1/A2 and condition 63 removes permitted development rights to change commercial space to dwellings. Together these conditions are necessary to ensure that the scheme provides a balanced mix of town centre uses in support of the LDC role and (for condition 63) to ensure that the effects of noise and air quality on potential future residents are appropriately assessed. Condition 64 requires approval of a Public Space Strategy. This is necessary to ensure that the new public realm supports the new residential community and the vitality and viability of the LDC. Condition 65 requires approval of a Shop Mobility Scheme in the interests of inclusivity. Condition 66 sets space standards for the residential flats to ensure high quality living space for future residents.
424. The owners of two shopping centres in the centre of Norwich have suggested additional conditions relating to the proposed retail floorspace. This matter is discussed in more detail below, in the section dealing with town centres, where I conclude that these additional conditions should not be imposed.
425. If the Secretary of State is minded to grant planning permission, I recommend that the conditions set out in Annex G be imposed.

INSPECTOR'S CONCLUSIONS

The numbers in square brackets [n] refer to earlier paragraphs in this report

426. Taking into account the oral and written evidence, the Secretary of State's reasons for calling in the application and my observations on site, the main considerations are:

- the extent to which the proposed development is consistent with the Government's policies for delivering a sufficient supply of homes;
- the extent to which the proposed development is consistent with the Government's policies for building a strong, competitive economy;
- the extent to which the proposed development is consistent with the Government's policies for ensuring the vitality of town centres;
- the extent to which the proposed development is consistent with the Government's policies for conserving and enhancing the historic environment;
- the effect of the proposal on air quality;
- viability and the prospects for delivery of the scheme as a whole;
- the extent to which the proposed development is consistent with the Government's policies for promoting sustainable transport; and
- the extent to which the proposed development is consistent with the development plan for the area.

Policy context

427. The development plan comprises the Joint Core Strategy for Broadland, Norwich and South Norfolk (March 2011) together with amendments that were adopted in January 2014 (the JCS); the Norwich Development Management Policies Local Plan (December 2014) (the DM Plan) and the Norwich Development Site Allocations Local Plan (December 2014) (the SA Plan). With regard to the SA Plan, no party identified any policies of relevance to this application. The Council and the applicant agreed that very limited weight could be attached to the emerging Greater Norwich Local Plan at this stage of its preparation. I share that view. [21, 22]

428. The following are the most important JCS policies for determining this application:

- Policy 1 - Addressing climate change and protecting environmental assets
- Policy 2 - Promoting good design
- Policy 3 - Energy and water
- Policy 4 – Housing delivery
- Policy 5 - The economy
- Policy 7 - Supporting communities

- Policy 11 – Norwich city centre
- Policy 19 – The hierarchy of centres [23 to 25]

429. The following are the most important DM Plan policies for determining this application:

- DM1 – Achieving and delivering sustainable development
- DM2 – Ensuring satisfactory living and working conditions
- DM3 – Delivering high quality design
- DM8 – Planning effectively for open space and recreation
- DM9 – Safeguarding Norwich’s heritage
- DM11 – Protecting against environmental hazards
- DM12 – Ensuring well-planned housing development
- DM13 – Communal development and multiple occupation
- DM16 – Supporting the needs of business
- DM17 – Supporting small business
- DM18 – Promoting and supporting centres
- DM19 - Offices
- DM20 – Protecting and supporting city centre shopping
- DM28 - Encouraging sustainable travel
- DM29 – Managing car parking demand in the city centre
- DM31 – Car parking and servicing
- DM32 – Encouraging car free and low car housing
- DM33 – Planning obligations [26 – 28]

430. Turning to other sources of guidance, the Norwich City Centre Conservation Area Appraisal describes the features that contribute to the special architectural and historic interest of the area. Whilst I have taken it into account, I note that the management and enhancement measures that it sets out do not have the status of planning policy. The Anglia Square Policy Guidance Note (PGN) is non-statutory guidance. It is intended to be a material consideration, albeit with less weight than an adopted supplementary planning document. I have taken it into account on that basis. [29, 30, 245, 255]

The extent to which the proposed development is consistent with the Government’s policies for delivering a sufficient supply of homes

The need for housing in Norwich

431. The calculation of housing land supply is carried out in relation to the three Greater Norwich Districts, namely Norwich City Council, Broadland District

Council and South Norfolk District Council. The most recent Annual Monitoring Report indicates that, by reference to the standard methodology, the supply of housing land is 5.89 years. Whilst it is relevant to note that this meets the requirements set out in paragraph 73 of the Framework, that is only part of the picture. Within the Council's administrative area the supply is just 4 years. Moreover, there has been historic under-delivery against the targets of the JCS. If supply were calculated in relation to the JCS targets for the Norwich Policy Area, (an area centred on and influenced by Norwich, as defined in the JCS), supply would be just 3.36 years. This is evidence of significant need in the Council's area, notwithstanding that the requirements of paragraph 73 are met. [164, 165]

432. The application represents the single most significant housing project in Norwich and is capable of delivering a substantial amount of housing over the next decade. It would deliver up to 1,250 dwellings. In terms of overall housing numbers, this would equate to around two years of Norwich's housing needs. [162]

Contributing to a mix of unit sizes and types

433. The proposal would deliver nine three-bedroom houses, with the great majority of the dwellings being one and two-bedroom flats, including a small number of duplexes. NS (and others) argued that this mix would be poorly aligned with the need for a range of unit sizes identified in the Strategic Housing Market Assessment (SHMA). The Council accepted that this would be a rather narrow range of unit types. The SHMA indicates that 36% of the total need for market and affordable dwellings is for one and two-bedroom flats. However, the SHMA is part of the evidence base for a plan that is currently being prepared. It is not itself policy and there is no policy requirement for an individual scheme to mirror the proportions of dwelling types and sizes set out in the SHMA. [166, 313]
434. DM Plan Policy DM12(d) states that proposals should provide a mix of dwelling types, including a proportion of family houses and flats. However, this is subject to considering whether the size and configuration of the scheme makes this aim practicable. No numerical targets are set within the policy. It is important to note that the application site is within a Large District Centre (LDC) where the Norwich City Centre Key Diagram (in the JCS) indicates that the focus of change at Anglia Square will include commercial, retail and residential uses. I accept the Council's argument that the strategic need to provide for retail and commercial uses at ground floor level significantly limits the opportunities to provide houses. Moreover, there would be a need to create active frontages to the new streets and public spaces within the scheme. With regard to need, the SHMA indicates a need for over 5,000 flats (over the period 2015 – 2036) so the proposal would make a substantial contribution to meeting that particular need. [167]
435. Some local residents argued that the housing mix would lead to the site having a dormitory function, with transitory residents, which would not contribute to building a community. On the other hand, the SHMA shows that there is a need for a substantial number of flats in Norwich. This site, which is highly accessible to the city centre, would be attractive to those working locally. For the same

reasons, it may prove attractive to those wishing to downsize to an accessible location. Moreover, the proposals include affordable housing, as discussed below. Drawing all this together, I consider that the particular circumstances of the site justify the housing mix proposed and I find no conflict with Policy DM12(d) in this respect. [373]

Affordable housing

436. The section 106 Agreement makes provision for 120 affordable dwellings, comprising 9 three-bedroom houses and 111 one-bedroom flats, representing around 10% of the total number of units. Of these, 85% would be social rented and 15% would be intermediate. JCS Policy 4 requires 33% of dwellings on large developments to be affordable, although this proportion may be reduced where the development would be unviable in current market conditions. The proposed social rented/intermediate split would accord with Policy 4. Several representations, both oral and written, questioned the amount of affordable housing. Norwich Green Party (NGP) argued that the SHMA data shows that there is a need for 38.3% of total housing need to be delivered as affordable housing. It was suggested that the proposed delivery of just 10% affordable housing would compare poorly with the requirements of the JCS and extremely poorly with the need identified in the SHMA. NGP also submitted that the affordable units would not be delivered early enough in the development programme. [8, 355, 356, 357]
437. Viability is discussed further below. In summary, it is common ground between the applicants, the Council and HE that the scheme is marginally viable with 10% affordable housing, after taking into account marginal viability funding of £15 million and the anticipated grant of exceptional circumstances relief from Community Infrastructure Levy (CIL). Some argued that, with public funding on this scale, it is wrong that so little affordable housing would be achieved. However, there was no evidence to counter the position as agreed in the SoCG on viability matters. The justification for awarding marginal viability funding is not a matter for me to comment on. The factual position is that the funding has been agreed. On the evidence before me, I conclude that 10% affordable housing is the most that can be achieved in current market conditions. [38, 167, 380]
438. Paragraph 64 of the Framework seeks the provision of 10% of units on larger housing schemes as affordable home ownership. However, I consider that this is a case where, having regard to the evidence on viability and housing need, meeting that aim would significantly prejudice the affordable housing needs of those specifically requiring social rented housing in this part of Norwich.
439. It is also relevant to note that the section 106 Agreement includes a review mechanism, such that additional affordable housing could be secured if viability improves during the implementation period. The Agreement also links the delivery of affordable housing to the phases of the development. For example, no more than 200 market units could be occupied in Block A until the affordable units in Block D had been completed and transferred to an affordable housing provider. I consider that these provisions are appropriate to the circumstances of the application scheme, which would be delivered over a number of phases, and would ensure timely delivery of the affordable housing.

440. NGP referred to SHMA data and housing waiting list data which, it was suggested, indicated that 25% of the affordable units should be two-bedroom flats. However, as discussed above, the SHMA data is not a statement of policy. Whilst it provides evidence of need, that evidence relates to Norwich as a whole. The Council's Housing Development Manager provided evidence of the difficulties of letting two-bedroom flats above ground level to families in this locality. He supported the approach whereby all the affordable flats would be one-bed units because, in his view, this would address the greatest housing need. I consider that the Council is well placed to judge the way in which the affordable element could best be deployed to meet local needs and I accept the Council's evidence on this point. [167]

Whether the proposals would create satisfactory living conditions

441. The Norwich Society drew attention to the density of the scheme which, at 285 dwellings per hectare, would be very much higher than densities typically found in Norwich. However, density alone is not a measure of the quality of the residential accommodation that would be provided. NS commented that access to flats via long single sided corridors would be oppressive. It is a feature of the design that the residential accommodation would be wrapped around multi-level car parking. This approach would inevitably result in significant numbers of single aspect units, accessed by corridors which would not have natural light. Whilst that would be a disadvantage of the design, I consider that there is a balance to be struck between having more residential accesses and maximising active frontages at street level. Future residents would benefit from having legible entrances directly off active public spaces and the design would perform well in terms of community safety. [312, 313]

442. Looking at living conditions in the round, it is important to note that the flats would have reasonable internal space standards. The one-bedroom flats would meet the technical standard for one-bedroom/two person units and the two-bedroom flats would meet the standard for two-bedroom/four person units. (This would be secured by suggested condition 66). The living areas would benefit from floor to ceiling glazing and the flats would have balconies as well as access to communal outdoor roof gardens. Overall, I consider that the proposed flats would provide a good standard of residential accommodation and would create satisfactory living conditions for future occupiers.

Conclusions on housing

443. I conclude that the proposal would significantly boost the supply of housing in Norwich. The mix of housing types is justified by the particular circumstances of the site and the amount of affordable housing would be the most that could be achieved in current market conditions. There is a section 106 Agreement in place which contains appropriate provisions relating to the phasing of affordable housing and review mechanisms which could enable more affordable housing to be provided in the event that viability improves. The scheme would create satisfactory living conditions for future occupiers. Overall, I consider that the proposal would accord with the housing policies set out in the Framework and I attach significant weight to the benefit of housing delivery, including affordable housing.

The extent to which the proposed development is consistent with the Government's policies for building a strong, competitive economy

444. In the early 1980s some 2,400 people were employed at Sovereign House. Large numbers would also have been employed in the adjoining Gildengate House at that time. Neither building has been let on commercial terms for many years although parts of Gildengate House are in temporary use as studios for local artists. There is currently over 16,000 sqm of vacant commercial floorspace, amounting to around half of all the floorspace for retail, commercial and other town centre uses. The application site currently supports 180 – 230 jobs, mostly in the retail and creative sectors. This figure includes employment in social enterprises occupying premises fronting Pitt Street. The Magdalen Street Area and Anglia Square Traders Association comments that the decline of Anglia Square has continued in recent years, with the closure of the cinema and loss of two long-standing businesses. On the other hand, local residents stress that the shops at Anglia Square are still much valued by the community. [108, 169, 373, 409]
445. It is estimated that construction of the proposed development would generate 250 – 300 jobs on site, plus a further 275 indirect jobs. Once operational it is projected that the site would support 536 – 693 jobs. It is estimated that the increased vitality of the centre would generate a further 60 – 118 jobs in the local economy. The Council considers that this would have a substantial positive effect on job opportunities for local residents, and the city as a whole, and would contribute to addressing deprivation in this part of the city. The Council also believes that the proposal would act as a catalyst for further investment. This view is supported by the New Anglia Local Economic Partnership, which comments that the scheme would provide a significant number of construction and supply chain jobs and a broader mix of employment in the longer term. The Local Economic Partnership notes that Norwich has strong technical, digital and creative sectors which are growing fast. [171, 172, 173, 367]
446. However, some parties challenged the claimed economic benefits of the scheme. For example, Cathedral, Magdalen and St Augustine's Forum (CMSA) argued that the scheme fails to respond to the needs of the digital and creative sectors due to an unsympathetic development format and a lack of place making. Others commented that the scheme would not be attractive to these sectors because they look for low rise, flexible spaces suitable for working and living. It was also argued that the economic benefits have been overstated and that, due to the highly mobile nature of the construction workforce, the effect on construction employment would be marginal. [315, 370, 371, 384]
447. The proposal aims to respond to the changing nature of shopping and employment by seeking flexibility in the uses of the commercial units. The scheme would include some 11,000 sqm of flexible retail/commercial uses. This would be subject to conditions designed to support the role of the LDC, as discussed below. Nevertheless, this flexibility could accommodate a wide range of employment generating uses. The applicants intend to retain as many as possible of the existing tenants of Anglia Square. The phasing of the scheme has been designed to enable Anglia Square to continue trading during construction. The section 106 Agreement provides for an Anglia Square Management Plan, to be approved by the Council, which would contain

measures to support existing tenants remaining at the site, assist those seeking alternative premises nearby and support continued trading at Anglia Square. [8, 31 – 34]

448. The proposal includes flexible commercial units fronting Pitt Street and Edward Street which would be made available to small and medium enterprises as discounted commercial units. The section 106 Agreement provides for these units to be offered at 20% below the average market rents for existing commercial units in the locality, excluding those within the scheme. The Agreement sets out a cascade approach, whereby these units would be offered first to those displaced by the scheme, then to social enterprises, artists and makers and then to small and medium enterprises generally. [8]
449. The availability of affordable studio space at Gildengate House has no doubt been of benefit to the art scene of Norwich and to the local economy. I note that Gildengate House would not be required for development until around 2029, so the artists with studios there would have time to seek alternative studio space. This was only ever intended as a temporary use of a vacant building, pending redevelopment. Consequently, I do not think that loss of the temporary use should weigh significantly against the proposals.
450. The scheme would accommodate retail and commercial uses at ground floor level and residential flats on the upper floors. It does not appear to cater for live/work units. However, an important planning policy consideration here is the designation of Anglia Square as part of an LDC. The design of the scheme prioritises the revitalisation of the shopping centre, in accordance with the development plan. That said, I consider that the provision for flexible uses, together with support for relocating tenants within the scheme and the provision of discounted commercial units, would help to maximise the benefits to the local economy and may well provide some opportunities for the digital and creative sectors. With regard to the construction phase, the section 106 Agreement makes provision for an employment and skills strategy which would support local employment and training.
451. The figures for future employment set out in the ES are based on standard floorspace multipliers. It is not unusual for socio-economic assessments to be done in this way, particularly where (as in this case) future occupiers are not known. In my view they give a useful indication of future employment levels, expressed as a range, but should not to be taken as precise forecasts.
452. In conclusion, it is clear that Anglia Square is not fulfilling its potential to contribute to the local economy, having regard to its size, its strategic location and its designation as part of an LDC. The proposal would result in some existing employment being displaced. However, overall there would be a significant net gain in employment. I consider that the application scheme would help to create the conditions in which businesses can invest, expand and adapt. It would provide flexibility in relation to permitted uses, which would help Anglia Square to respond to changes in economic circumstances. Insofar as the current condition of the site is a barrier to investment, that barrier would be removed. The proposal would therefore be in accordance with those policies of the Framework which seek to create a strong, competitive economy. I attach significant weight to these economic benefits.

The extent to which the proposed development is consistent with the Government's policies for ensuring the vitality of town centres

453. Policy 19 of the JCS defines a hierarchy of town centres where the development of new retailing, services, offices and other town centre uses will be encouraged. This approach is consistent with paragraph 85 of the Framework which states that such hierarchies should be defined so that their long term viability can be promoted. Norwich city centre is at the top of this hierarchy. Anglia Square/Magdalen Street is identified as a large district centre (LDC) within the second tier. DM Plan DM18 states that retail, leisure and other town centre uses (as defined in the Framework) will be permitted at the defined centres where their scale is appropriate to the position of a centre in the hierarchy set out in JCS Policy 19. For an LDC, there is no specific numerical threshold for individual units or for the centre as a whole. [25, 28]
454. The PGN states that Anglia Square has a limited, value-led offer and that it lacks the diversity of uses needed to fulfil the LDC role. There is said to be a major opportunity to create a new shopping area alongside complementary leisure uses. The Greater Norwich Employment, Town Centre and Retail Study described Anglia Square as aesthetically unpleasing, performing a retail function that is little more than functional. The recommendations of the Study were that, to meet day to day shopping needs, redevelopment should continue to incorporate retail floorspace at ground floor level. This should include a mix of unit sizes, including larger units to enable current national retailers to remain alongside smaller units for more specialist operators. [174]
455. The officers' report notes that Anglia Square currently has 13,570 sqm of Class A1 (retail), A3 (cafes/restaurants) and sui generis uses. The proposal includes a total of 11,000 sqm of flexible commercial floorspace. Even if the maximum retail component were provided, this would be a significant reduction on the current level of provision. There would also be a significant decrease in B1 (office/business) use. The inclusion of the proposed hotel (11,350 sqm) would be a significant new town centre use. The retail strategy is to focus retail uses around the reconfigured Anglia Square, anchored by a food store. The new St George Square would include the cinema and leisure uses, including food and drink outlets.
456. Although the application seeks flexibility in the permitted uses, the suggested planning conditions set out parameters which are intended to ensure that the LDC role is fulfilled. These are:
- An overall limit of 11,000 sqm for the flexible commercial floorspace (condition 16);
 - Block A is to include a food store with a minimum floorspace of 800 sqm (condition 11);
 - The flexible commercial floorspace is to include a minimum of 1,500 sqm of Class A3 (cafes/restaurants) and Class A4 (drinking establishments), of which 75% is to be around the leisure square, with the total of such uses not exceeding 3,500 sqm (condition 17);

- The flexible commercial floorspace is to include at least 5 units between 75 sqm and 150 sqm and at least 5 units between 150 sqm and 250 sqm (condition 19);
- The overall limit on flexible commercial floorspace is not to be exceeded by subsequent extensions or alterations (condition 61); and
- A restriction on changes of use that would result in the amount of Class A3 and A4 floorspace around the leisure square falling below 1,125 sqm (condition 62).

With these conditions in place, the Council considers that the proposal responds positively to the recommendations of the Study described above and would address the steady decline of the centre, thereby supporting the long term vitality and viability of the LDC. [175]

457. CMSA and others drew attention to the value placed on the existing shops by the local community, expressing concern that the new shops would not be suited to expanding the local convenience sector. It is important to note that, in policy terms, Anglia Square and Magdalen Street are not separate centres. Magdalen Street is part of the LDC as defined in the development plan. The conditions described above aim to secure an anchor food store, to provide a range of unit sizes (including some smaller uses) and to create a new leisure destination at St George Square which would enhance the evening economy. It seems to me that these measures would benefit existing businesses in Magdalen Street through increased footfall and greater use of the centre in the evening. [370, 372, 374]
458. As discussed in the previous section, the section 106 Agreement includes measures to support the existing retail tenants at Anglia Square with a view to relocating those who wish to remain and keeping the centre open during construction. Retaining existing tenants who are trading successfully would also be beneficial to the LDC a whole, including Magdalen Street, and to the community. The Magdalen Street Area and Anglia Square Traders Association supports the proposal and is keen to see it go ahead without delay, to reverse the decline of recent years. [409]
459. Representations drew attention to the well-publicised challenges facing high street retailing in general, arguing that there is no need for additional retail floorspace at Anglia Square. However, it is important to note that this is not a proposal to increase the total amount of retail floorspace. There would in fact be a reduction, although the new space would be in modern units in a much more accessible and attractive environment. As discussed above, subject to the above conditions, there would be flexibility both in the uses proposed and in the unit sizes. This would help the LDC to adapt to changing economic conditions. [381, 387]
460. The owners of the Castle Quarter centre object to the application on the basis that there would be a significant increase in main town centre uses, which they argue would be contrary to JCS Policy 19. Conditions are suggested to limit the range of commercial occupiers and prevent the merging and/or subdivision of units. The owners of the Chapelfield Shopping Centre have suggested further restrictions on the use of the flexible commercial space and a restriction on

occupation by any retailer who is currently occupying floorspace in the primary shopping area of Norwich. Whilst there would be an increase in the total floorspace devoted to town centre uses, this is attributable to the proposed hotel and an increase in the size of the cinema. As discussed above, the retail component would decrease. JCS Policy 19 and DM Plan Policy DM18 are supportive of retail development within the LDC, subject to consideration of scale. In my view the provision of less retail floorspace than is already there would be appropriate to the position of the centre in the hierarchy, provided that there is enough of it to maintain the LDC function. [410]

461. In this case the reduction in the amount of retail floorspace would be offset by improvements to the quality of that space, linked to an enhanced leisure offer. The proposal would therefore be appropriate to the position of Anglia Square in the retail hierarchy, consistent with JCS Policy 19 and DM Plan Policy DM18. I see no reason to think that these enhancements to the functioning of the LDC would undermine the viability and vitality of the much larger Norwich city centre. To my mind there is no justification for the additional restrictions sought by the owners of the Chapelfield and Castle Quarter centres. Such restrictions would serve no planning purpose and would limit the ability of Anglia Square to adapt to changing economic conditions. [176]
462. I conclude that the proposal would support the role that Anglia Square/ Magdalen Street plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC. This would accord with the policies of the Framework relating to the vitality of town centres. It is a benefit of the scheme to which I attach significant weight.

The extent to which the proposed development is consistent with the Government's policies for conserving and enhancing the historic environment

The heritage assets

463. The Norwich City Centre Conservation Area (NCCCA) is a large and varied area. The NCCCA Appraisal notes that Norwich has developed over almost 1,000 years. The legacy of the Anglo-Scandinavian settlers is visible at Tombland, which was the city's first market place. The Castle and Cathedral date from the Norman era and the city walls are from the medieval period. The centre of Norwich is quite hilly, adding drama to the townscape. The Appraisal identifies six strategic landmarks:

- Cathedral of the Holy and Undivided Trinity (the Cathedral)
- Norwich Castle (the Castle)
- Cathedral of St John the Baptist (the RC Cathedral)
- Church of St Peter Mancroft
- Church of St Giles
- City Hall clock tower

464. The NCCCA Appraisal divides the conservation area into 13 character areas. The application site is in the Anglia Square character area, which is described as

being dominated by 20th century commercial development of very poor townscape quality. The character area is assessed as having 'low significance'²⁸⁷. The Northern City character area, which is assessed as 'significant', wraps around Anglia Square to the west, north and east. Magdalen Street and the northern part of St Augustines Street are described as relatively narrow and intimate streets. The Colegate character area, to the south of Anglia Square, is assessed as being of 'high significance'. The Appraisal notes that there is a contrast between small intimate streets, alleys and courtyards and larger factory buildings, creating a dramatic juxtaposition. The tight grain of the buildings is said to enclose the streets well, creating an intimate feel.

465. Overall, I consider that the special interest of the NCCCA, and its significance (in the terms of the Framework) derives from many factors. These include a well preserved medieval street pattern (with earlier influences), a dramatic topography, the six strategic landmarks, a wealth of listed buildings, numerous well-defined historic street frontages and qualities of enclosure and intimacy which are found in many locations across the designated area. The individual designated heritage assets include several Grade I and II* listed buildings and also scheduled monuments. There are many historic parish churches. The significance of the designated assets potentially affected by the application was agreed between the respective heritage witnesses at the Inquiry, as set out in the supplementary Statement of Common Ground (SoCG) on the significance of heritage assets. I agree with those assessments. [262, 291]

The design of the proposed development

466. It is convenient to start with an overview of the design, to inform an assessment of the way it would relate to its context. I will return to some more detailed aspects of the design in the relevant sections of the report. The evolution of the design is described in the evidence. It is important to bear in mind that only Block A and the tower have been submitted in detail. The other blocks are in the outline element of the hybrid application. The full details of those blocks, which would be subject to approval by the Council at reserved matters stage, would need to accord with the parameter plans. [60, 156]
467. One of the key determinants of the design has been the creation of two pedestrian and cycle routes through the site. One would run approximately north/south, linking Edward Street to a newly created pedestrian/cycle crossing point on St Crispins Road at George Street. The other would run approximately east/west, linking Magdalen Street to St Augustines Street. Two public squares are proposed, one at the intersection of these two routes and one in the location of the present Anglia Square. The new routes would not precisely replicate the alignment of the street pattern that was lost when the area was comprehensively redeveloped. Nor would the once fine grain of alleyways and courts be reproduced. Even so, the new routes would be close to the line of the lost sections of St George Street and Botolph Street and, importantly, would do much to reinstate the former movement pattern. This would create a legible

²⁸⁷ The NCCCA Appraisal pre-dates the Framework so reference to 'significance' in the Appraisal does not necessarily read across to the way the term is used in the Framework

layout and greatly enhance permeability. The new squares would create attractive public spaces. [64, 149, 259]

468. The proposal is for a mixed use scheme. Most of the ground floor would be devoted to retail, leisure and commercial uses. There would be active frontages to Magdalen Street and along the public routes within the scheme, animating the public realm. The Design and Access Statement (DAS) describes the building typologies that would make up the new street blocks as 'mansion block', 'warehouse' and 'town house'. These typologies seek to relate to the scale of building types found in the locality, rather than replicating the appearance of such buildings. The DAS also describes the approach to facing materials as being formal and contextual on the outward facing elevations and more informal and contemporary on the elevations within the scheme. For example, it is proposed to use red brick on the Magdalen Street elevation. [64]
469. Building heights would vary throughout the scheme, seeking to make a transition to the scale of adjoining development. For example, development would step down to 4 storeys on Magdalen Street (with the upper floor being set back) and 5 storeys on the frontage of New Botolph Street at the junction of St Augustines Street. In general the taller buildings would be within the site rather than on the edges. However, the frontage to St Crispins Road would include 8, 10 and 12 storey buildings.
470. Detailed elevations have been submitted for Block A. These show that, on the southern elevation (facing into the scheme), the bay widths and window proportions would give a vertical emphasis to the facade. Variations in brick colour and materials for balconies could be used to differentiate the blocks, providing articulation to the long elevation. Full details of materials would be subject to approval under conditions. On the Edward Street elevation, the residential blocks would project well forward of the visible elements of the multi-storey car park. This would strengthen the vertical proportions of the three residential blocks, giving them prominence in oblique views along the street, thereby helping to break up the perceived bulk of Block A. The upper levels of Block A would be set back from the main elevations and faced with a light weight cladding system.
471. Detailed elevations have also been submitted for the proposed 20 storey tower, which would be sited well within the scheme beside the proposed St George Square. The design of the tower was amended in the light of comments from Design South East. It would have clear base, middle and top zones. The base would be expressed by double height piers marking the entrance. The top would be marked more subtly, with diamond patterning in the brickwork. The DAS indicates that a pale brick would be used to reduce visual impact. Brickwork piers would run up the full height of the structure, emphasising its vertical proportions. The amendments included a 'pinched' plan form, creating a fold in each elevation. This would be a distinctive feature which would also help to emphasise the verticality of the tower. Overall, I consider that the tower would be well proportioned and would create a focal point within the scheme. [69]
472. NS and others criticised the design on the basis that it lacks local distinctiveness, describing it as an 'anywhere design'. I would agree that there are features of the proposal that may well call to mind large scale regeneration

projects in other cities. In particular, the prevailing scale (at the edge of the scheme) of 7 to 10 storeys, when combined with the large footprints of the individual blocks, would be uncharacteristic of the locality. [309, 313]

473. On the other hand, I consider that there are features of the design that would help to relate the proposal to its context. In particular, the movement pattern described above would reunite the site with the surrounding urban fabric. Moreover, the layout would create views of important buildings outside the site. A new ground level view of the Cathedral spire would be created from Anglia Square and views along the main east/west pedestrian route would be focused on the Church of St Augustine. The tower would be a new and distinctive feature. The approach to materials and building typologies would also have the potential to help integrate the scheme into its surroundings, subject to the further approvals that would be required. [150]
474. Overall, I do not agree that this would be an 'anywhere design'. To my mind the design is a considered response to the surrounding urban fabric. It would create a distinctive new identity, rather than seeking to replicate that which surrounds it. That said, the overall height and mass of the proposed development is of concern to many parties. For example, NS drew attention to the high density of the proposal as compared with nearby areas. Design South East had concerns about the bulk and mass of the proposal, commenting that blocks of 10 storeys could only be considered low rise by comparison with the tower. They went on to say that as well as being tall, the blocks would be very deep and wide. I agree that the height and mass of the proposal would be uncharacteristic in the NCCCA. It seems to me that a key question is the extent to which the features of the design described above would be successful in integrating the proposal into its surroundings. I return to that question below, in relation to the NCCCA as a whole and in relation to individual designated heritage assets. [268, 269, 312]

Arguments for and against a tall building

475. Several representations argued that Anglia Square is inherently unsuitable for a tall building, on the basis that (it was suggested) there are very few tall buildings in Norwich and/or that tall buildings only serve state, civic or ecclesiastical purposes. In fact, there are several tall buildings in Norwich, as shown in the evidence of Historic England (HE). Some of these are identified as negative features in the NCCCA Appraisal and others, such as the recently completed, have divided opinion. Whilst it is right to say that the strategic landmarks have state, civic or ecclesiastical functions, other tall buildings in Norwich have a range of functions. In any event, there is no policy support for the proposition that a tall building must fulfil a particular function. [155]
476. HE drew attention to the DAS, where it is suggested that the tower would be a pivotal landmark, a way finder and a strong 'visual counterpoint' to the strategic landmarks. HE (and others) argued that this approach would inevitably result in competition with the strategic landmarks, thereby harming the ability to appreciate them. At the Inquiry, the applicants did not pursue the 'visual counterpoint' argument with any vigour. Instead, the applicants' case emphasised the role of the tower as an important marker of regeneration and as

a feature that would help give the scheme its own character and identity. [66, 270, 278]

477. DM Plan Policy DM3(a) refers to landmark buildings at gateways, such as the Pitt Street roundabout, but the supporting text makes clear that excessively tall buildings would not be appropriate because of the sensitive historic townscape. The expectation of the DM Plan is that landmarks at gateways would be marked by developments of high quality, relying on design aspects other than size and height to achieve distinctiveness. In policy terms there is, therefore, nothing that expressly supports a tall building at Anglia Square. Nor is there anything that rules it out. [239]
478. In my analysis, I have not attached any weight to the concept of a 'visual counterpoint'. Moreover, Anglia Square is easy to find, being located at a convergence of routes, so I do not regard any potential way finding role as significant. However, for the reasons given above, I consider that the tower would be a distinctive feature which would create a focal point within the scheme, thereby contributing to its new identity.

Impacts on the Norwich City Centre Conservation Area

The site and immediate surroundings

479. The 20th century commercial buildings within the application site have been identified as negative features in the NCCCA Appraisal. Sovereign House and the multi-storey car park are particularly dominant, due to their scale, poor design and dilapidated appearance. In addition, the bulk and blank elevations of the cinema dominate views from Magdalen Street. Part of the existing development projects out over the western footway to Magdalen Street, creating an oppressive and uncomfortable pedestrian environment. In the south west corner of the site there are some 19th century buildings fronting Pitt Street which make a modest positive contribution to the NCCCA. However, most of the area west of the Anglia Square buildings is given over to surface car parking. [102]
480. The replacement of the existing commercial buildings and car parks with well-designed modern buildings would be a significant benefit to the NCCCA. As discussed above, I consider that the benefits of the scheme would include greater permeability and legibility, improved streets and squares within the site and framed views of the Cathedral and the Church of St Augustine. I do not agree with those who suggested that, in this context, townscape benefits can be separated from heritage benefits. I consider that the removal of features which detract from the character and appearance of the NCCCA and their replacement with well-designed buildings set in an attractive public realm is both a heritage benefit and a townscape benefit. [84, 102, 148 – 150, 294]
481. Magdalen Street is an important thoroughfare leading from the city centre and the eastern side is identified as a positive frontage in the NCCCA Appraisal. The proposal would widen the footway on the western side, replacing the unattractive overhanging section with well-designed frontage development. The upper level of the frontage block would be set back such that, as seen from street level, the three storey elevation would be predominant. This would be in

keeping with the general scale of Magdalen Street. From some viewpoints²⁸⁸ some of the taller elements of Block A would also be seen. HE argued that this would create a discordant relationship which would be severely harmful. However, I consider that the taller buildings would be set back far enough into the site to avoid such harm. Overall, I consider that the proposal would significantly improve the character and appearance of that part of Magdalen Street which is north of the St Crispins Road flyover. [276]

482. The taller elements of Block A would be quite prominent as seen from Cowgate²⁸⁹. However, the stark nature of the existing multi-storey car park is also very evident from this angle, such that the change would not be harmful.
483. Edward Street is currently dominated by the bulk of the multi-storey car park, resulting in a very poor townscape quality. Block A would be of comparable scale where it fronts Edward Street, with the upper levels being set back. However, as noted above, although elements of the new multi-storey car park would be visible, the three projecting residential blocks would be the most prominent in views along the street. New Botolph Street and the northern part of Pitt Street lack enclosure by buildings, resulting in a street scene that is dominated by highway infrastructure and surface parking. The proposal would enclose the frontages with buildings and there would be landscaping and public realm improvements. The character and appearance of these streets would be significantly improved.
484. The Church of St Augustine, its surrounding green space and the adjoining almshouses at Gildencroft are an important grouping at the southern end of St Augustines Street. The existing buildings at Anglia Square already detract from this grouping to some extent. However, the height and bulk of the proposed tower would compete with and distract from the church tower. Blocks E and F, stepping up towards the southern end of Pitt Street, would rise above the ridgeline of Gildencroft²⁹⁰. Even allowing for the fact that the tallest buildings in Block F would be some 170m away, I consider that this would detract from the green space and the buildings within it, resulting in harm to the character and appearance of the NCCCA. [102]
485. The NCCCA Appraisal identifies positive frontages, containing numerous listed and locally listed buildings, on both sides of St Augustines Street. Views towards the city along St Augustines Street are terminated somewhat abruptly by Sovereign House. The introduction of appropriately scaled buildings creating a new frontage facing St Augustines Street would be an improvement in this regard. The proportions and design details of the new tower would be appreciated in these views. Even so, the height of the tower would make it quite a dominant feature. On balance, I consider that the impact on St Augustines Street would be harmful to the NCCCA, albeit the level of harm would be relatively low. [295]

²⁸⁸ Views 34 and 43 – these and subsequent references relate to the Compendium of Views Revision A (CD7.81 SEI t)

²⁸⁹ View 35

²⁹⁰ Views 32 and 33

486. On St Crispins Road, the recladding of Gildengate House and replacement of Sovereign House have the potential to improve the NCCCA, subject to approval of detailed designs at reserved matters stage. However, Block F would rise to 12 storeys at the south west corner of the site. The officers' report referred to the overall height and massing of the proposal creating a form of development that would be "*strikingly different and unfamiliar*". In my view that comment is particularly pertinent to Block F because the height and large floorplate of that block would be prominent at the corner of Pitt Street and St Crispins Road. [276]
487. Block F would be at one of the gateway locations where DM Plan Policy DM3(a) refers to new landmark buildings. The immediate context includes the Pitt Street/St Crispins Road roundabout and modern office buildings at St Crispins House. Planning permissions have been granted for the conversion and increase in height of St Crispins House and for redevelopment at St Mary's Works, to the south west of the roundabout. Moreover, the heritage assessment suggested that buildings of 10 to 12 storeys at this point would be likely to have a moderate impact on the settings of heritage assets. These factors indicate that a building of some scale could be appropriate here. However, even allowing for these factors, I consider that the scale and mass of Block F would indeed appear strikingly different and unfamiliar, to an extent that would cause harm to the NCCCA. [265]

Middle distance views

488. Tombland, Wensum Street, Fye Bridge and Magdalen Street form an important route leading north from the city towards Anglia Square. Moving along this route, parts of the proposal would come into and out of view. From parts of Tombland²⁹¹ the top of the tower would be glimpsed above the roof of the Maids Head Hotel. It would be a small element, at distance, in a rich and varied townscape. As such, I do not think there would be a material impact on the NCCCA. The greatest impact would be experienced at the junction of Wensum Street and Elm Hill. This is a characteristic view of high quality townscape, which is currently terminated by part of St Clement's Church and the easternmost building in Colegate²⁹². The tower and the upper parts of some of the taller block would rise above those buildings. Being central to the view, the new buildings would create a new and uncharacteristic focal point, resulting in harm to the NCCCA. [100, 261]
489. A little further north, at Fye Bridge, only the top of the tower would be visible so the impact would be less. The proposal would then be out of sight until the viewer approached the flyover. At this point the existing cinema (together with the flyover) is a significant detractor from the view along the street²⁹³. The removal of the cinema and replacement with parts of Block A would have a broadly neutral effect.
490. The NCCCA Appraisal notes that the medieval street pattern is an important feature of the Colegate character area. The Appraisal refers to a tight urban

²⁹¹ View 23

²⁹² View 25

²⁹³ View 42

grain with enclosed streets creating an intimate feel. Colegate itself runs east/west and there are narrower streets leading north which afford glimpsed views towards Anglia Square. Although the sense of being in an historic environment is particularly strong in Colegate, these glimpsed views include some modern development at St Crispins House and Anglia Square. For example, the view along St George Street²⁹⁴, between the Church of St George Colegate and Bacon House, provides a glimpse of St Crispins House. The proposed tower would also be seen in this view, albeit behind the extended St Crispins House. [101, 258]

491. The view north on Calvert Street²⁹⁵ also encompasses modern development, including the highest part of Sovereign House. Again, the proposal could be seen here but, to my mind, would not have sufficient impact to detract materially from the experience of being in Colegate. Overall, I consider that the proposal would have a neutral effect on the Colegate character area.

Distant views

492. The topography of Norwich is such that there are extensive views over the city centre from high ground to the east. The six strategic landmarks identified in the NCCCA Appraisal can be seen together in these views. DM Plan Policy DM3(c) seeks to protect long views of the major landmarks and specific viewpoints are identified in appendix 8. Three of these viewpoints equate to the viewpoints in the townscape and visual impact appraisal (TVIA) which are discussed below. The strategic landmarks are all designated heritage assets of high significance in their own right. Collectively, they help to create the skyline which is such an important feature of the NCCCA. It follows that the grouping of these assets makes a highly significant contribution to the significance of the NCCCA as a whole. [86, 87]
493. The existing buildings at Anglia Square are readily apparent in the view from Mousehold Avenue²⁹⁶. Sovereign House and the multi-storey car park stand out strongly as negative features. Other than the tower, the proposed development would appear below the skyline. Whilst the tower would break the skyline, this would not be harmful because of the improved design and appearance of the scheme as a whole. The strategic landmarks are not all in view from the TVIA viewpoint but they can be seen from a nearby informal open space. From this angle the strategic landmarks are seen interspersed with other tall buildings. Insofar as they can be appreciated as a group from this location, that composition would not be harmed by the proposal.
494. The view from St James' Hill includes a particularly picturesque grouping of the strategic landmarks²⁹⁷. There are tall buildings on the skyline in the vicinity of All Saints Green but these appear clearly to the left of the strategic landmarks. The proposal would appear well to the right. Although the proposed tower would break the skyline the rest of the development would not. I consider that the distinctive shape and detailing of the tower would be appreciable at this

²⁹⁴ View 37

²⁹⁵ View 38

²⁹⁶ View 7

²⁹⁷ View 8

distance and that there would be sufficient separation from the strategic landmarks to avoid competition with or distraction from those assets. There is a fine view of the Cathedral from Kett's Heights²⁹⁸. From this angle the strategic landmarks appear closely grouped. The proposed tower would be well over to the right hand side and would not affect the ability to appreciate the grouping. [88, 152]

495. In summary, I conclude that the proposal would not harm the ability to appreciate the NCCCA in distant views. [278]

Conclusions in relation to the NCCCA

496. The proposed development would be visible from other locations in the NCCCA, some of which are discussed below in relation to individual heritage assets. However, I do not think that any of these other views would result in a material impact on the NCCCA. The proposal would result in important benefits to the character and appearance of the NCCCA, in particular:

- the removal of large scale 20th century commercial buildings which are perceived as strongly negative features over a wide area;
- the replacement of those buildings, and underused parking lots, with well-designed buildings;
- creation of an attractive new public realm within the site;
- creation of framed views of the Cathedral and the Church of St Augustine from within the site; and
- significant improvements to the townscape of Magdalen Street (north of the flyover), Edward Street, New Botolph Street and the northern part of Pitt Street.

497. The proposal would also cause harm to the character and appearance of the NCCCA in the following ways:

- The scale of development would harm the group comprising the Church of St Augustine, the green space of the churchyard and Gildencroft;
- The development would create an uncharacteristic focal point, distracting from views along Wensum Street;
- The scale of Block F would be strikingly different to its surroundings, creating an uncharacteristic feature on a prominent corner location;
- The tower would be a dominant feature in views along St Augustines Street; and
- Locally listed buildings fronting Pitt Street would be lost.

498. Whether considered individually or collectively, having regard to the significance of the NCCCA as a whole, I assess the harms to amount to less than substantial harm in the terms of the Framework. Any harm to the NCCCA is a matter of

²⁹⁸ View 9

considerable importance and weight, a matter that I return to below. That said, I do not think the items above are of equal importance. In my view the first two items would result in the most important harms. This is because of the high significance of the affected assets and the coherence and characteristic nature of the historic environments that would be affected. In relation to the others, I note that the impact of Block F would be experienced in the context of other modern development at a location where a development of some scale could reasonably be expected. In relation to St Augustines Street, there is a balance of considerations as discussed above. The locally listed buildings make only a modest contribution to the NCCCA.

[80 - 83, 160, 161, 226, 230, 249, 300 – 303]

499. Drawing all this together, I consider that the benefits would outweigh the harms, such that the proposal would result in a net benefit to the character and appearance of the NCCCA.

Impacts on listed buildings and other designated heritage assets

500. There are no designated heritage assets within the application site and no such assets would be physically affected by the proposal. In all cases the impacts (or potential impacts) would be on the setting of the asset in question. As noted above, the significance of the assets was agreed. It is set out in the SoCG on the significance of heritage assets. At the Inquiry, no party argued that there would be substantial harm to any designated heritage asset, with the exception of the suggestion by Save Britain's Heritage (SBH) that there would be substantial harm to the NCCCA (which I have considered above). I agree that, in all cases where there would be harm to the significance of a designated heritage asset, that harm would be less than substantial in the terms of the Framework. In considering impacts on setting I have been mindful of the staged approach set out in HE's publication GPA3 The Setting of Heritage Assets. [253]

The environs of Anglia Square

501. No 75 Magdalen Street is a Grade II listed building (LBgII) on the east side of the street, facing Anglia Square. The improvements to the townscape of Magdalen Street would enhance the setting and significance of this asset. Buildings further to the north on Magdalen Street²⁹⁹ (LBgII) would also see some enhancement to their settings, although the effect would be slight as they are not as directly affected as No 75.
502. The Church of St Augustine (LBgI) is a medieval church set within a green space which enables the building to be appreciated in the round. To the south, the churchyard is enclosed by the almshouses at Nos 2 – 12 Gildencroft (LBgII). The height of the proposed tower would compete with and distract from an important view of the church tower³⁰⁰, harming the ability to experience the asset. The height and bulk of the tower and Blocks E and F would rise above the roof line of the almshouses, competing with and distracting from the asset and eroding the secluded feel of the green space. Although the existing buildings at Anglia Square detract from the green space to some extent, this effect is limited

²⁹⁹ Cat and Fiddle (No 105), Nos 107, 109, 113, 115 and 117

³⁰⁰ View 32

by distance. The proposals would improve the existing view of the church from Anglia Square but this would not outweigh the harmful effect I have identified. Overall, I consider that there would be a moderate level of harm to both assets. [102]

503. The listed buildings (LBgII) along St Augustines Street³⁰¹ include houses and shops which form coherent and characteristic frontages on both sides of the street. Insofar as the settings of these buildings contribute to their significance, that contribution comes mainly from being part of those frontages, which would be unchanged. The existing buildings at Anglia Square detract from views along the street but this has limited impact on the ability to experience individual listed buildings. Consequently, although the tower would be a dominant feature as discussed above, the impact on individual buildings would be limited. The harm to each of the assets would be minor.
504. There are listed buildings along Sussex Street, from where there is a potential view of the proposed development at the junction with The Lathes³⁰². However, even allowing for seasonal effects, I consider that the degree of visibility would be limited by vegetation and intervening buildings such that there would be no harm to these assets. The significance of No 71 New Botolph Street (LBgII*) relates to a 15th century brick undercroft. This is beneath a 20th century structure which is itself of no interest. The historic fabric is not visible in the street scene so setting makes no contribution to the significance of this asset. It would therefore be unaffected.
505. A section of the city walls, about 20m in length, at Magpie Road is part of a scheduled monument. The nearby buildings add nothing to the ability to experience the asset. Its significance resides mainly in the historic fabric and the evidence it provides, together with other remaining sections of the walls, of the medieval defences. However, the immediate setting has benefitted from a simple landscape treatment which allows one either to stand back and look at the form and scale of the wall, or to approach and inspect it close up. Although the tower would be seen above the wall³⁰³, in my view it would have no effect on the ability to experience the asset.
506. St Saviour's Church, Magdalen Street (LBgI) is located to the south of the flyover which carries St Crispins Road over Magdalen Street. The flyover is a strongly negative feature which detracts from the setting of the church and the street generally. There are other listed buildings further south on Magdalen Street³⁰⁴. These buildings are seen as part of coherent and characterful frontages on either side of Magdalen Street, a factor which contributes positively to their significance. Those frontages, and that contribution, would not be altered. The street scene is abruptly terminated by the flyover, such that nothing to the north of it contributes positively to the settings of these assets.

³⁰¹ Nos 1 – 11 (odd), rear of Nos 13 and 15, 21 – 29 (odd), 55, 22 – 36A (even), 42 to 52 (even), Catherine Wheel Public House, St Augustines Street

³⁰² View 51, Nos 1A – 11, 13 – 19, 21, 27 and 29 Sussex Street (LBgII)

³⁰³ View 17

³⁰⁴ Block to rear of No 24, Nos 42, 44, 46, 48, 29, 41, 47 and 49 Magdalen Street (LBgII) and Gurney Court, 31 – 35 Magdalen Street (LBgII*)

The existing cinema, which is seen above the flyover, is a further detractor³⁰⁵. Removal of the cinema, as proposed, would therefore be a benefit. Whilst parts of Block A would be in view, the scale of development would step up from Magdalen Street as described above. Overall, I consider that the effect of the proposal on these listed buildings would be neutral.

The strategic landmarks

507. The strategic landmarks identified in the NCCCA are the Cathedral (LBGI), the Castle (LBGI), the RC Cathedral (LBGI), the Church of St Peter Mancroft (LBGI), the Church of St Giles (LBGI) and the City Hall clock tower (City Hall as a whole is LBGI*). Setting makes an important contribution to the significance of these assets, all of which stand out on the Norwich skyline. As discussed above, I do not consider that the proposal would be harmful in relation to distant views from high ground to the east. There are however some further views to take into account for some of these assets.
508. The Cathedral can be seen across the open playing fields of Castle Meadow³⁰⁶, rising above a line of mature trees. This is a picturesque view of the Cathedral in which its scale and proportions can be well appreciated. The proposed tower would be visible, although it would be well below the general line of the tree canopy. It is likely to be more visible in winter. Even so, the effects of relative scale and distance are such that it would in no way compete with the Cathedral. Moreover, there would be only a small element of distraction from the asset. Even so, given the importance of this view, I think that would amount to material harm, albeit at a low level.
509. The Cathedral spire can be seen in distant views from Aylesham Road and St Augustines Street³⁰⁷. In these views Sovereign House appears close to the spire and detracts from it. The proposal would be taller but with greater separation from the spire, resulting in a neutral effect. The newly created view of the spire from Anglia Square would enhance the ability to appreciate the Cathedral to some extent but this would not outweigh the harm to the view from Castle Meadow. Overall, I consider that there would be minor harm to the significance of the Cathedral due to the effect of the proposal on the view from Castle Meadow. [103]
510. In relation to the Castle, it is necessary to consider views out from the ramparts and battlements³⁰⁸ as part of the assessment of setting. The Castle is sited on a spur of high ground and there are sweeping panoramic views out over the valley of the River Wensum. It is a commanding position, in both a military and a symbolic sense. The existing buildings at Anglia Square exert a negative influence but they form a relatively small element in the overall sweep of the view. From the battlements there are fine views of the other strategic landmarks which would be unaffected by the proposal. The proposed tower would break the skyline. However, I consider that the distinctive shape and detailing of the tower would be appreciated in this view.

³⁰⁵ View 42

³⁰⁶ View 60

³⁰⁷ Views 14, 15 and 49

³⁰⁸ Views 12 and 54

511. The lower blocks would also be clearly in view, together with new development at St Crispins House and St Mary's Works. As seen from the battlements, they would not break the skyline. As seen from the ramparts, some of the blocks would be level with or slightly above the skyline. At present, the strongly horizontal emphasis of the existing commercial buildings is evident. Whilst the extent of new development would be apparent, the articulation of the blocks and variations in height would help to assimilate it. Overall, although the proposal would be clearly visible, I do not think that it would harm the ability to appreciate the relationship between the Castle, the river valley and the city. The proposal would not therefore cause harm to the setting or significance of the Castle. [254]
512. A small part of the tower would be visible from the area in front of the Forum in a view which also includes City Hall and the Church of St Peter Mancroft³⁰⁹. However, it would be a small and distant element in a busy urban scene. It would not affect the ability to experience the assets in question. I conclude that the proposal would not result in harm to the settings of the Castle, the RC Cathedral, the Church of St Peter Mancroft, the Church of St Giles or City Hall. [98]

Tombland, Wensum Street and Eye Bridge

513. From Tombland, part of the tower would appear above the roof of the Maids Head Hotel (LBgII)³¹⁰. However, the striking black and white architecture of the Hotel attracts the eye and the slight visibility of the tower would not materially distract from the asset. Erpingham Gate (LBgI and scheduled monument), which is not seen from the TVIA viewpoint, faces this part of Tombland and its significance would also be unaffected. The Cathedral Close includes some highly graded heritage assets³¹¹. Following the amendment to the height of the tower, the proposal would not be visible to any extent that would affect the appreciation of the Close so none of these assets would be affected.
514. The Church of St Simon and St Jude (LBgI), No 40 Elm Hill (LBgII) and Nos 11 - 13 Wensum Street (LBgII) are all close to the junction of Elm Hill and Wensum Street³¹². As noted above, the proposal would create an uncharacteristic focal point in views along Wensum Street, causing harm to the NCCCA. This streetscape is part of the surroundings in which the assets are experienced so there would be some harm to their respective settings. However, the assets are very close to the viewer and it is the nearby buildings that enable them to be experienced as an integral part of the intimate streetscape of the city. Thus although the long view would be harmed, the harm to the significance of the individual assets would be minor. [100]

³⁰⁹ View 11

³¹⁰ View 23

³¹¹ Nos 69 and 70 Upper Close (LBgI), No 71 Upper Close (LBgII*), Canary Chapel (LBgI and scheduled monument)

³¹² View 25

515. In views northwards along Wensum Street, part of the Church of St Clement (LBGI) is seen in front of Nos 3 - 5 Colegate (LBGII)³¹³. As noted above, the extent of visibility of the proposal would reduce as the viewer moves north along Wensum Street. As seen from Fye Bridge³¹⁴, the proposed tower would appear incongruously above the ridge of Nos 3 - 5, which would cause an element of distraction from the assets. However, only a small part of the church, and very little of Nos 3 - 5, is visible at this point so this is not a view which is particularly important to the ability to experience these assets. There are closer and better views available further along Fye Bridge Street, and from Colegate, which would be unaffected by the proposal.
516. Fye Bridge itself is listed (LBGII) and there is a cluster of listed buildings on the north side of the bridge³¹⁵ which are seen in the view described above. Together, these buildings form a lively and varied townscape which (as seen from the bridge) would be only slightly impacted by a glimpse of the proposed tower. The proposal would be barely visible, or invisible, in closer views. There is also a partial view of the Church of St Clement from the riverside walk to the west of Fye Bridge. The church tower appears in a gap in the riverside buildings. Part of the proposed tower would appear in the same gap, resulting in an element of distraction³¹⁶. In conclusion, whilst there would be harm to the settings and the significance of the Church of St Clement, Nos 3 - 5 Colegate and the other listed buildings in the Fye Bridge group, I would characterise the degree of harm as minor in each case.

Colegate character area

517. St George's Church (LBGI) and Bacon's House (LBGII*) stand in Colegate, either side of St George Street. As discussed above, the view along St George Street³¹⁷ provides a glimpse of modern office buildings at St Crispins House, which are to be extended in height. The proposed tower would also be seen in this view, behind the extended St Crispins House. The listed buildings are experienced in the context of Colegate, which has a strong sense of enclosure and historic character. This setting contributes to their significance. The glimpse of modernity currently experienced at St George Street does little to undermine the historic character because it is experienced only fleetingly. Moreover the listed buildings, which are themselves powerful features, and the street scene of Colegate are very much closer to the viewer. The effect of the proposal would be to increase, slightly, the sense that there is some modern development to the north. There would be very little by way of distraction from the assets, resulting in no more than minor harm to their significance.

³¹³ Nos 3 to 5 Colegate are at the corner of Colegate and Fye Bridge Street and it is convenient to discuss them here rather than in the section on Colegate

³¹⁴ View 56

³¹⁵ Nos 2, 7, 9 and The Mischief Public House, Fye Bridge Street (LBGII), Nos 11, 13 and 15 Fye Bridge Street (LBGII*)

³¹⁶ View 27 in the March 2018 Verified Views Study (CD4.86 Volume 3 j), noting that this view shows the earlier design for a 25 storey tower

³¹⁷ View 37

518. Muspole Street leads off Colegate and the setting of the listed buildings here³¹⁸ includes the historic character and enclosed nature of Colegate. There are also views of modern development to the north at St Crispins House. The proposed extensions to St Crispins House would be readily apparent from here³¹⁹. Part of the proposed development would appear behind those extensions. I do not think that any additional impact would materially affect the ability to experience these assets.
519. For Octagon Chapel (LBgII*) and Nos 27 and 29 Colegate (LBgII), any visibility of the proposed development in views of these buildings would be too limited to have any material impact. There are listed buildings in Calvert Street³²⁰, the northern end of which is bridged by modern development. Their setting within Calvert Street adds to their significance but the application site makes no contribution. Although the view along the street would change, there would be no effect on the ability to appreciate these buildings. Nos 63, 80 and 82 (LBgII) St George Street are located between Colegate and St Crispins Road. There are modern commercial buildings on the south side of St Crispins Road which lie between these buildings and the application site. Consequently, they would be unaffected.
520. Doughty's Hospital (LBgII) is inward-facing, built on three sides of a courtyard. Insofar as setting contributes to its significance, the ability to experience the asset is largely confined to the courtyard³²¹. Gildengate House dominates the skyline in the view northwards from within the courtyard. Its strong horizontal lines and generally poor design and materials stand in stark contrast to the architecture of the listed building, resulting in considerable harm to its significance. Recladding Gildengate House, as proposed, offers the potential to mitigate this impact (subject to subsequent approval of reserved matters). That would be a benefit. However, the height and mass of Block G would add to the sense of this modest building being dwarfed by its neighbours. On balance, the effect would be harmful. However, as much harm has been done already, the proposal would cause only minor harm to the significance of the asset.
521. St Mary's Church at St Mary's Plain (LBgI) is set within an oval churchyard which allows it to be viewed in the round, both close up and from surrounding streets and footpaths³²². This setting, which would be unaffected, makes a strong positive contribution to its significance. The wider surroundings are varied in character with modern development to the north, between the church and the application site. These wider surroundings add nothing to the ability to experience the asset. Visibility of the proposal would be very limited and would not be harmful to the setting or the significance of the asset.
522. The Church of St Martin at Oak (LBgI) is set within a small enclave of green space which enables it to be appreciated from the adjoining streets, thereby contributing to its significance³²³. Beyond that, setting adds little to the

³¹⁸ Nos 1 – 9 and the Woolpack, Muspole Street (LBgII)

³¹⁹ View 36

³²⁰ Nos 2 to 9 Octagon Court (LBgII*), Nos 9, 11, 20 and 22 Calvert Street (LBgII)

³²¹ View 44

³²² View 52

³²³ View 29

significance of the asset. It is hemmed in by a factory building on one side and the nearby townscape is fragmented and lacking in coherence. The proposed development would terminate the view along St Martin's Lane, which passes alongside the church. Whilst that would be a significant change in the view, it would not be harmful because the change would affect something which does not currently contribute to the significance of the listed building. Nos 47 and 49 (LBgII) are located further along St Martin's Lane. The townscape here is similarly lacking in coherence, such that setting contributes very little to the significance of these assets. Again, the surroundings would be changed but this would not be harmful to the listed buildings.

523. Nos 98 – 100 Oak Street form part of a characterful frontage to Oak Street which contributes to their significance. The nearby large scale highways infrastructure of St Crispins Road is a detractor. That relationship would not change. The application site makes no contribution to the significance of these listed buildings. Although views along St Crispins Road would change³²⁴, this would have no impact on the ability to experience these assets.

Elm Hill and Princes Street

524. There is a concentration of designated assets around the junction of Elm Hill and Princes Street³²⁵. These include St Peter Hungate (LBgI), the Former Dominican Friary (Blackfriars), St Andrew's Hall and Blackfriars Hall (LBgI and scheduled monument), the Briton's Arms (LBgII*) and Nos 2, 4, 6 and 8 Elm Hill (LBgII). The buildings are experienced within a street scene that is tightly enclosed, creating a strong historic character. Although it would be possible to obtain some glimpses of the proposed tower, these would be fleeting views for a person moving along the street whose attention would be focused on the powerful historic environment around them. If such a person was aware of the proposal at all, the very small degree of visibility combined with the effects of distance would mean that there would be no harm to the settings of these assets. [99]

Other listed buildings

525. HE argued that there would be harm to the medieval churches of Norwich as a group. These are most densely concentrated in the slopes down towards the river. I agree that the medieval churches make an important contribution to the townscape. However, I have concluded above that the proposal would not be harmful to the long views of the strategic landmarks from high ground to the east of the city centre. For the same reasons, I do not think that there would be harm to the medieval churches, other than those where I have specifically identified harm in this report. [282]
526. The setting of St James' Church (LBgI) is dominated by large scale highways infrastructure and contributes very little to the significance of the asset³²⁶. From in front of the church the existing commercial buildings at Anglia Square are visible. The proposed development would be similarly visible. That would be a

³²⁴ View 30

³²⁵ Views 22 and 55

³²⁶ View 19

change in the view but it would have no impact on the ability to experience the asset.

527. The Guildhall (LBGI), No 1 Guildhall Hill (LBGII) and the War Memorial (LBGI*) can be seen in views from Millennium Plain (in front of the Forum)³²⁷ in which a small part of the tower would be visible on the skyline. However, there are many closer and better views of these assets, all of which would be unaffected. Even in this particular view, the limited extent of visibility and the effects of distance are such that there would be no harm to the setting of these assets.

528. Nos 45 – 51 London Street (former National Westminster Bank) (LBGII) has a domed cupola. The building is mainly experienced from the adjoining streets and these views would be unaffected. However, the cupola can also be seen against the sky from the Castle ramparts³²⁸. The proposed tower would appear behind the cupola, distracting from it. Having regard to the overall significance of the asset, I consider that this would amount to minor harm. In the same view, the tower of St Andrew's Church (LBGI) appears close to the cupola. There are many closer and better views of the church. Nevertheless, in this particular view there would be an element of distraction from the view of the church tower, resulting in minor harm to the significance of St Andrew's Church.

529. St Helen's Church (LBGI) can be seen in the view across Cathedral Meadow³²⁹. This is discussed above in relation to the Cathedral, where I concluded that the proposed tower would result in only a small element of distraction. Even so, given the importance of this view, I found that there would be minor harm to the Cathedral. For the same reason I consider that there would be minor harm to the significance of St Helen's Church.

Registered parks and gardens

530. Waterloo Park is a Grade II* registered park³³⁰. The Cathedral spire is visible from some points within the park, as a distant feature in a gap in a line of trees. This is a glimpsed view which does not have a strong influence on the way the park is experienced. Although the park is bounded by trees there are also views of buildings, such that one is aware of being in a park within a wider urban area. There would be filtered views of the proposed development, which is likely to be more visible in winter. However, the effect of distance is such that I do not think that there would be harm to the registered park. [378]

531. Catton Hall Park is also a Grade II* registered park. Norfolk Gardens Trust comments that Humphry Repton used the Cathedral spire as a key feature of his design for the park. However, there is no evidence that the spire is visible today. In any event, the TVIA concluded that the proposal would not be visible³³¹ and, from what I saw, I have no reason to doubt that finding. [378]

Impacts on non-designated heritage assets

³²⁷ View 11

³²⁸ View 12

³²⁹ View 60

³³⁰ View 48

³³¹ Views 61 and 62

532. The locally listed buildings at Nos 43 – 45 Pitt Street would be demolished. They comprise a pair of 19th century houses, with No 43 having a pub frontage. They are of local architectural and historic value, which would be lost.

533. All other impacts on known non-designated heritage assets would arise from impacts on setting. There would be some harm to the significance of locally listed buildings in St Augustines Street and Wensum Street. For the reasons discussed in relation to the listed buildings in those streets, the degree of harm would be minor. On Magdalen Street, there would be some benefit to the significance of locally listed buildings north of the flyover and no impact on those to the south. This would be for the same reasons discussed in relation to listed buildings in Magdalen Street. I consider that there would be sufficient separation from the proposed development to avoid harm to the locally listed buildings at Malzy Court.

534. The application site has the potential to contain archaeological assets which are as yet unknown. Any impacts on such assets could be managed through appropriate conditions requiring a scheme of archaeological investigations.

Conclusions on the historic environment

535. The proposal would have both beneficial and harmful effects on the character and appearance of the NCCCA. On balance, there would be a net benefit so the character and appearance of the NCCCA would be enhanced.

536. In all cases where there would be harm to designated heritage assets this would be less than substantial harm in the terms of the Framework. There would be harm that I would characterise as moderate to the following:

- The Church of St Augustine (LBgI)
- Nos 2 – 12 Gildencroft (LBgII)

537. There would be harm that I would characterise as minor to the following:

Grade I

- Cathedral
- Church of St Simon and St Jude
- Church of St Clement
- Church of St George
- St Helen's Church
- St Andrew's Church

*Grade II**

- Bacon's House
- Nos 11 – 13 Fye Bridge Street

Grade II

- St Augustines Street group
- Nos 11 – 13 Wensum Street
- No 40 Elm Hill
- Nos 3 – 5 Colegate
- Nos 2, 7 and 9 Fye Bridge Street
- The Mischief public house, Fye Bridge Street
- Fye Bridge
- Doughty's Hospital
- Nos 45 - 51 London Street (former National Westminster Bank)

I have found that there would be some benefits to the settings of listed buildings, in particular the Cathedral, the Church of St Augustine and No 75 Magdalen Street.

538. The significance of the locally listed buildings at Nos 43 – 45 Pitt Street would be lost. There would be some minor harm to the significance of locally listed buildings in St Augustines Street and Wensum Street. There would be some minor benefit to the significance of locally listed buildings in Magdalen Street north of the flyover.
539. The PGN is not part of the development plan although it is a material consideration. Insofar as the PGN relates to heritage, I consider that the proposal would enhance the NCCCA and would create or enhance views from public spaces to local landmarks. The NCCCA Appraisal is not part of the development plan although it is referred to in JCS Policy 11. With regard to the guidance in the Appraisal, the proposal would remove negative landmarks and reinstate historic street patterns, albeit not in precisely the same alignments. It would, in the main, preserve views of city wide landmarks (noting that there would be some harm to the setting of the Cathedral). It would respect the scale of buildings in Magdalen Street and create significant improvements to the townscape of Magdalen Street (north of the flyover), Edward Street, New Botolph Street and the northern part of Pitt Street.
540. On the other hand, it would not integrate with the context and grain of its surroundings in some important respects. In particular, the scale of development would harm the group comprising the Church of St Augustine, the green space of the churchyard and Gildencroft, it would create an uncharacteristic focal point, distracting from views along Wensum Street, the scale of Block F would be strikingly different to its surroundings, creating an uncharacteristic feature on a prominent corner location and the tower would be a dominant feature in views along St Augustines Street. Overall, there would be some accordance with the guidance set out in the Appraisal and some conflict.

Harm to designated heritage assets – the balance required by the Framework

541. Any harm to a designated heritage asset is a matter of considerable importance and weight. Where there would be less than substantial harm, paragraph 196 requires this to be balanced against the public benefits of the scheme. Public benefits are not limited to heritage benefits.

542. I have identified the following heritage benefits relating to the character and appearance of the NCCCA:

- the removal of large scale 20th century commercial buildings which are perceived as strongly negative features over a wide area;
- the replacement of those buildings, and underused parking lots, with well-designed buildings;
- creation of an attractive new public realm within the site;
- creation of framed views of the Cathedral and the Church of St Augustine from within the site; and
- significant improvements to the townscape of Magdalen Street (north of the flyover), Edward Street, New Botolph Street and the northern part of Pitt Street.

I attach significant weight to these heritage benefits.

543. In addition, I have identified benefits to the settings of individual listed buildings, namely the Cathedral, the Church of St Augustine and No 75 Magdalen Street. The degree of benefit in each case is minor in relation to the overall significance of the asset. I have also identified minor benefits to the settings of some non-designated heritage assets on Magdalen Street (north of the flyover).

544. I have identified the following social, economic and environmental benefits:

- Securing the regeneration of a strategic brownfield site;
- A significant contribution to meeting housing need in Norwich;
- A significant contribution to meeting the need for affordable housing in Norwich;
- A significant net gain in employment, helping to create the conditions in which businesses can invest, expand and adapt. Insofar as the current condition of the site is a barrier to investment, that barrier would be removed; and
- Supporting the role that Anglia Square plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC.

I attach significant weight to each of these public benefits.

545. My overall assessment is that the public benefits are sufficient to outweigh the harm to the listed buildings identified above. The conclusion is the same whether the listed buildings are considered individually or collectively.

Harm to non-designated heritage assets

546. The Framework requires harm to non-designated assets to be taken into account. The significance of the locally listed buildings at Nos 43 – 45 Pitt Street would be lost. There would also be some minor harm to the significance of locally listed buildings in St Augustines Street and Wensum Street, through development in their settings. The public benefits are the same as those discussed above. In my view they outweigh the harm to non-designated heritage assets.

Conclusion on the historic environment

547. I conclude that the character and appearance of the NCCCA would be enhanced. However, there would be harm to a number of individual listed buildings through development in their settings. The settings of the buildings in question would not be preserved. Having weighed the public benefits against the harm to significance, I find that the public benefits are sufficient to outweigh the harm, thereby providing the clear and convincing justification required by the Framework. The conclusion is the same whether the listed buildings are considered individually or collectively. There would also be harm to some non-designated heritage assets which would be outweighed by the public benefits. Overall, the proposal would therefore accord with the policies of the Framework relating to the historic environment.

The effect of the proposal on air quality

The air quality assessments

548. The UK Air Quality objective for Nitrogen Dioxide (NO₂) is an annual mean of 40 µg/m³ and the objective for particulate matter (PM₁₀) is also an annual mean of 40 µg/m³. In addition, there is an hourly objective for NO₂ and a 24 hour objective for PM₁₀. In 2012 the Council declared an Air Quality Management Area (AQMA) covering the whole of the city centre, including the application site, due to exceedances of the annual mean objective for NO₂. Various iterations of the Air Quality Assessment (AQA) were before the Inquiry. It is convenient to start with AQA version 3, which was submitted with the proofs of evidence.

549. AQA version 3 uses monitoring data collected by the Council in 2018 at three monitoring points in Magdalen Street and St Augustines Street. The data was collected by diffusion tubes (DT). When DT data is used a bias correction factor is usually applied. Either a locally derived factor or a national factor can be used and in this case the Council applied a local bias correction factor. Modelling was then undertaken, taking account of traffic and weather data, to provide a baseline for 9 receptor points around the periphery of the application site. This showed that, in the baseline situation, the annual mean NO₂ objective was being exceeded at monitoring point DT11 (St Augustines Street) and at 4 receptors on the edge of the site.

550. The AQA then modelled future levels of NO₂ in various scenarios. The 'policy applied' scenario uses the Emissions Factor Toolkit version 9 (EFT) published by the Department for Environment, Food and Rural Affairs (DEFRA) in May 2019. The EFT seeks to represent anticipated improvements to the road vehicle fleet

resulting from Government policy, for example in relation to vehicle exhaust emissions standards. The modelling for the year 2031 with the development in place showed that, in the policy applied scenario, all of the monitoring and receptor points would meet the annual mean objective for NO₂. However, if no account is taken of improvements to the vehicle fleet, there would be exceedances at ground floor level at monitoring points DT9 and DT11 (St Augustines Street) and 4 receptor points. There would be no exceedances at first floor level or above, where the great majority of the proposed residential units would be located.

551. During the course of the Inquiry the Council's monitoring data for 2019 became available. This showed that measured NO₂ levels at two locations in Magdalen Street and at Edward Street were in fact lower than the modelled levels (based on 2018 data) in similar locations and were meeting the annual objective. The modelling was updated using the 2019 baseline data together with the Calculator Using Realistic Emissions for Diesels, version 3A (CURED v3A), to represent the 'policy applied' scenario. On this basis, with the development in place, all of the monitoring points and all but one of the modelled receptors would meet the annual objective in 2031. Although Receptor B (Magdalen Street) would not meet the objective at ground level, there would be no residential accommodation at this point so the objective would not apply.

The objections raised to the AQA

552. Norwich Cycling Campaign (CYC) argued that having three versions of the AQA before the Inquiry was confusing. It was suggested that the differences between the modelled values in each version were so great that any comparison between them is meaningless and none of the models is to be trusted. [335 – 338]
553. CYC was particularly concerned about the Council's use of a local bias correction factor in its Air Quality Annual Status Report 2019 (AQASR), on the basis that previous AQASRs had used a national bias correction factor. It was suggested that the factor chosen was out of kilter with those used in previous years and that this resulted in undue optimism being built into the modelling for AQA version 3. Further concerns were expressed that a calibration factor used in the modelling, relating to meteorological data, also imported undue optimism into the modelling. At the Inquiry the applicants referred to comments of the Inspector examining the Wealden Local Plan to the effect that the use of CURED v3A would represent a precautionary approach. CYC disputed this on the basis that the scale and nature of the AQA carried out for the Wealden Local Plan was very different, and (in their view) more trustworthy, than the AQAs before this Inquiry. [339, 343, 344 - 346]

Discussion of the AQA methodology

554. It is no criticism of the applicants to say that there were three versions of the AQA before the Inquiry. The work was originally done in connection with the ES. Subsequently, the application was called in and it became apparent that air quality would be an issue at the Inquiry. Moreover, the time frame for implementation of the scheme had changed. It was therefore reasonable to update the AQA at that point. The Council's 2019 monitoring data then became available during the Inquiry process so it was reasonable to take that into account as well. I note that the monitoring locations were not the same at each

stage so it would not be appropriate to compare the three AQAs as if they were done on the same basis. [128, 192]

555. My approach is to take the AQA version 3 as a starting point because the modelling is based on 2018 monitoring data which has been formally reported to DEFRA in the Council's AQASR. It is relevant to note that AQA version 2 was based on 2017 monitoring which did not include a full year's data in all locations. This is a further reason for taking AQA version 3 as my starting point. I take account of the modelling based on the 2019 monitoring data as a sensitivity test. In submitting its AQASR the Council was required to use either a local or a national bias correction factor and to give reasons for that choice. Cogent reasons have been given for the Council's choice of a local factor, relating to good correlation between DT results and a chemiluminescent analyser. I see no reason to doubt that the choice of correction factor was made for proper scientific reasons, notwithstanding that a different factor was used in previous years. [123, 194, 196, 198]
556. There was no evidence before the Inquiry as to the significance of the disputed calibration factor relating to meteorological data. Consequently, whilst I note that CYC has a concern on this point, there is nothing before me to support a conclusion that the results of the assessment should be set aside on this basis.
557. At the Inquiry there was discussion as to whether, in principle, it is right to take account of anticipated improvements in air quality as a result of Government policy. Although the Council did not take account of such improvements at the time it considered the application, it now considers that it is right to do so. I agree. The EFT User Guide 2019, which is published by DEFRA, states that:
- "It is a tool that allows users to calculate road vehicle pollutant emission rates for oxides of nitrogen and particulate matter for a specified year, road type, vehicle speed and vehicle fleet composition". (emphasis added)*
- To my mind that makes it clear that DEFRA is expecting anticipated changes in vehicle emissions to be factored in to assessments such as this. The Wealden Local Plan examination, where the Inspector commented that it would be unreasonable to assume no improvements over time, is an example of this approach in action. [190]
558. The Wealden Local Plan examination Inspector characterised CURED as being conservative and consistent with the precautionary principle in the context of reservations that had been expressed about EFT version 9 at that event. For present purposes it matters not whether CURED is characterised as 'precautionary'. At Wealden, the Habitats Regulations were relevant to the air quality issues under discussion. Whilst the Habitats Regulations are also relevant to this application, air quality is not at issue in that context. The relevance of the Wealden example to this case is that CURED was found to be conservative by comparison with EFT. Indeed, CYC accepted in the Air Quality SoCG that CURED v3A could properly be used as a sensitivity test. I conclude that it is appropriate to use CURED v3A as part of a sensitivity test, as the applicants have done. [117, 121, 191]
559. The essence of CYC's case on the AQA methodology is that the outputs are untrustworthy and should not be relied on by the decision maker. For the

reasons given above, I do not share that view. I consider that the information before the Secretary of State is sufficient for air quality to be properly taken into account in this decision.

Other matters raised by Norwich Cycling Campaign

560. CYC argued that the proposal would lead to increased traffic in the St Augustines gyratory system, including at locations which already exceed the annual mean objective for NO₂, adversely affecting existing residential properties at Edward Street and St Augustines Street. On this basis the proposal was said to represent unsustainable development. CYC submitted that whichever of the AQA versions is considered, the level of pollutants is always higher with the development than without. [323 – 326, 348]
561. Whilst it is true that traffic would increase in some locations that are currently not meeting the annual mean objective, it is not the case that any development that increases traffic in an AQMA is inevitably unlawful or in conflict with national or local policy. The appropriate approach is to take air quality into account alongside other material considerations, consistent with the *Shirley* case. Those considerations include the fact that the application site contains a great deal of vacant floorspace and a large unused multi-storey car park. Traffic levels in the baseline situation are lower than they would be if the site were fully in use. Moreover, there is a policy imperative to put this strategic brownfield site to better use in accordance with the development plan. That will inevitably result in some additional traffic compared to the existing situation. Important considerations include the scale and effect of any increase in air pollution and whether this particular proposal provides appropriate mitigation, including through taking opportunities to promote sustainable travel choices. [115, 181, 182, 183, 187]
562. CYC also drew attention to scientific evidence that air pollution can lead to health impacts at levels below those reflected in the current regulatory limits. However, paragraph 181 of the Framework states that planning decisions should sustain and contribute towards relevant limit values or national objectives for pollutants. It is therefore the national objectives that are relevant to planning decisions such as this. [186, 327 – 330]

Conclusions on air quality

563. The impacts on air quality during construction were considered in the ES. They were not controversial at the Inquiry. At the request of the Planning Inspectorate, on behalf of the Secretary of State, the applicants provided an updated assessment of the likely effects of demolition. Suggested condition 28 would require the submission of a Construction and Environment Management Plan which would include consideration of construction traffic and dust suppression measures. I consider that this would provide a suitable means of managing impacts on air quality during construction. [10]
564. The pollutants of concern during the operational phase are NO₂ and PM₁₀. Whichever of the AQAs is considered, the levels for PM₁₀ would be well below target levels. With regard to NO₂, I consider that it is right to take account of anticipated improvements to the vehicle fleet. AQA version 3 shows that at the completion date for the proposed development the annual mean objective would

be met at all relevant locations. Consideration of the 2019 monitoring data, together with use of CURED v3A, is a helpful sensitivity test which adds confidence to this conclusion. [198]

565. The proposals include consideration of mitigation measures. Within the scheme there is an option for mechanical ventilation for any facades that are subject to elevated levels of NO₂ at early stages of the development process. Suggested condition 42 requires updated AQAs, informed by further monitoring, for each phase of the development. This would enable any mitigation within the scheme to be fine-tuned in the light of up to date information. With regard to impacts outside the scheme, the proposals include measures to promote sustainable transport choices. These are discussed further below.
566. Taking a broader view, there is a need for a great deal of new housing in Norwich, South Norfolk and Broadland. Locating 1,250 dwellings at the application site, which is in a very accessible location, is likely to reduce vehicle trips in the plan area as a whole in comparison with locating those dwellings elsewhere. This is likely to be beneficial in terms of air quality. The extent of this benefit is not quantifiable on the evidence before the Inquiry, so I attach only limited weight to it. Nevertheless, it is still a point in favour of the scheme within the overall assessment of air quality. [118, 119, 187]
567. Drawing all this together, I consider that the proposal would be appropriate for its location taking account of likely effects on health and living conditions. No conflicts with the Council's Air Quality Action Plan have been identified. Opportunities to mitigate impacts have been identified and the proposal would contribute towards compliance with relevant national objectives. I conclude that the proposal would accord with the Framework and that air quality is not a matter that weighs against the grant of planning permission.

Viability and the prospects for delivery of the scheme as a whole

568. The applicant has submitted a viability assessment which has been reviewed on behalf of the Council by the Valuation Office Agency. The various inputs to the assessment were found to be appropriate. On the applicant's assessment the scheme would provide a profit on cost of 16.4%, a profit on gross development value of 14.7% and an internal rate of return of 20.2%. The position agreed between the Council, the applicants and HE is that the viability of the scheme is marginal in current economic conditions. On the basis that the applicants have confirmed their intention to deliver the scheme, these parties agreed that the decision maker does not need to consider detailed evidence on matters such as costs, values and benchmarks. I share that view. No other party provided evidence on these matters. [38, 39, 54, 56, 200]
569. The assessment reflects a confirmed grant of £15 million, awarded under the Housing Infrastructure Fund. I have no doubt that the viability of the scheme, and its ability to deliver the promised housing, was subject to close scrutiny by those responsible for awarding this very substantial grant. That is not determinative of itself but it is a further factor adding weight to the evidence of the viability witnesses who gave evidence at the Inquiry. [53, 201]
570. The assessment also assumes that exemption from CIL would be granted by the Council. Applications for exemption cannot be considered in advance of the

grant of planning permission. Whilst the outcome of that process cannot be certain, the Council has put in place a policy on exceptional circumstances relief from CIL. Given the Council's support for the scheme there is a reasonable prospect that the exemption would be granted. It is therefore reasonable to take it into account. [201]

571. Whilst the profit level is at the bottom of the range typically seen in assessments of this sort, the internal rate of return is supportive of the agreed position on viability. Moreover, such assessments are done using current values, making no allowance for enhanced values in later phases arising from successful completion of earlier phases. In a large scale regeneration scheme such as this it is likely that there would be some uplift as the scheme progresses. [54, 202]
572. The possibility that the scheme might stall was explored at the Inquiry. There are some high abnormal development costs which would be incurred early on. These would include the demolition of the multi-storey car park and the existing commercial buildings, relocation of Surrey Chapel and decontamination. Front-loading these major capital costs would create an incentive to complete the scheme so that they could be recouped. Moreover, the terms of the Housing Infrastructure Fund grant are such that it would have to be repaid if the housing is not delivered. Given the amount of grant, that would be a considerable incentive to ensure that the scheme is completed. The partnership between Columbia Threadneedle Limited (the site owner) and Weston Homes (a house builder) is also relevant. The site owner has a long term interest in the success of the retail and commercial elements of the scheme which is dependent on the whole scheme being delivered. The housebuilder is likely to benefit from improved values in later phases. [55, 202]
573. I conclude that if planning permission is granted there is a reasonable prospect that the scheme would be delivered as a whole. Viability considerations do not weigh against the proposal.

The extent to which the proposed development is consistent with the Government's policies for promoting sustainable transport

574. The site is well placed to offer a range of modes of transport. Most of the city centre is readily accessible either on foot or by cycle. Magdalen Street is a key bus route for services running northwards from the city. [206]

Pedestrians and cyclists

575. The design prioritises the needs of pedestrians and cyclists by creating new north/south and east/west routes through the scheme. The section 106 Agreement secures the use of these routes by pedestrians and cyclists at all times, subject only to any temporary closures for maintenance. These new routes connect to the existing city cycle network. The Yellow Pedalway, which runs from the city centre to the northern suburbs, currently passes through the site and would be incorporated in the new St George Street. In addition, new 3m pedestrian/cycleways would be provided along the northern section of Edward Street and along Pitt Street. The Pitt Street section would offer a choice to cyclists on a north/south route, for example if they wanted to avoid the site when it is busy with pedestrians. Early delivery of the Edward Street section would be secured through suggested condition 27. [208]

576. The Blue Pedalway runs along Magdalen Street and would connect with the east/west route through the site. Although CYC was initially concerned about provision for cyclists, these concerns were addressed once the full details of the section 106 Agreement became available. Cycle parking for residents would be provided in secure ground floor areas inside the main entrances. Cycle parking for visitors would be distributed throughout the public realm. [208, 320]

Car parking

577. In total the scheme would include around 1,500 parking spaces. NGP and others argued that this level of provision would be excessive in such an accessible location. Residential parking would be provided at a ratio of 0.75 spaces per dwelling. DM Plan Policy 31 (together with appendix 3) states that housing in the city centre primary retail area is required to be car free. However, elsewhere in the city centre, such as at the application site, the parking ratio can be between zero and one. The residential element is therefore policy compliant. [207, 360]

578. The proposed public car park would have 600 spaces. There are currently 1,192 public parking spaces within the site, although with the multi-storey car park being closed not all of this is usable. The proposal would have the effect of increasing the number of useable spaces by 100. DM Plan Policy DM29 seeks to manage parking demand across the city centre. It states that the total number of off-street spaces will not exceed 10,000. Although the proposal would take the total over this limit, the officers' report notes that some temporary planning consents for car parks in the city centre will have expired before the new multi-storey car park would be operational. Consequently, the public parking would accord with the DM Plan. [207]

579. The suggested conditions include measures relating to car parking:

- approval of a car park management plan, ensuring (amongst other matters) that the tariff structure supports the function of the LDC (condition 6);
- requiring the car park to be linked to the city wide variable messaging system to advise drivers of the availability of spaces (condition 7);
- ensuring that use of the existing surface level public parking within the site ceases (condition 8);
- monitoring the use of residential car parking to establish whether provision can be reduced in later phases (condition 9); and
- holding back 25% of the residential spaces in Block A for use by occupiers of later phases (condition 10).

Taken together, I consider that these conditions would ensure that the parking operates in a way that supports the objectives of the DM Plan.

Network impacts

580. The officers' report records that a transport assessment submitted with the application set out the traffic impacts of the development, having been carried out in accordance with the advice of the strategic highway authority. The local highway authority agreed that the proposal would not have a severe impact on

the strategic highway network in Norwich. The County highway authority commented that the traffic impact on the network would be minimal. Whilst some representations referred to traffic congestion in the locality there was no technical evidence before the Inquiry to contradict the findings of the transport assessment and the conclusions of the highway authorities.

Promoting sustainable transport

581. The following further measures are proposed:

- the section 106 Agreement makes provision for a financial contribution to car club vehicles and the layout incorporates designated car club bays;
- 5% of the parking spaces would be equipped for charging electric vehicles, in accordance with a scheme to be approved under suggested condition 51;
- a new bus layby on Magdalen Street; and
- travel information plans for the residential and commercial elements, to be approved under suggested conditions 49 and 50.

Conclusions on transport

582. The site is well placed to offer a range of modes of transport and the proposal has taken the opportunities to promote sustainable transport modes. The scheme would provide safe and suitable access for all users. There would be no severe impacts on the highway network and no significant impacts on highway safety. I conclude that the proposal would accord with the policies of the Framework insofar as they seek to promote sustainable transport. Transport considerations do not weigh against the proposal.

Other matters

Alternatives

583. The officers' report sets out the alternatives to the application scheme that were considered in the ES together with additional options arising from public consultation³³². The 'do nothing' option was assessed as offering no environmental improvement. Moreover, there would be the prospect of further deterioration in the condition and appearance of Anglia Square. It was noted that the 'do nothing' option would generate an income but would require ongoing capital investment in the repair of dated buildings and structures. The other options considered included retaining and converting Sovereign House. Whilst these options offered varying levels of environmental improvements, none were assessed as being viable.

584. At the Inquiry discussion of alternatives focussed on a scheme prepared by Ash Sakula on behalf of HE. This scheme was not put forward as a deliverable planning application. It was said to demonstrate an alternative approach that would produce heritage benefits whilst catering for development consistent with an LDC. However, both HE and SBH accepted that the Ash Sakula scheme is not

³³² Paragraphs 160 to 164 of CD2.15

viable or deliverable in present economic conditions. Nor is that situation likely to change in a realistic timescale. Consequently, whatever the design merits of the Ash Sakula scheme, there is no evidence that it could actually deliver the regeneration of the site that is promoted in the development plan. I therefore attach limited weight to it. [58, 59, 287, 298]

585. Several representations referred to a recent housing development at Goldsmith Street, suggesting that this scheme sets a standard that should be followed. There was little detailed evidence about Goldsmith Street before the Inquiry. However, I was able to visit it and, from what I saw, it is fully deserving of the awards it has received. Nevertheless, it appears to be wholly or mainly residential and is in a part of the city with different characteristics to those of Anglia Square. In contrast, Anglia Square is a strategic site within the city centre which is required by the development plan to deliver a range of land uses. Whilst appreciating the design merits of Goldsmith Street, I do not think that it provides a precedent or pattern in terms of the scale or form of development appropriate at Anglia Square. [376]

Energy

586. JCS Policy 3 requires that 10% of the scheme's energy requirements should be met from decentralised and renewable or low-carbon sources. The officers' report records that this requirement would be exceeded. The Energy Statement submitted with the application proposed an energy saving of 23%, achieved by using air source heat pumps for the commercial units³³³. NGP argued that the JCS requirement is out of date and that the residential element would not meet Policy 3. NGP was particularly critical of a proposal to install gas boilers in the flats. [358, 359]
587. Policy 3 requires an assessment of the scheme as a whole, including both commercial and residential elements. On that basis the scheme would meet 18% of the total requirement from decentralised and renewable or low-carbon sources, thereby complying with the policy. An addendum to the energy statement states that there is flexibility in the design, such that it would be possible to use communal air source heat pumps for the flats rather than gas boilers. Suggested condition 46 requires an Energy Strategy to be approved for each phase of the development. This would ensure that the scheme remains policy compliant and could take account of any regulatory changes, for example to the Building Regulations, and technological advances that may take place during the construction period.

Habitats Regulations

588. It will be necessary for the Secretary of State to undertake an appropriate assessment under the Habitats Regulations in respect of designated sites. At the Inquiry all parties agreed that there would be no likely significant effects on relevant sites, subject to mitigation secured through the section 106 Agreement. Information to inform an appropriate assessment is at Annex F.

³³³ Paragraph 545 of CD2.15

Conclusion on other matters

589. None of the other matters considered in this section weigh against the proposal.

Environmental Statement

590. The application was accompanied by an Environmental Statement (ES) and further environmental information was provided. The Council is satisfied that the ES meets the requirements of the relevant regulations and I see no reason to disagree. I have had regard to the environmental information in my assessments and recommendation. The suggested conditions would ensure that the outline elements of the scheme would be within the parameters assessed in the ES. [10, 11]

Public Sector Equality Duty

591. There was no formal equalities impact assessment before the Inquiry. However, equalities and diversity issues were addressed in the officers' report³³⁴. The report did not identify any negative impacts that would have a disproportionate effect on groups sharing protected characteristics.

592. The following features of the scheme would advance equality of opportunity for those sharing relevant protected characteristics:

- an accessible public realm prioritising the needs of pedestrians;
- 10% of dwellings to meet requirement M4(2) of the Building Regulations for accessible and adaptable dwellings (condition 43);
- Changing Places facility (condition 12); and
- shop mobility scheme (condition 65).

I am satisfied that the proposals take account of equalities issues and that there is adequate information before the Secretary of State for him to have due regard to equalities in his decision.

The extent to which the proposed development is consistent with the development plan for the area

593. The development plan comprises the Joint Core Strategy for Broadland, Norwich and South Norfolk (March 2011) (JCS) together with amendments that were adopted in January 2014; the Norwich Development Management Policies Local Plan (December 2014) (DM Plan) and the Norwich Development Site Allocations Local Plan (December 2014). No party identified any relevant policies in the Site Allocations Local Plan. The Council and the applicant agreed that very limited weight could be attached to the emerging Greater Norwich Local Plan at this stage of its preparation and I share that view. The most important policies for determining this application are therefore to be found in the JCS and the DM Plan.

³³⁴ Paragraph 563 of CD2.15

The Joint Core Strategy

594. Policy 1 seeks to address climate change and protect environmental assets. I have concluded that the proposal would accord with the JCS in relation to energy. It would make efficient use of land, delivering a high density of development in a designated centre on a public transport route. It would minimise the need to travel, give priority to low impact modes of transport and have no impact on designated nature conservation sites. The proposal would accord with the policy in all these respects.
595. Policy 1 also requires heritage assets and the wider historic environment to be conserved and enhanced. In that regard I have found that there would be a net benefit to the NCCCA. However, there would be harm to the significance of a number of listed buildings through development in their settings. I have characterised the degree of harm as moderate in two instances and in all other cases I have characterised the degree of harm as minor. Overall, I consider that the ways in which the proposal would accord with the policy outweigh the degree of conflict that would arise. On balance I find that the proposal would accord with Policy 1.
596. Policy 2 promotes good design and seeks to ensure that development respects local distinctiveness. I have concluded that the proposed design is a considered response to the surrounding urban fabric. It would create a distinctive new identity and a strong sense of place, rather than seeking to replicate that which surrounds it. The design would also create a high quality public realm, encouraging walking and cycling. On the other hand I have found that the height and mass of the proposal would be uncharacteristic. Having assessed the ways in which the design would help to integrate the development into its surroundings, I conclude that this factor is not sufficient to outweigh the positive aspects I have identified. On balance I find that the proposal would accord with Policy 2.
597. Policy 3 requires that at least 10% of the energy requirement for the scheme would be derived from decentralised and renewable or low carbon sources. This requirement would be met.
598. Policy 4 deals with housing delivery. The proposal would make a significant contribution to housing delivery. The mix of housing types is justified by the particular circumstances of the site and the amount of affordable housing would be the most that could be achieved in current market conditions. There is a section 106 Agreement in place which contains appropriate provisions relating to the phasing of affordable housing and review mechanisms which could enable more affordable housing to be provided in the event that viability improves. I conclude that the proposal would accord with Policy 4.
599. Policy 5 seeks to develop the local economy in a sustainable way. Anglia Square is not currently fulfilling its potential to contribute to the local economy. The proposal would result in some existing employment being displaced but overall there would be a significant net gain in employment. The proposal includes measures to support small and medium enterprises. It would provide flexibility in relation to permitted uses, which would help Anglia Square to respond to changes in economic circumstances. The proposal would overcome constraints to developing a key site. In my view it would accord with Policy 5.

600. Policy 7 seeks to maintain or enhance the quality of life and the well-being of communities. The proposal would provide 120 affordable dwellings, which would be a valuable contribution to meeting housing needs in a part of the city with high levels of deprivation. It would promote healthier lifestyles by prioritising walking and cycling. Communal open space, a high quality public realm and new leisure facilities would provide opportunities for social interaction. Provision would be made for accessible and adaptable dwellings, a Changing Places facility and a shop mobility scheme. I consider that the proposal would accord with Policy 7.
601. Policy 11 seeks to enhance the regional role of Norwich city centre. This includes promoting the comprehensive regeneration of the northern city centre at Anglia Square. Whilst the policy refers to an Area Action Plan which is no longer extant, the objective of securing comprehensive regeneration is still an important policy objective. The proposal would enhance the retail function of the LDC, expand the use of the centre (including the evening economy), extend leisure and hospitality uses, expand the employment function of the site and provide housing. Whilst the amount of family housing would be limited, the housing mix is justified by the particular circumstances of the site. Policy 11 also requires the distinctive character of the historic city to be enhanced. As noted above, I have found that there would be a net benefit to the NCCCA but there would be harm to the significance of a number of listed buildings through development in their settings. Nevertheless, the main thrust of Policy 11 is to secure comprehensive regeneration. Overall, I consider that the proposal would accord with Policy 11.
602. Policy 19 encourages new retailing, services, employment and other town centre uses at LDCs such as Anglia Square/Magdalen Street, subject to the scale of development being appropriate to the form and functions of the retail hierarchy. I have found that the proposal would support the role that Anglia Square/Magdalen Street plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC. It would therefore accord with Policy 19.

Development Management Plan

603. Policy DM1 seeks to achieve sustainable development. The proposal would support sustainable economic growth in the Norwich economy. The section 106 Agreement would make provision for an employment and skills strategy. The scheme would contribute to minimising the need to travel and reducing dependency on the private car. It would make provision for car club vehicles and electric vehicle charging points. It would provide for safety and security and increased opportunities for social interaction through an attractive and well-designed public realm and through the provision of communal open space. The proposal would accord with the policy in all these respects.
604. Policy DM1 also requires the protection and enhancement of heritage assets. In that regard I have found that there would be a net benefit to the NCCCA. However, there would be harm to the significance of a number of listed buildings through development in their settings. Overall, I consider that the ways in which the proposal would accord with the policy outweigh the degree of conflict that would arise. On balance I find that the proposal would accord with Policy DM1.

605. Policy DM2 seeks to ensure satisfactory living conditions for future occupiers and for neighbouring occupiers. I have concluded that the proposed flats would provide a good standard of residential accommodation and would create satisfactory living conditions for future occupiers. Any potential impacts on neighbouring occupiers could be appropriately managed through conditions. The proposal would accord with Policy DM2.
606. Policy DM3 sets out design principles. The proposal would protect the long views of strategic landmarks identified in Appendix 8 and the NCCCA. With regard to local distinctiveness, I have concluded that the proposed design is a considered response to the surrounding urban fabric that would create a distinctive new identity and a strong sense of place. The proposed layout would make efficient use of land and would provide a permeable and legible network of routes and spaces, linking effectively with existing routes. The public realm would be attractive, overlooked and secure. The layout includes space for cycle and refuse storage. Whilst the density of development would be high, the policy allows for higher densities in the city centre and district centres. The DAS has set out an appropriate approach to materials, which would be subject to later approval under conditions or reserved matters. Tree planting, green walls and green roofs would contribute to biodiversity. Energy efficiency measures would be incorporated. The proposal would accord with the policy in all these ways.
607. On the other hand, the policy also refers to height, mass, scale and form and calls for exceptional design quality at gateway locations. Block F would be at one of these gateway locations. I have concluded that the scale and mass of Block F would appear strikingly different and unfamiliar, to an extent that would cause harm. In assessing the importance of that point, it is relevant that the immediate context includes the Pitt Street/St Crispins Road roundabout and modern office buildings at St Crispins House. Planning permissions have been granted for the conversion and increase in height of St Crispins House and for redevelopment at St Mary's Works, to the south west of the roundabout. Overall, I conclude that this factor is not sufficient to outweigh the positive aspects of the design that I have identified. On balance I find that the proposal would accord with Policy DM3.
608. Policy DM8 relates to open space. The proposal would provide multi-functional public spaces of an appropriate form and character to support social interaction and make provision for children's play. It would accord with Policy DM8.
609. Policy DM9 relates to the historic environment and heritage assets. No designated heritage assets would be physically affected. There would be a net gain to the character and appearance of the NCCCA. Whilst there would be a loss of locally listed buildings at Pitt Street, that loss would be outweighed by the benefits of the scheme. Any unknown archaeological assets would be appropriately protected by the approval of a written scheme of archaeological investigation. The proposal would accord with the policy in all these ways. On the other hand, the policy requires that development should maximise opportunities to preserve the significance of designated heritage assets. I have found that there would be harm to the significance of a number of listed buildings through development in their settings. Having regard to the effect on those listed buildings, I conclude that, on balance, the proposal would conflict with policy DM9.

610. Policy DM11 relates to environmental hazards, including air quality. I have found that the proposal would be appropriate for its location taking account of likely effects on health and living conditions. No conflicts with the Council's Air Quality Action Plan have been identified. Opportunities to mitigate impacts have been identified and the proposal would contribute towards compliance with relevant national objectives. Potential hazards relating to contamination, water quality and noise could be appropriately managed through conditions. The proposal would accord with Policy DM11.
611. Policy DM12 sets out principles for residential development. The proposal would not compromise regeneration proposals and it would achieve a diverse mix of uses. Potential impacts on the amenity of the surrounding area could be managed by conditions. The mix of housing types is justified by the particular circumstances of the site and the amount of affordable housing would be the most that could be achieved in current market conditions. Whilst the density of development would be high, the policy allows for higher densities in the city centre and district centres. At least 10% of dwellings would meet the requirements for accessible and adaptable dwellings. I consider that the proposal would accord with Policy DM12.
612. Policy DM13 relates specifically to the construction of flats (amongst other types of accommodation). The proposal would achieve a good standard of amenity and living conditions for future occupiers without causing any unacceptable impacts on the living conditions of neighbouring occupiers. Satisfactory provision would be made for servicing, parking and amenity space. The proposal would accord with Policy DM13.
613. Policy DM16 relates to employment and business development. The proposal would result in a significant net gain in employment. I have found that the application scheme would help to create the conditions in which businesses can invest, expand and adapt. It would provide flexibility in relation to permitted uses, which would help Anglia Square to respond to changes in economic circumstances. The proposal would accord with Policy DM16.
614. Policy DM17 seeks to protect small and medium scale business premises. The proposal would result in some existing employment being displaced. However, there would be a significant net gain in employment. This is a case where retaining existing businesses where they are would compromise the regeneration of the wider area in accordance with the development plan. The proposal includes measures to facilitate relocation of some existing businesses and to support small and medium enterprises generally. There would be overriding community benefits from the new uses which could not be achieved by locating those uses elsewhere. Overall, the proposal would accord with Policy DM17.
615. Policy DM18 supports development for retail, leisure and other main town centre uses within LDCs, where their scale is appropriate to the centre's position in the hierarchy. I have found that the proposal would support the role that Anglia Square/Magdalen Street plays in the hierarchy of centres, promoting the long term vitality and viability of the LDC. It would therefore accord with Policy DM18.

616. Policy DM19 allows for development of Class B1 office space at an LDC provided the scale is appropriate to the centre's position in the hierarchy. There is currently a great deal of vacant office floorspace at Anglia Square. The scheme includes scope for considerably less office floorspace. However, the scale and location of the new units would be appropriate to small and medium enterprises, consistent with the new role of Anglia Square. The proposal would accord with Policy DM19.
617. Policy DM20 seeks to manage changes of use in LDCs and other retail locations. In this case the proposal would create wholly new retail frontages so the policy is not directly relevant. However, planning conditions are proposed to ensure that future uses accord with the retail strategy for Anglia Square. This would be consistent with the objectives of the policy which seeks to maintain vitality and viability.
618. Policy DM28 seeks to encourage sustainable travel. The proposal includes cycle and pedestrian links as an integral part of the design. The layout would be coherent and legible, creating permeability and accessibility for pedestrians. Off-site cycle and pedestrian links would be enhanced and there would be easy access to bus stops. Vehicle parking would not dominate the public realm but would be safe and convenient to occupiers. Travel planning would be incorporated and provision would be made for car club vehicles and parking. The proposal would accord with Policy DM28.
619. Policy DM29 relates to public off-street parking in the city centre. The proposed public parking would be consistent with the overall limit of 10,000 spaces set by the policy. It would consolidate existing parking, make efficient use of land by being included in the built form of wider development, have a tariff structure to support the LDC and be linked to the city wide variable messaging system. The new car park would be secure and easily accessible by vehicles and on foot. Provision would be made for electric vehicle charging. The proposal would accord with Policy DM29.
620. Policy DM31 applies the upper and lower limits for parking provision which are set out in appendix 3. For residential units at the application site the upper limit is one space per dwelling. The proposed ratio of 0.75 spaces per unit is within that limit. Provision would be made for disabled drivers, cycle parking, electric vehicle charging, refuse storage and collection and car club vehicles. The proposal would accord with Policy DM31.
621. Policy DM32 would allow car free housing at the application site but this is not a policy requirement. The proposed residential parking does not therefore conflict with this policy.
622. Policy DM33 sets out principles for planning obligations. The justification for the obligations contained in the section 106 Agreement has been set out in the Council's CIL compliance statement. I conclude that the proposal would accord with this policy.

Conclusions on the development plan

623. I have identified those policies of the JCS and the DM Plan that I consider to be most important to the determination of this appeal. Having assessed the

proposal against those policies I find it would accord with all but one. Although the proposal would result in a net benefit to the NCCCA, on balance it would conflict with DM Plan DM9 because of harm to a number of designated heritage assets through development in their settings.

624. On the other hand the proposal would deliver the comprehensive regeneration of Anglia Square, which is an important strategic objective. It would also make a significant contribution to other development plan objectives including promoting large district centres, delivering housing and supporting economic development. It would comply with a range of other relevant policies which are set out above. My overall assessment is that the proposal would accord with the development plan as a whole.

Overall conclusion and planning balance

625. Having found that the proposal would accord with the development plan as a whole, it is necessary to consider whether there are other considerations that indicate a decision other than in accordance with the development plan.
626. The proposal would cause harm to a number of listed buildings through development in their settings. In all cases this would be less than substantial harm in the terms of the Framework. Nevertheless, in each case that is a matter of considerable importance and weight. It should be noted that there would be harm that I would characterise as moderate to the Grade I listed Church of St Augustine and the Grade II listed Nos 2 – 12 Gildencroft. In respect of the other assets, there would be harm that I would characterise as minor. Even so, a number of highly graded assets would be affected, including the Cathedral, the Church of St Simon and St Jude, the Church of St Clement, the Church of St George, St Helen's Church and St Andrew's Church (All Grade I) and Bacon's House and Nos 11 to 13 Fye Bridge Street (Grade II*).
627. Having carried out the balancing exercise required by paragraph 196 of the Framework I have found that the public benefits of the proposal would outweigh the harm. I have not identified any other considerations which indicate an outcome other than in accordance with the development plan. I shall therefore recommend that planning permission is granted.

RECOMMENDATION

628. I recommend that the application be approved and planning permission be granted for the development described in Annex D subject to the conditions set out in Annex G.

David Prentis

Inspector

ANNEX A - APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Timothy Corner	Queen's Counsel, instructed by Trowers and Hamblins
He called	
Ben Webster	Design, Conservation and Landscape Manager, Norwich City Council
MA MPhil MRTPI	
Tony Williams	Head of Viability (Technical), the Valuation Office Agency
BSc MRICS	
Bruce Bentley	Principal Planner (Transportation), Norwich City Council
BSc BTP	
David Parkin	Area Development Manager, Norwich City Council
PGDip MRTPI	
Andrew Turnball	Interim Housing Development Manager, Norwich City Council
Ellen Tilney	Economic Development Manager, Norwich City Council
Lesley Oldfield	Public Protection Officer, Norwich City Council
BSc Dip Acoustics	

FOR THE APPLICANT:

Russell Harris	Queen's Counsel, instructed by Peter Luder of Weston Homes/Columbia Threadneedle
He called	
Dr Chris Miele	Montagu Evans LLP
MRTPI IHBC	
Peter Vaughan	Broadway Malyan
BA DipArch RIBA ARB	
Francis Truss	Carter Jonas
BA MSc MRICS	
Martin Paddle	WSP
BSc CEng CWEM MICE	
FCIHT MCIWEM	
Peter Luder	Weston Homes plc
BA MUP MRTPI	
Chris Watts	Cushman and Wakefield
MTCP MRTPI	
Melanie Hobson	Aether Ltd
MSc BSc	

FOR HISTORIC ENGLAND:

Guy Williams	Of Counsel, instructed by Andrew Wiseman
He called	
John Neale	Head of Development Advice, Historic England
MA IHBC	

FOR SAVE BRITAIN'S HERITAGE:

Matthew Dale-Harris	Of Counsel, instructed by Henrietta Billings
He called	
Alec Forshaw	Heritage consultant
MRTPI IHBC	

FOR THE NORWICH SOCIETY:

Paul Burall	
He called	
Jon Boon RIBA	Chartered Architect
Dr Peter Doll	Canon Librarian, Norwich Cathedral
Simeon Jackson MSc	Architectural designer

FOR THE NORWICH CYCLING CAMPAIGN:

Anthony Clarke	
He called	
Dr Andrew Boswell	Climate Emergency Planning and Policy
Dr Ashley Mills	Systems engineer
BSc MSc PhD	

INTERESTED PERSONS:

Cllr Denise Carlo	Norwich City Councillor
Hugo Malik	On behalf of a group of current and former City and County Councillors
Dr Andrew Boswell	On behalf of Norwich Green Party (in respect of housing) and in a personal capacity in respect of energy
Ellen Goodwin	New Anglia Local Economic Partnership
John Howkins	Local resident
Paul Scruton	Norwich Over the Water
Jane Moir	Norwich Over the Water
Stacey Wilson	Norwich Over the Water
High McGlyn	Cathedral, Magdalen and St Augustine's Forum
Dr Judith Ford	Local resident
Dr Alison Dow	Local GP
Ian Gibson	Local resident and former MP

Joanna Smith	On behalf of Clive Lewis MP and, separately, in a personal capacity as a local resident
Peter Woodrow	Norfolk Gardens Trust
Jan McLachlan	Local resident
Cllr Martin Schmierer	Norwich City Councillor
Ian Couzens	Local business owner and former leader of Norwich City Council
Mark Oxley	Norwich Conservative Association
Michael Innes	Architect
Gerard Stamp	Artist
Cllr Danny Douglas	Norfolk County Councillor
Anna Brass	Artist and occupier of Gildengate House
Paul Fenner	Artist and occupier of Gildengate House
Phillipa Clements	Local resident and business owner
Jeff Jordan	Local resident
Helen Leith	Local resident
Cllr Jamie Osborn	Norwich City Councillor
Matthew Williams	Local resident, geologist and historian
Neil Cooke	Local resident
Kate Murphy	Artist and occupier of Gildengate House
Charlotte Helliwell	Local resident
Victoria Penn	On behalf of a local resident and Car Free Norwich
Philip MacDonald	Surrey Chapel

ANNEX B – ABBREVIATIONS USED IN THE REPORT

AQMA	Air Quality Management Area
AQA	Air quality assessment
AQASR	Air quality annual status report
BfL	Building for Life
Castle	Norwich Castle
Cathedral	Cathedral of the Holy and Undivided Trinity
CMSA	Community, Magdalen and St Augustine’s Forum
CIL	Community Infrastructure Levy
CURED v3A	Calculator using realistic emissions for diesels, version 3A
CYC	Norwich Cycling Campaign
DAS	Design and access statement
DEFRA	Department for Environment, Food and Rural Affairs
DM Plan	Norwich Development Management Policies Local Plan
DT	Diffusion Tube
EFT	Emissions Factor Toolkit
ES	Environmental Statement
Framework	National Planning Policy Framework
GPA3	Good practice advice note 3 – The Setting of Heritage Assets
HE	Historic England
HIF	Housing Infrastructure Fund
JCS	Joint Core Strategy for Broadland, Norwich and South Norfolk
LBA1990	Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990
LBgI, LBgII*, LBgII	Listed Building, Grade I, II* or II respectively
LDC	Large district centre
NCCCA	Norwich City Centre Conservation Area
NGP	Norwich Green Party
NO ₂	Nitrogen dioxide
NPA	Norwich policy area
NS	Norwich Society
PGN	Planning guidance note
PM ₁₀	Particulate matter with an aerodynamic diameter less than 10 µm
RC Cathedral	Cathedral of St John the Baptist
SA Plan	Norwich Development Site Allocations Local Plan
SBH	Save Britain’s Heritage
SHMA	Strategic Housing Market Assessment
SME	Small and medium enterprises
SoCG	Statement of Common Ground
TVIA	Townscape and Visual Impact Assessment

ANNEX C – DOCUMENTS**Documents received during the Inquiry**

Ref	Description
	<i>Submitted by the applicant</i>
WH10	Appearances
WH11	Supplementary CGIs (Mr Vaughan)
WH12	Opening submissions
WH13	Draft S106 Agreement
WH14	TVIA viewpoints shown on CAA plans
WH15	Proposals for St Crispins House
WH16	Norwich Visitor Map
WH17	Slides from Mr Vaughan's presentation
WH18	Plans showing affordable housing
WH19	Plan showing discounted commercial units
WH20	Note on updated air quality data (Ms Hobson)
WH21	Enlarged print of view 8 panorama
WH22	UK air quality limit values
WH23	Emissions Factor Toolkit v9 User Guide
WH24	Air quality – summary maps and tables (Ms Hobson)
WH25	Consent to pre-commencement conditions
WH26	Application in relation to Anglo Scandinavian street pattern
WH27	Animations (data stick) (Dr Miele)
WH28	Closing submissions
	<i>Submitted by the Council</i>
NCC10	Opening submissions
NCC11	Leeds Core Strategy (extract)
NCC12	Selected images (Mr Webster)
NCC13	Draft SoCG on air quality (2019 monitoring data attached)
NCC14	Slides from Mr Bentley's presentation
NCC15	Norwich Annual Monitoring Report
NCC16	Note on updated 5 year housing land supply
NCC17	Norwich shopping floorspace monitor
NCC18	Statement on Housing Infrastructure Fund
NCC19	Schedule of suggested planning conditions (version 2)
NCC20	CIL Compliance Statement
NCC21	Note of Mr Parkin's evidence in chief
NCC22	Location plan for Malzy Court
NCC23	Closing submissions
	<i>Submitted by Historic England</i>
HE10	Opening submissions
HE11	Closing submissions
	<i>Submitted by Save Britain's Heritage</i>
SBH10	Opening submissions
SBH11	Suggestions for site visit

SBH12	Closing submissions
	<i>Submitted by the Norwich Society</i>
NS10	Opening submissions
NS11	Location plan for Cook's Hospital (now known as Malzy Court)
NS12	Closing submissions
	<i>Submitted by Norwich Cycling Campaign</i>
CYC10	Opening submissions
CYC11	Note on bias adjustment factors (Dr Boswell)
CYC12	Garbage in, gospel out? – Air Quality Assessment in the UK planning system (Dr Mills)
CYC13	Guidance on the Assessment of Dust from Demolition and Construction
CYC14	Closing submissions
	<i>Submitted by Norwich Green Party</i>
NGP10	Cllr Carlo - presentation (6 February 2020)

	<i>Submitted by other parties</i>
OD1	Brian Faulkner 28 January 2020
OD2	Sir Marcus Setchell 29 January 2020
OD3	Wendy Pritchard 28 January 2020
OD4	Desmond Higgins 28 January 2020
OD5	Roger Carter 28 January 2020
OD6	Roger Bradbury 28 January 2020
OD7	Seb Frichot 28 January 2020
OD8	Todd Longstaffe-Gowan 28 January 2020
OD9	John Duffield 28 January 2020
OD10	Nigel Hargreaves 27 January 2020 (with letter)
OD11	Bob Baker 27 January 2020
OD12	Christopher Horwood 27 January 2020
OD13	Keith and Nicole Roberts 27 January 2020
OD14	Jacqueline Middleton 30 January 2020
OD15	Margaret Goodyear 30 January 2020
OD16	Sir Nicholas Bacon 28 January 2020
OD17	Shirley Bailey 30 January 2020
OD18	Gerard Stamp 24 January 2020
OD19	Hugh and Mirabel Cecil 21 January 2020
OD20	Dr Judith Ford's presentation (6 February 2020)
OD21	Dr Alison Dow's presentation (6 February 2020)
OD22	Norfolk Gardens Trust's presentation (6 February 2020)
OD23	Hugo Malik's presentation (6 February 2020)
OD24	Graham Martin 10 February 2020
OD25	George Mahood 11 February 2020
OD26	Jennifer Aldous 11 February 2020
OD27	Mark Oxley 26 February 2020
OD28	Michael Innes 26 February 2020
OD29	Phillipa Clements 26 February 2020

OD30	Jeff Jordan 26 February 2020
OD31	Matthew Williams 26 February 2020
OD32	Kate Murphy 26 February 2020
OD33	Julia Colley 26 February 2020
OD34	Helen Leith 26 February 2020
OD35	Cllr Danny Douglas 26 February 2020
OD36	Ian Couzens 26 February 2020
	<i>Inquiry documents</i>
ID10	Viability position statement
ID11	Statement of Common Ground on Air Quality
ID12	Schedule of suggested planning conditions (version 3)
ID13	Schedule of suggested planning conditions (version 4)
ID14	Description of development (agreed by Council and applicants)
ID15	Schedule of plans
ID16	Final draft S106 Agreement
ID17	Note on bias adjustment factors (Ms Hobson and Ms Oldfield)
	<i>Post-Inquiry Documents</i>
PID1	Section 106 Agreement dated 12 March 2020

Proofs of evidence

The Applicant		
Peter Vaughan - Architecture	Proof Appendices Rebuttal	WH1/1 WH1/3 WH1/4
Dr Chris Miele – Historic environment	Proof Summary Appendices Rebuttal	WH2/1 WH2/2 WH2/3 WH2/4
Francis Truss – Viability	Proof Summary Appendices Rebuttal	WH3/1 WH3/2 WH3/3 WH3/4
Peter Luder – Planning policy and planning balance	Proof Appendices Rebuttal	WH4/1 WH4/3 WH4/4
Chris Watts – Town centres and retail	Proof Summary Appendices	WH5/1 WH5/2 WH5/3
Chris Watts Local economy	Proof Appendices	WH6/1 WH6/3
Martin Paddle – Transport	Proof Summary Appendices Rebuttal	WH7/1 WH7/2 WH7/3 WH7/4
Melanie Hobson – Air quality	Proof Appendices	WH8/1 WH8/3

	Rebuttal	WH8/4
Norwich City Council		
David Parkin – Planning policy and planning balance	Proof Summary Appendices Rebuttal	NCC1/1 NCC1/2 NCC1/3 NCC1/4
Ben Webster – Historic environment	Proof Summary Rebuttal	NCC2/1 NCC2/2 NCC2/4
Bruce Bentley - Transport	Proof Summary Appendices	NCC3/1 NCC3/2 MCC3/3
Ellen Tilney – Economic development	Proof Summary	NCC4/1 NCC4/2
Tony Williams – Viability	Proof Appendices Rebuttal	NCC5/1 NCC5/3 NCC5/4
Lesley Oldfield – Air quality	Proof Rebuttal	NCC6/1 NCC6/4
Historic England		
John Neale	Proof Appendices	HE1/1 HE1/2 to HE1/7
Jonathan Rhodes	Proof Appendices Rebuttal	HE2/1 HE2/2 to HE2/5 HE2/6
Save Britain's Heritage		
Alec Forshaw	Proof Summary Appendix	SBH1/1 SBH1/2 SBH1/3
Norwich Society		
Jon Boon – Historic environment	Proof Appendices	NS1/1 NS1/2 and NS1/3
Paul Burall – Economy and town centres	Proof	NS2/1
Simeon Jackson – Planning policy and planning balance	Proof	NS3/1
Dr Peter Doll – Economy and town centres	Proof	NS4/1
Norwich Cycling Campaign		
Dr Andrew Boswell – Air quality	Proof Appendices Rebuttal	CYC1/1 CYC1/3 CYC1/4
Anthony Clarke – Cycle and pedestrian routes	Proof	CYC2/1
Anthony Clarke – Sovereign House	Proof	CYC2/2

Anthony Clarke – Edward Street car park	Proof	CYC2/3
Prof Stephen Peckham and Dr Ashley Mills – Air quality	Proof Rebuttal	CYC3/1 CYC3/4
Written Statements		
Dr Andrew Boswell – Housing – for Norwich Green Party		NGP1
Norwich Over the Water Society		NOTW1
Hugo Malik – Housing		HM1
Statements of Common Ground		
Overarching SoCG		SoCG1
Heritage assets		SoCG2
Viability		SoCG3

Core Documents

	Reference	Title
A. GOVERNMENT GUIDANCE AND RELEVANT LEGISLATION	CD1.1	National Planning Policy Framework (February 2019)
	CD1.2	National Planning Practice Guidance (PPG)
	CD1.3	Planning Practice Guidance on viability (updated May 2019)
	CD1.4	DCLG - Technical housing standards – nationally described space standard
	CD1.5	Building Regulations 2010 - Access to and Use of Buildings
	CD1.6	The DCLG Appraisal Guide
	CD1.7	Introduction to Housing Infrastructure Fund
B. DEVELOPMENT PLAN, EMERGING PLAN AND EVIDENCE BASE DOCUMENTS	CD2.1	City of Norwich Replacement Local Plan (adopted Nov 2004)
	CD2.2	Joint Core Strategy for Broadland, Norwich and South Norfolk, ('JCS') (adopted March 2011 with amendments adopted January 2014)
	CD2.3	Norwich Development Management Policies Local Plan, ('DM Plan') (adopted December 2014)
	CD2.4	Norwich Development Site Allocations Local Plan, ('SA Plan'), (adopted December 2014)
	CD2.5	Greater Norwich Local Plan ('GNLP'), Regulation 18 Draft Plan Consultation
	CD2.6	GNLP Call for Sites (May-July 2016) (NORWICH EXTRACT ONLY)
	CD2.7	GNLP Regulation 18 Growth Options and Site Proposals Consultation (January-March 2018) (EXTRACT)

	CD2.8	GNLP Regulation 18 Consultation on New, Revised and Small Sites (October-December 2018) (NORWICH EXTRACT ONLY)
	CD2.9	Greater Norwich Employment, Town Centre and Retail Study (December 2017)
	CD2.9(a)	Greater Norwich Town Centres & Retail Study: Volume 1 Main Report (October 2017) (prepared by GVA)
	CD2.9(b)	Greater Norwich Town Centres & Retail Study: Volume 2 Study Area & Market Share Plans (October 2017) (prepared by GVA)
	CD2.9(c)	Greater Norwich Town Centres & Retail Study: Volume 3 Quantitative Need Tables (October 2017) (prepared by GVA)
	CD2.9(d)	Greater Norwich Town Centres & Retail Study: Volume 4 Household Survey Results (October 2017) (prepared by GVA)
	CD2.10	Norwich City Centre Conservation Area Appraisal (2007)
	CD2.11	Anglia Square Policy Guidance Note ('PGN') (adopted 2017)
	CD2.12	Northern City Centre Area Action Plan 2010 ('NCCAAP') (now expired)
	CD2.13	Local Development Scheme (revised October 2018)
	CD2.14	Annual Monitoring Report 2017 - 2018
	CD2.15	Planning Applications Committee Report and Minutes 6 December 2018 (Application Ref 18/00330/F)
	CD2.16	Community Infrastructure Levy Guidance Note 7: Exceptional Circumstances Relief Policy (July 2019)
	CD2.17	Car Parking Standards
	CD2.18	Cycle Parking Standards
	CD2.19	Norfolk County Council Local Transport Plan
	CD2.20	Travel Plan Guidance, Norfolk County Council, May 2019
	CD2.21	Central Norfolk Strategic Housing Market Assessment (ORS June 2017)
	CD2.22	PROMIS Retail Report for Norwich (14 October 2019)
	CD2.23	High streets and town centres 2030: Eleventh Report of Session 2017-19 (February 2019)
	CD2.24	HCA Employment Density Guide: 3rd edition (November 2015)
	CD2.25	Norwich City Centre Shopping Floorspace Monitor & Local & District Centres Monitor (June 2018)
C. SUPPLEMENTARY PLANNING GUIDANCE	CD3.1	Affordable housing SPD (adopted March 2015) (superseded)
	CD3.2	Affordable housing SPD (adopted July 2019)
	CD3.3	Open space and play space SPD (adopted October 2015)
	CD3.4	Landscape and trees (adopted June 2016)
	CD3.5	Heritage Interpretation SPD (adopted December 2015)
	CD3.6	Main town centre uses and retail frontages SPD (adopted December 2014)

<p>D. PLANNING APPLICATION DOCUMENTS (REF: 18/00330/F) (MARCH 2018)</p>	CD4.1	Application Form
	CD4.2	CIL Form
	CD4.3	Affordable Housing Statement
	CD4.4	Planning Obligations Statement Rev A
	CD4.5	Planning Statement
	CD4.6	Town Centre Uses Statement
	CD4.7	Retail Strategy Report
	CD4.8	Illustrative Ground Level Plan for Retail Strategy_31467-A03-P2-054
	CD4.9	Statement of Community Involvement
	CD4.10	Design and Access Statement
	CD4.11	31467-1401-Drawing Register 180205_01 Illustrative Masterplan Ground Floor_A01-P2-001
	CD4.12	Access - 31467-A01-PP-300
	CD4.13	Development Parcel - 31467-A01-PP-400
	CD4.14	Land Use Ground Floor - 31467-A01-PP-200
	CD4.15	Land Use First Floor - 31467-A01-PP-201
	CD4.16	Land Use Third Floor - 31467-A01-PP-202
	CD4.17	Land Use Fourth Floor - 31467-A01-PP-203
	CD4.18	Land Use Level Seven - 31467-A01-PP-204
	CD4.19	Land Use Ninth Floor 31467-A01-PP-205
	CD4.20	Land Use Twelfth Floor - 31467-A01-PP-206
	CD4.21	Land Use Fifteenth Floor - 31467-A01-PP-207
	CD4.22	Proposed Building Heights - 31467-A01-PP-100
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	CD4.24	Detailed Application Boundary - 31467-A02-P2-101
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	CD4.29	Block A Ground Floor 31467-A03-P2-A-000
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	CD4.31	Block A 2nd Floor 31467-A03-P2-A-002
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CD4.46	31467-A03-P2-001 First Floor
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CD4.78	
CD4.79	Refuse Provision Schedule_31467-1800-1807-004 Residential Accommodation Schedule_31467-1800-1807-001
CD4.80	
CD4.81	Air Quality Assessment
CD4.82	Arboricultural Impact Assessment Report and Protection Plan Contamination Desk Study and Preliminary Risk Assessment (Phase 1) Report
CD4.83	
CD4.84	Daylight and Sunlight Report
CD4.85	Energy Statement
CD4.86 ES Volume 1	Environmental Statement Volume 1: Non-Technical Summary
CD4.86 ES Volume 2	Environmental Statement Volume 2: Main Text

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Volume 2 (a)	1. Introduction
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Volume 3 (l)	9.1 Noise Assessment

	CD4.86 ES Volume 3 (m)	10.1 Air Quality Assessment (duplicate of CD4.81)
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	CD4.86 ES Volume 3 (p)	11.3 Supporting Maps
	CD4.86 ES Volume 3 (q)	11.4 Glossary and Abbreviations
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	CD4.87	Flood Risk Assessment Part 1: Flood Risk Model and Hydraulic Study
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	CD4.90	Landscape General Arrangement_PL1581-GA-001-02
	CD4.91	Roofplan General Arrangement_PL1581-GA-002-03
	CD4.92	Landscape Strategy PL1581-ID-001-01
	CD4.93	Water Efficiency Statement March Submission
	CD4.94	Ecology Phase 1 Habitats Survey
	CD4.95	Verified Views Methodology
	CD4.96	Marketing Views March Submission
E. LPA DOCUMENTS AND CORRESPONDENCE REGARDING PLANNING APPLICATION 18/00330/F	CD5.1	Leave blank
F. OTHER RELEVANT BACKGROUND DOCUMENTS	CD6.1	Leave blank
G. APPLICATION DOCUMENTS (SEPTEMBER 2018)	CD7.1	Application Form
	CD7.2	CIL Form
	CD7.3	Affordable Housing Statement (Rev A)
	CD7.4	Planning Obligations Statement (Rev A)
	CD7.5	Response to Consultation Comments
	CD7.6	Town Centre Uses Statement
	CD7.7	Retail Strategy Report (Rev A)
	CD7.8	Illustrative Ground Level Plan for Retail Strategy_31467-A03-P2-054 (Rev A)
	CD7.9	Statement of Community Involvement Addendum
	CD7.10	Design and Access Statement Addendum
	CD7.11	Rev A_31467-1401-Drawing Register
	CD7.12	Rev A Illustrative Master Plan 31467 A01P2001
	CD7.13	Rev A_Access - 31467-A01-PP-300
	CD7.14	Rev A_Development Parcel - 31467-A01-PP-400

CD7.15	Rev A_Land Use Ground Floor - 31467-A01-PP-200
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CD7.20	Rev A_Land Use Eighth Floor - 31467-A01-PP-205
CD7.20A	Land Use 10th Floor 31467-A01-PP-206
CD7.21	Rev A_Land Use 12–19 Floor 31467-A01-PP-207
CD7.22	Rev A_Building Heights - 31467-A01-PP-100
CD7.23	Public Realm - 31467-A01-PP-500
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CD7.36	Rev A Block A 6 th Floor Park 31467-A03-P2-A-006A
CD7.37	Rev A Block A 7th Floor 31467-A03-P2-A-007
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CD7.39	Rev A Block A 9th Floor 31467-A03-P2-A-009
CD7.40	Rev A Block A 10th Floor 31467-A03-P2-A-010
CD7.41	Rev A Block A Roof Level 31467-A03-P2-A-011
CD7.42	Rev A Block E Tower 31467-A03-P2-E-000
CD7.43	Rev A G Floor M Plan 31467-A03-P2-000
CD7.44	Rev A Basement Floor 31467-A03-P2-0B1
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CD7.49	Rev A 5th Floor 31467-A03-P2-005
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CD7.64	Rev A_Tower 31467-A05-P2-E-003 Elev 3 & 4
CD7.65	Rev A_Illustrative Sections 1-3 31467-A04-P2-001
CD7.66	Rev A_Illustrative Sections 4-6 31467-A04-P2-002
CD7.67	Rev A_Phase 2 Elevation 1&2_31467-A05-P2-001
CD7.68	Rev A_Phase 2 Elevation 3&4_31467-A05-P2-002
CD7.69	Rev A_Phase 2 Elevation 5&6_31467-A05-P2-003
CD7.70	Rev A_Phase 2 Elevation 7&8_31467-A05-P2-004
CD7.71	Rev A_Illustrative Street Elevations_31467-A05-P2-100
CD7.72	Rev A_Commercial Area Schedule_31467-1800-1807-002
CD7.73	Rev A_Cycle Provision Schedule_31467-1800-1807-005
CD7.74	Rev A_Proposed Car Parking Schedule_31467-1800-1807-003
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CD7.77	Revised Air Quality Assessment
CD7.78	Daylight and Sunlight Report Addendum
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CD7.80	Fire Safety Overview
CD7.81	Environmental Noise Assessment Addendum
CD7.81 SEI	Supplementary Environmental Information
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	<p>CD7.81 SEI (l) 12. Ecology</p> <p>CD7.81 SEI (m) 13. Townscape and Visual</p> <p>CD7.81 SEI (n) 14. Cumulative Effects, Impacts and Mitigation</p> <p>CD7.81 SEI (o) Appendix SEI 1.6 Revised Parameter Plans</p> <p>CD7.81 SEI (p) Appendix SEI 4.2 Revised Illustrative Masterplan</p> <p>CD7.81 SEI (q) Appendix SEI 4.3 Alternative CT Scheme Illustrative Layout</p> <p>CD7.81 SEI (r) Appendix SEI 6.2 Transport Assessment Addendum</p> <p>CD7.81 SEI (s) Appendix SEI 7.3 Addendum to Built Heritage Statement</p> <p>CD7.81 SEI (t) Appendix SEI 7.4 Compendium of Verified Views Addendum</p> <p>CD7.81 SEI (u) Appendix SEI 9.2 Noise Assessment Update and Response to Consultee Comments</p> <p>CD7.81 SEI (v) Appendix SEI 10.2 Air Quality Assessment Version 2 (duplicate of CD7.77)</p> <p>CD7.81 SEI (w) Appendix SEI 12.1 Dog Licence Data</p> <p>CD7.81 SEI (x) Appendix SEI 13.2 TVIA Addendum</p> <p>CD7.82 Flood Risk Assessment Addendum</p> <p>CD7.83 Landscape General Arrangement_PL1581-GA-001-03</p> <p>CD7.84 Roofplan General Arrangement_PL1581-GA-002-04</p> <p>CD7.85 Landscape Strategy Addendum</p> <p>CD7.86 Visitor Cycle Parking Strategy_PL1581-GA-006</p> <p>CD7.87 Viability Report</p> <p>CD7.88 Wind Assessment and Desk Review</p> <p>CD7.89 Summary of Amendments</p> <p>CD7.90 Marketing Views August Submission</p> <p>CD7.91 Water Efficiency Statement September Submission</p>
<p>H. FURTHER SUPPORTING DOCUMENTS (NOVEMBER 2018)</p>	<p>CD8.1 Historic England Advice</p> <p>CD8.2 Ecology Note of Clarification</p> <p>CD8.3 (a) Correspondence with T Armitage (Air Quality - Anglian Square with Addendum)</p> <p>CD8.3 (b) Correspondence with T Armitage (Anglia Square Air Quality - Note of Clarification)</p> <p>CD8.3 (c) Correspondence with T Armitage (Comments on consultation response from Save Britain's Heritage)</p> <p>CD8.3 (d) Correspondence with T Armitage (Electric Vehicle Charging)</p> <p>CD8.3 (e) Correspondence with T Armitage (Historic England advice on Anglia Square)</p> <p>CD8.3 (f) Correspondence with T Armitage (Re Mr Hussain)</p> <p>CD8.3 (g) Correspondence with T Armitage (Secure by Design Response)</p> <p>CD8.4 Ecology Phase 2 Bat Survey Report, August 2018</p>

	CD8.5	Surface Water Drainage Correspondence
	CD8.6	Air Quality and Traffic Generation 10 October 2018
I. LPA DOCUMENTS AND CORRESPONDENCE REGARDING PLANNING APPLICATION 18/00330/F	CD9.1	Committee Report - Report to Planning Applications Committee 6 December 2018 (duplicate of CD2.15)
	CD9.2	Minutes of Planning Applications Committee 6 December 2018 (duplicate of CD2.15)
	CD9.3	Report to Norwich City Sustainability Panel 25 September 2019
	CD9.4	DVS Review of Development Viability Assessment (dated 9 November 2018)
J. FURTHER SUPPORTING DOCUMENTS	CD10.1	Supplementary Environmental Information (SEI) Non-Technical Summary (NTS)
	CD10.2	Assessment of the Likely Significant Effects Resulting from Demolition Activities Version 2 Nov 2019 ENV001-ANGL-049; Site Waste Management Plan; Version 2; FINAL
	CD10.3	2019 Air Quality Annual Status Report (ASR)
	CD10.4	CIHT Creating better streets Inclusive and accessible places (2018)
	CD10.5	Transport Energy Model (2018)
	CD10.6	The Road to Zero (July 2018)
	CD10.7	Manual for Streets (2007)
	CD10.8	Manual for Streets 2 (Sep 2010)
	CD10.9	Local Transport Note - Shared Space (Oct 2011)
	CD10.10	The Inclusive Transport Strategy (July 2018)
	CD10.11	Palmer v Herefordshire Council & ANOR [2016] EWCA Civ 1061
	CD10.12	R (app. Shimbles) v Bradford Metropolitan District Council [2018] EWHC 195 (Admin)
	CD10.13	Jones v Mordue [2015] EWCA Civ 1243; [2016] 1 WLR 2682
	CD10.14	Safe Rottingdean Ltd v Brighton and Hove City Council [2019] EWHC 2632
	CD10.15	Financial Viability in Planning – Royal Institution of Chartered Surveyors (GN 94/2012)
	CD10.16	Financial Viability in Planning - Royal Institution of Chartered Surveyors: conduct and reporting (1st Edition, May 2019)
	CD10.17	Waste management in buildings - Code of Practice BS5906-2005
	CD10.18	NCC DMP Internal Space Standards Information Note
	CD10.19	NCC DMP Accessible And Adaptable Dwellings Information Note
	CD10.20	Article by Pettit et al.
	CD10.21	Article by Abhijith et al.
	CD10.22	Inspector's conclusion after stage 1 of Wealden District Council Local Plan Examination
	CD10.23	Court of Appeal Decision- Shirley & Anor, R (On the Application of) V SoS for Housing, Communities and Local Government ([2019] EWCA Civ 22)
	K. NORWICH CC's CORE DOCS	CD11.1
CD11.2		Statement of Case Weston Homes /Columbia Threadneedle

CD11.3	Statement of Case Historic England
CD11.4	Historic England - GL Hearn Report
CD11.5	Historic England - Alternative scheme (Ash Sakula)
CD11.6	Statement of Case Norwich Society
CD11.7	Statement of Case Save Britain's Heritage
CD11.8	Statement of Case Norwich Cycling Campaign
CD11.9	Statement of Common Ground (Nov 2019)
CD11.10	Statement of Common Ground - Heritage
CD11.11	Statement of Common Ground - Viability
CD11.12	Report to Sustainable development panel - Norwich City Council – Reg. 10A review of DM policies Government response to the technical consultation on updates to national planning policy and guidance. Ministry of Housing, Communities and Local Government
CD11.13	Government
CD11.14	Greater Norwich City Deal
CD11.15	Design South East - Review 1
CD11.16	Design South East - Review 2
CD11.17	Design South East - Review Tower
CD11.18	Historic Environment Good Practice Advice in Planning Note 3 : The Setting of Heritage Assets
CD11.19	Tall Buildings: Historic England Advice Note 4 (2015)
CD11.20	Building for Life 12: Third edition (January 2015)
CD11.20A	Building for Life 12: 2018 edition
CD11.21	Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin)
CD11.22	Land at Razor's Farm, Chineham, Basingstoke RG24 8LS. Appeal Reference: APP/H1705/A/13/2205929, Secretary of State for Communities and Local Government letter
CD11.23	Historic England's response to the planning application consultation
CD11.24	Planning(Listed Buildings and conservation Area) Act 1990
CD11.25	Norwich Economic Strategy 2019-2024 - Norwich City Council
CD11.26	
CD11.27	The Great British Brain Drain: An analysis of migration to and from Norwich, Centre for Cities.
CD11.28	Manual for Streets: Department for Transport (duplicate of CD10.8)
CD11.29	Manual for Streets 2: Department for Transport (duplicate of CD10.9)
CD11.30	Norwich Area Transportation Strategy (as amended) - Norfolk County Council and Norwich City Council

	<p>CD11.31 CD11.32 CD11.33 CD11.34 CD11.35 CD11.36 CD11.37</p>	<p>Local Transport Note 1/04: Policy, Planning and Design for Walking and Cycling. Department of Transport Homes England – HIF Offer letter Homes England - HIF Availability period Attracting Talented People to come to work in Norwich: The Challenge, the Norwich Society (2017) Letter from Ministry of Housing, Communities & Local Government dated 21 March 2019 (Call-in Letter) Representation submitted by the Magdalen Street Area and Anglia Square Traders Association (MATA) Local Air Quality Management Technical Guidance (TG16) DEFRA February 2018</p>
<p>L. SAVE BRITAIN'S HERITAGE CORE DOCS</p>	<p>CD12.1 CD12.2 CD12.3 CD12.4 CD12.5 CD12.6 CD12.7 CD12.8 CD12.9 CD12.10 CD12.11</p>	<p>Historic England: Managing Significance in Decision Taking in the Historic Environment (Good Practice Advice in Planning Note 2, 2015) English Heritage: Conservation Principles, Policies and Guidance 2008, reissued by Historic England 2015 Cathedral Cities in Peril March 2015: Executive Summary, Foster & Partners and English Heritage Cathedral Cities in Peril March 2015: Full Report, Foster & Partners and English Heritage Anglia Square Character Area Appraisal (2017) 140707 - Secretary of State Summary of decision Letter- Smithfield General Market (Application Reference - 1300150FULEIA) Map showing nearby churches, surface car parks and other proposed large-scale development sites Norwich 'The City of Stories' leaflet, published by Visit Norwich 190719- Secretary of State Summary of decision Letter- Chiswick Curve (Application Reference- APP/F5540/W/3180962) 130726- Bedford Case Judgment Norwich Development Management Proposals Map</p>
<p>M. HISTORIC ENGLAND CORE DOCS</p>	<p>CD13.1 CD13.2 CD13.3 CD13.4 CD13.5</p>	<p>Conservation Area Appraisal, Designation and Management: Historic England Advice Note 1 (Second Edition, 2019) Increasing Residential Density in Historic Environments - Report; Arup on behalf of Historic England (2018) Constructive Conservation: Sustainable Growth for Historic Places; English Heritage 2013 reissued by Historic England 2015 National Design Guide: Planning practice guidance for beautiful, enduring and successful places; Ministry of Housing, Communities & Local Government (2019) Norwich North City Vision: St Augustine's & Anglia Square Regeneration Community Brief; Cathedral Magdalen and St Augustine's Forum (CMSA) and St Augustine's Community Together (ACT) Residents Association</p>

N. THE NORWICH SOCIETY CORE DOCS	CD14	Leave blank
	CD15.1	ADMS Roads Software (website)
	CD15.2	ADMS Urban Software (website)
	CD15.3	Ambient air pollution and daily hospital admissions for mental disorders in Shanghai
	CD15.4	Air pollution: outdoor air quality and health Quality standard [QS181] (website)
	CD15.5	Air Quality A Briefing for Directors of Public Health Central Norwich AQMA (Norwich City Council)
	CD15.6	(website)
	CD15.7	Reports and statements from the Committee on the Medical Effects of Air Pollutants (COMEAP) (website) National air quality objectives and European Directive limit and target values for the protection of human health
	CD15.8	
	CD15.9	Environment Act 1995 (website)
	CD15.10	Every breath we take: the lifelong impact of air pollution - a call for action
	CD15.11	Every breath we take: the lifelong impact of air pollution. Report of a working party
	CD15.12	Health effects of particulate matter (World Health Organisation)
	CD15.13	Review of interventions to improve outdoor air quality and public health
	O. NORWICH CYCLING CAMPAIGN CORE DOCS	CD15.14
CD15.15		Air pollution: outdoor air quality and health (NICE)
CD15.16		Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report
CD15.17		Associations of long-term average concentrations of nitrogen dioxide with mortality
CD15.18		Norwich City Council 2018 Air Quality Annual Status Report (ASR)
CD15.19		Estimating Local Mortality Burdens associated with Particulate Air Pollution
CD15.20		Review of evidence on health aspects of air pollution
CD15.21		Leave blank (duplicate of CD11.37)
CD15.22		UK Government Guidance
CD15.23		Impacts of Vegetation on Urban Air Pollution
CD15.24		Air quality guidelines. Global update 2005. Particulate matter etc
CD15.25		Local Air Quality Management Policy Guidance (PG16)
CD15.26		The Road to Zero Next steps towards cleaner road transport and delivering our Industrial Strategy, UK Govt 2019
CD15.27		Initial Comparison of EFT v9 with EFT v8 and CURED v3A, Air Quality Consultants, 2019
CD15.28		DEFRA Clean Air Strategy 2019
CD15.29		DEFRA Air Quality damage cost update (Ricardo, 2019)
CD15.30	Dealing with Uncertainty in Vehicle NOx Emissions within Air Quality Assessments, IAQM, 2018	

CD15.100	Norwich City Council 2012 Air Quality Annual Status Report
CD15.101	Gladman, Kent case: Planning Inspector's Decision letter, January 2017
CD15.102	Norwich City Council 2013 Air Quality Annual Status Report
CD15.103	Norwich City Council 2014 Air Quality Annual Status Report
CD15.104	Norwich City Council 2018 Air Quality Annual Status Report
CD15.105	Norwich City Council 2015 Air Quality Action Plan
CD15.106	Norwich City Council 2016 Air Quality Annual Status Report
CD15.107	Norwich City Council 2017 Air Quality Annual Status Report
CD15.108	IAQM: Land-Use Planning & Development Control: Planning For Air Quality
CD15.109	Leave blank (duplicate of CD10.4)
CD15.110	British Medical Journal editorial, Nov 2019, "The health effects of fine particulate air pollution: The harder we look, the more we find"
CD15.111	ClientEarth3 judgement, February 2018
CD15.112	ClientEarth2 judgement, December 2015
CD15.113	DEFRA Air Quality Statistics in the UK 1987 to 2018
CD15.114	DEFRA Air Quality Damage Cost Guidance
CD15.115	DEFRA website: Public Health: Sources and Effects of PM2.5
CD15.116	British Heart Foundation: Environment Bill must go further to protect against air pollution
CD15.117	Gladman, Kent case: Appeal Court judgement, 2020
CD15.118	Gladman, Kent case: High Court judgement, 2017
CD15.119	Press report (Guardian, Nov 2019): Living near busy road stunts children's lung growth
CD15.120	Press Report (Eastern Daily Press, May 2019): Old buses dumped in Norwich after other cities get new buses
CD15.121	Press Report (airqualitynews.com, April 2019): PM10 and NO2 levels not improved since 2015
CD15.122	ClientEarth1 Supreme Court judgement, 2015
CD15.123	Norwich City Council 2015 Updating & Screening Assessment
CD15.124	WHO Europe website: Update of WHO Global Air Quality Guidelines (accessed Dec 2019)
CD15.125	WHO 2005: Air Quality Guidelines, Summary of risk assessment
CD15.126	Norwich City Council 2019 Air Quality Annual Status Report
CD15.127	A review of biases in the measurement of ambient nitrogen dioxide (NO2) by Palmes passive diffusion tube, Air Quality Consultants, 2019
CD15.128	Investigation into Diffusion Tube Bias Adjustment Factors, Air Quality Consultants, 2019
CD15.129	Average CO2 emissions of cars sold in UK up for third year in row, Guardian, Jan 2020

	CD15.130	NAEA Propertymark on Air Quality
P. NORWICH GREEN PARTY REPRESENTATIONS	CD16.1	Sustainability Appraisal Scoping Report for the Greater Norwich Local Plan (March 2017)
	CD16.2	Joint Core Strategy for Broadland, Norwich and South Norfolk: AMR 2016-17
	CD16.3	Eastern Daily Press news article
	CD16.4	Letter from Councillor Denise Carlo to PINs dated 21 October 2019
	CD16.5	Letter of Objection from Councillor Martin Schmierer
	CD16.6	Statement by Dr Andrew Boswell on Affordable Housing (June 2019)
	CD16.7	Statement by Dr Andrew Boswell on Air Quality (June 2019)
	CD16.8	Statement by Dr Andrew Boswell on Climate Change and Energy
Q. NORWICH OVER THE WATER SOCIETY REPRESENTATIONS	CD17.1	Norwich Over the Water Group
	CD17.2	N O T W Statement 03 12 19
	CD17.3	N O T W Proposals for consideration at calling in of AS plans May 2019
	CD17.4	N O T W Objections 1-5 April 2018 (1)
	CD17.5	N O T W Booklet Contents Page (1)
	CD17.6	N O T W Booklet 1 December 2016
	CD17.7	N O T W Booklet 2 April 2017
	CD17.8	N O T W Booklet 3 March 2018 (1)
	CD17.9	N O T W Schedule of Documents 12 12 19
R. NORWICH CC AND NORFOLK CC LABOUR PARTY REPRESENTATIONS	CD18.1	Email from labour current and ex councillors dated (2 December 2019)
	CD18.2	Written statement on behalf of labour and ex councillors
S. CLIVE LEWIS MP REPRESENTATIONS	CD19	Leave blank
T. LOCAL RESIDENTS REPRESENTATIONS	CD20	Leave blank
U. THIRD PARTY REPRESENTATIONS	CD21.1	Castle Mall full objection
	CD21.2	Pegasus Group
	CD21.3	Comments on case - Churches Conservation Trust
	CD21.4	Email from Norfolk Gardens Trust (2 December 2019)
	CD21.5	CMSA representation
	CD21.6	CMSA - Appendix A. Brief for Anglia Square Site and Community Vision Document
	CD21.7	CMSA - Appendix B. Comparative Note on Skyline and Views Protection Policies Norwich and York
	CD21.8	CMSA - Appendix B (2) Heritage Gap Analysis Study for Neighbourhood
	CD21.9	Alan Selwyn
	CD21.10	Tim Marshall
	CD21.11	Merlin Waterson
	CD21.12	Edwin Hall
	CD21.13	Benedict Foley
	CD21.14	Val Hart
	CD21.15	Chris Corrin

CD21.16	Cicely Taylor
CD21.17	Dr Henry Crawley
CD21.18	Sue Tideswell (with attachment)
CD21.19	Mrs Airlie Inglis
CD21.20	Gaia Shaw
CD21.21	Dr Jennifer M. Freeman
CD21.22	Rosemary Charles Chairman Norwich Conservative Federation (with attachment)
CD21.23	Richard Broadbent
CD21.24	Email from Hugo Malik – 10 November 2019
CD21.25	Letter from Mrs M Hall - 24 May 2019
CD21.26	Email from Ian Couzens dated 1 August 2019 enclosing Letters to Homes England and Secretary of State
CD21.27	Email from Denise Carlo – 16 July 2019
CD21.28	Letter from Ian Gibson – 20 June 2019
CD21.29	Email from the Reverend Dr Peter Doll dated 12 June 2019 enclosing letter of 11 October 2018
CD21.30	Email from Nina Trick – 6 June 2019
CD21.31	Email from Barbara Dinnage – 2 April 2019 (with images)
CD21.32	Letter from Chris Starkie (New Anglia Local Enterprise Partnership) - 21 May 2018
CD21.33	Letter from Michael Rayner (CPRE Norfolk) - 24 April 2019
CD21.34	Email from Jo Smith dated 1 May 2019 enclosing letter from MP Clive Lewis of 15 January 2019
CD21.35	Email from Ian Gibson – 4 May 2019
CD21.36	Letters from John Howkins – 7 May 2019
CD21.37	Email from Jim Durrant – 27 May 2019
CD21.38	Email from Lisa Prior – 26 May 2019
CD21.39	Email from David Kitchen – 25 May 2019
CD21.40	Email from Gordon Reynolds – 25 May 2019
CD21.41	Email from Peter Jones – 25 May 2019
CD21.42	Submission by Tony Clarke (Norwich Cycling Campaign) - 22 May 2019
CD21.43	Email from Caroline Harington – 8 April 2019
CD21.44	Email from Cadent Gas Ltd - 11 April 2019
CD21.45	Email from Alison Ward – 29 May 2019
CD21.46	Comments on case – Mr Toby Nicholson
CD21.47	Comments on case – Dr Alun Wyburn-Powell
CD21.48	Comments on case – Mr Cedric Lusher
CD21.49	Comments on case – Mr Andrew Brummell
CD21.50	Comments on case – Mr Roger Connah
CD21.51	Comments on case – Mrs Diana Arseneau-Powell
CD21.52	Comments on case – Mrs Catherine O’Ryan Nicholson
CD21.53	Comments on case – Mrs Penelope Mounser
CD21.54	Comments on case – Mr Philip Mounser
CD21.55	Comments on case – Mrs Angela Reynolds
CD21.56	Letter from Mrs Julie Barfield – 24 May 2019
CD21.57	

	Letter from Stuart McLaren (St Augustine's Community Together Residents' Association) – 29 May 2019
CD21.58	
CD21.59	Letters from Ben Hughes – 29 May 2019
CD21.60	Submission by MATA received 29 July 2019 (duplicated with CD11.36)
CD21.61	Letter from Anthony Rossi – 17 May 2019
CD21.62	Letter from Mrs S Holmes received - 13 May 2019
CD21.63	Letter from Richard E Hollox – 7 May 2019
CD21.64	Letter from Norwich Over the Water Group – 19 April 2019

V. ADDITIONAL INTERESTED PARTIES' REPRESENTATIONS Circulated after 12PM on Tuesday 21 January	CD22.1	Mrs Sally Martin
	CD22.2	J M Thomas
	CD22.3	Norwich Conservative Federation
	CD22.4	John Howkins
	CD22.5	George Carter
	CD22.6	Henry G Cator
	CD22.7	Anne and Stephen Restorick
	CD22.8	Michael Gurney
	CD22.9	Victoria Manthorpe
	CD22.10	Gerard Stamp
	CD22.11	Peter Woodrow
	CD22.12	Dr Hugh and Mrs Mirabel Cecil
	CD22.13	Paul Binski
	CD22.14	Charlotte Crawley DL
	CD22.15	Rhona Bulwer Long
	CD22.16	Professor Clive Lloyd
	CD22.17	Councillor Denise Carlo
	CD22.18	Richard Broadbent 2
	CD22.19	Pegasus Group 2
	CD22.20	Norwich Green Party Representation
	CD22.20A	Norwich Green Party - Covering Letter
	CD22.20B	Norwich Green Party Representation - Summary
	CD22.20C	Norwich Green Party Representation - Statement
	CD22.20D	Norwich Green Party Representation - Appendix 1
	CD22.21	Norwich Green Party - Cllr Martin Schmierer
	CD22.22	Mrs Anne Olivant
	CD22.23	Julia Edgeley
	CD22.24	Mr and Mrs Hollingsworth
	CD22.25	Mrs Helen Burrell
	CD22.26	Catholic Church in Norwich (with letter)
	CD22.27	Jenny Roberts
	CD22.28	Keith Day
	CD22.29	Andrew Brown
	CD22.30	Andrea Cope (with photos)
	CD22.31	Keith and Gaik-Im Harrison
	CD22.32	Chris Mardell
	CD22.33	Sally and Michael Fowler
CD22.34	David Baker	
CD22.35	Tim Knox	
CD22.36	Susan Elliott	
CD22.37	Jan Cassidy	

	CD22.38	Diana Don
	CD22.39	Dr David Preston
	CD22.40	The Norfolk Churches Trust
	CD22.41	Colin Willis
	CD22.42	Bolton Agnew
	CD22.43	Anna Restorick
	CD22.44	Anne Page

Annex D – Description of development

Hybrid (part full/part outline) application on site of 4.51 ha for demolition and clearance of all buildings and structures except Gildengate House and the phased, comprehensive redevelopment of the site with 7 buildings and refurbished Gildengate House for a maximum of 1,250 residential dwellings (Use Class C3); 11,350 sqm hotel (Use Class C1); 9,850 sqm ground floor flexible retail, services, food and drink, office, non-residential institution and other floorspace (Use Classes A1/A2/A3/A4/B1/D1/Sui Generis (bookmakers up to 250 sqm GIA and public conveniences)); 1,150 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1), service yards, cycle and refuse stores, plant rooms and other ancillary space; up to 3,400 sqm cinema (Use Class D2); 1,300 sqm place of worship (Use Class D1); and multi-storey car park (public element: 600 car spaces, 24 motorcycle spaces), with associated new and amended means of access, closure of existing means of access, widening of footways, formation of service/taxi/car club/bus stop laybys and other associated highway works on all boundaries, maximum of 940 car parking spaces for Use Classes C1/C3/B1/D1, (of which maximum of 40 spaces for C1/B1/D1), hard and soft landscaping of public open spaces comprising 2 streets and 2 squares for pedestrians and cyclists, other landscaping including existing streets surrounding the site, service infrastructure and other associated work; (all floor areas given as maximum gross external area except where indicated as GIA);

comprising;

Full planning permission on 1.78 ha of the site for demolition and clearance of all buildings and structures, erection of 1 and part of a 2nd building for 393 residential dwellings (Use Class C3) (323 flats in Block A and 70 flats with cycle store in tower within Block E (tower only, 20 storeys)), and for 4,420 sqm ground floor flexible retail, services, food and drink, non-residential institution and other floorspace (Use Classes A1/A2/A3/A4/D1/Sui Generis (bookmakers, up to a maximum of 250 sqm GIA within entire scheme, and public conveniences)), 380 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1), service yard, cycle and refuse stores, plant rooms, other ancillary space and multi-storey car park (public element: 600 car spaces, 24 motorcycle spaces), within Block A with associated new and amended means of access, closure of existing means of access, widening of footways, formation of service/taxi/car club/laybys and other associated highway works on Edward Street, widened footway, bus stop layby and other associated highway works on Magdalen Street, 333 covered car parking spaces for Use Class C3, hard and soft landscaping of public open spaces comprising 2 streets and 2 squares for pedestrians and cyclists, other landscaping, service infrastructure and other associated works; (all floor areas given as maximum gross external area except where indicated as GIA);

And

Outline planning permission on 2.73 ha of the site, with all matters reserved, for demolition and clearance of all buildings and structures except Gildengate House, erection of 4 and part of 5th buildings (Blocks B and D – H, with Block E to incorporate tower with full planning permission) and refurbishment and change of use from Use Class B1(a) to C3 of Gildengate House (Block J), for a maximum of 857

residential dwellings (Use Class C3), 11,350 sqm hotel (Use Class C1), 5,430 sqm ground floor flexible retail, services, food and drink, office, non-residential institution and other floorspace (Use Classes A1/A2/A3/A4/B1/D1/Sui Generis (bookmakers, up to a maximum of 250 sqm GIA within entire scheme)), 770 sqm ground floor flexible commercial floorspace (Use Classes A1/A2/A3/A4/B1/D1), service yard, cycle and refuse stores, plant rooms and other ancillary space; up to 3,400 sqm cinema (Use Class D2), with associated means of access, widening of footways, formation of service/taxi laybys and other associated highway works including shared cycle/pedestrian path on New Botolph Street, Pitt Street and St Crispins Road, a maximum of 607 car parking spaces for C1/C3/B1/D1, of which circa 593 covered spaces (with a maximum of 40 for C1/B1/D1), and circa 14 open spaces for C3 (on west side of Edward Street for Block B), landscaping, service infrastructure and other associated works; and erection of building for 1,300 sqm place of worship (Use Class D1) (Block C), on north side of Edward Street with associated on site car parking and landscaping; (all means of access reserved; all floor areas given as maximum gross external area except where indicated as GIA).

Annex E – Schedule of application plans

Planning Application Documents (Ref: 18/00330/F) (March 2018)

CD4.26	31467-A02-P2-200 - Existing Buildings
CD4.27	31467-A02-P2-201 - Existing Buildings Demolition Plan
CD4.28	31467-A02-P2-100 - Hybrid Application Boundary

Application Documents (September 2018)

CD7.12	31467 A01-P2-001 - Rev A Illustrative Master Plan
CD7.13	31467-A01-PP-300 - Rev A Parameter Plan - Access
CD7.14	31467-A01-PP-400 - Rev A Parameter Plan - Development Parcel
CD7.15	31467-A01-PP-200 - Rev A Parameter Plan Land Use Ground Floor
CD7.16	31467-A01-PP-201 - Rev A Parameter Plan Land Use First Floor
CD7.17	31467-A01-PP-202 - Rev A Parameter Plan Land Use Third Floor
CD7.18	31467-A01-PP-203 - Rev A Parameter Plan Land Use Fourth Floor
CD7.19	31467-A01-PP-204 - Rev A Parameter Plan Land Use Seventh Floor
CD7.20	31467-A01-PP-205 - Rev A Parameter Plan Land Use Eighth Floor
CD7.20(a)	31467-A01-PP-206 - Rev A Parameter Plan Land Use 10 th Floor
CD7.21	31467-A01-PP-207 - Rev A Parameter Plan Land Use Floor 12-19
CD7.22	31467-A01-PP-100 - Rev A Parameter Plan Proposed Building Heights
CD7.23	31467-A01-PP-500 - Rev A Parameter Plan Public Realm
CD7.24	31467-A02-P2-101 - Rev A Site Layouts - Detailed App Boundary
CD7.28	31467-A02-P2-400 – Rev A Site Layouts - Illustrative Phasing Strategy
CD7.29	31467-A03-P2-A-000 - Rev A Block A Ground Floor
CD7.30	31467-A03-P2-A-001 - Rev A Block A 1st Floor
CD7.31	31467-A03-P2-A-002 - Rev A Block A 2nd Floor
CD7.32	31467-A03-P2-A-003 - Rev A Block A 3rd Floor
CD7.33	31467-A03-P2-A-004 - Rev A Block A 4th Floor
CD7.34	31467-A03-P2-A-005 - Rev A Block A 5th Floor
CD7.35	31467-A03-P2-A-006 - Rev A Block A 6th Floor
CD7.36	31467-A03-P2-A-006A - Rev A Block A 6thFloor Parking
CD7.37	31467-A03-P2-A-007 - Rev A Block A 7th Floor
CD7.38	31467-A03-P2-A-008 - Rev A Block A 8th Floor
CD7.39	31467-A03-P2-A-009 - Rev A Block A 9th Floor
CD7.40	31467-A03-P2-A-010 - Rev A Block A 10th Floor
CD7.41	31467-A03-P2-A-011 - Rev A Block A Roof Level
CD7.42	31467-A03-P2-E-000 - Rev A Block E Tower
CD7.43	31467-A03-P2-000 - Rev A Ground Floor - Masterplan
CD7.44	31467-A03-P2-0B1 - Rev A Basement
CD7.45	31467-A03-P2-001 - Rev A 1st Floor
CD7.46	31467-A03-P2-002 - Rev A 2nd Floor
CD7.47	31467-A03-P2-003 - Rev A 3rd Floor
CD7.48	31467-A03-P2-004 - Rev A 4th Floor
CD7.49	31467-A03-P2-005 - Rev A 5th Floor
CD7.50	31467-A03-P2-006 - Rev A 6th Floor
CD7.51	31467-A03-P2-007 - Rev A 7th Floor
CD7.52	31467-A03-P2-008 - Rev A 8th Floor
CD7.53	31467-A03-P2-009 - Rev A 9th Floor
CD7.54	31467-A03-P2-010 - Rev A 10th Floor

CD7.55	31467-A03-P2-011 - Rev A 11th Floor
CD7.56	A03-P2-012-019 - Rev A 12th to 19th Floor
CD7.57	31467-A03-P2-050 - Rev A Storey Height
CD7.58	31467-A03-P2-054 - Rev A Retail plan
CD7.59	31467-A04-P2-A-001 - Rev A Block A Section 1, 2 & 3
CD7.60	31467-A05-P2-A-002 - Rev A Block A Section 4, 5 & 6
CD7.61	31467-A05-P2-A-001 - Rev A Block A Elevations 1, 2 & 3
CD7.62	31467-A05-P2-E-001 - Rev A Tower Elevation 1 & Section 1
CD7.63	31467-A05-P2-E-002 - Rev A Tower Elevation 2 & Section 2
CD7.64	31467-A05-P2-E-003 - Rev A Tower Elevations 3 & 4
CD7.65	31467-A04-P2-001 - Rev A Illustrative Sections 1, 2 & 3
CD7.66	31467-A04-P2-002 - Rev A Illustrative Sections 4, 5 & 6
CD7.67	31467-A05-P2-001 - Rev A Phase 2 Elevations 1 & 2
CD7.68	31467-A05-P2-002 - Rev A Phase 2 Elevations 3 & 4
CD7.69	31467-A05-P2-003 - Rev A Phase 2 Elevations 5 & 6
CD7.70	31467-A05-P2-004 - Rev A Phase 2 Elevations 7 & 8
CD7.71	31467-A05-P2-100 - Rev A Illustrative Street Elevations
CD7.83	PL1581-GA-001-03 Landscape General Arrangement
CD7.84	PL1581-GA-002-04 Roof plan General Arrangement
CD7.86	PL1581-GA-006 Visitor Cycle Parking Strategy

Further Supporting Documents (November 2018)

CD8.5	SK11-A – Overall Drainage Strategy (within Surface Drainage Correspondence.pdf)
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Annex F – Information to inform the Secretary of State’s Habitats Regulations Assessment

INTRODUCTION

The application relates to Anglia Square, Norwich. It proposes the demolition of the existing buildings at Anglia Square and a mixed use scheme of redevelopment. This would include up to 1,250 dwellings, 70 of which would be in a 20 storey tower, up to 11,000 sqm of flexible retail/commercial floorspace, a replacement cinema, a replacement multi-storey car park, a new facility for the Surrey Chapel and a hotel.

Article 6 of the Habitats Directive, which has been transposed into UK law through the Conservation of Habitats and Species Regulations 2017 and the Conservation of Offshore Marine Habitats and Species Regulations 2017 (for plans and projects beyond UK territorial waters (12 nautical miles)), requires that where a plan or project is likely to result in a significant effect on a European site either alone or in combination with other plans or projects, and where the plan or project is not directly connected with or necessary to the management of the European site, a competent authority (the Secretary of State in this instance) is required to make an Appropriate Assessment of the implications of that plan or project on the integrity of the European site in view of the site’s conservation objectives.

PROJECT LOCATION

Anglia Square is located on the northern side of Norwich city centre. The site extends to approximately 4.5 hectares. Most of this is accounted for by the Anglia Square shopping centre and adjoining land which is enclosed by St Crispins flyover, Pitt Street, Edward Street and Magdalen Street. Anglia Square comprises retail, leisure and office buildings developed during the 1960s and 1970s following the construction of St Crispins Road. The shopping centre is arranged around a pedestrian precinct and includes large format stores together with smaller units. At the upper levels are Sovereign House and Gildengate House, two substantial office buildings of 6 - 7 storeys. Neither of these buildings has been used as offices since the late 1990s. Gildengate House is currently used as temporary studio space by artists whilst Sovereign House has remained unused. A former cinema, a nightclub and a large multi-storey car park are also now vacant.

The following European designated sites are present in the vicinity of the site:

- Broadland Special Protection Area (SPA), Ramsar site and Special Area for Conservation (SAC)
- The River Wensum SAC

Broadland SPA, Ramsar site and SAC

A number of Site of Special Scientific Interest (SSSI) designations underpin the SPA/Ramsar/SAC designations. Yare Broads and Marshes SSSI and Crostwick Marsh SSSI are around 7.5 km from the site and Bure Broads and Marshes SSSI is about 10.3 km from the site.

The qualifying features of the SPA include bittern and marsh harrier in the breeding season and Bewick's swan, bittern, hen harrier, ruff and whooper swan over winter. It also qualifies by supporting populations of migratory bird species and by regularly supporting at least 20,000 waterfowl.

The qualifying features of the Ramsar site include calcareous fens, alkaline fens and alluvial forests. Annex II species include Desmoulin's whorl snail, otter and fen orchid. Populations occurring at levels of international importance include tundra swan, gadwall and northern shoveler.

The Broads SAC hosts a range of habitats and species, overlapping with the above designations.

River Wensum SAC

The River Wensum SAC is around 3.2 km to the northwest of the site at its closest point. It hosts the habitat *rivers with floating vegetation often dominated by water-crowfoot*. Annex II species include white-clawed crayfish, bullhead, brook lamprey and Desmoulin's whorl snail.

HRA IMPLICATIONS OF THE PROJECT

There is no likelihood of direct impacts on the designated sites given their geographical separation from the application site and the absence of hydrological or air quality pollution pathways. Potential effects are limited to increased recreational use of the designated sites by new residents at the application site. This needs to be considered cumulatively with anticipated residential development in the area covered by the Greater Norwich Joint Core Strategy (JCS).

PART 1 - ASSESSMENT OF LIKELY SIGNIFICANT EFFECTS

The Appropriate Assessment (AA) of the JCS highlighted the need for green infrastructure (GI) to mitigate potential in-combination and cumulative effects associated with recreation impacts on Natura 2000 sites resulting from the JCS growth proposals. The mitigation measures suggested were the implementation of GI and the allocation of greenspace to protect specific natural assets and designated sites.

The application site is not within the boundary of a designated site nor within a buffer area identified by Natural England (NE). During the EIA screening exercise NE advised that the development may potentially impact on designated sites, namely the Broads SAC, Broadland SPA and Broadland Ramsar site, as a result of recreational disturbance due to in combination impacts with other housing development.

Responding to consultation on this application NE advised the Council that an adverse effect on integrity could not be ruled out when considered in combination with other

housing developments. NE made referred to research by Panter et al (2016)³³⁵ which found that increased recreation pressures can cause impacts to designated interest features. For the sites surveyed there would be a predicted increase of 14% in access by Norfolk residents as a result of new housing during the current plan period. The primary recreational activity was dog walking (41%) and walking (26%). For the designated sites in the Broads the impacts identified related to disturbance caused to breeding, wintering and passage birds, trampling and erosion, eutrophication and contamination.

The applicants submitted further information relating to predicted levels of dog ownership within the proposed development, an audit of parks and open spaces within walking distance (or a short drive) from the site as well details of GI projects identified in the Greater Norwich Infrastructure Plan 2018 (GNIP). The GNIP supports the delivery of growth identified in the JCS and identifies schemes to contribute to the protection and enhancement of the strategic green infrastructure network. Based on comparison with other (mainly flatted) developments the applicants concluded that there would be a low level of dog ownership at the application site. They also considered that new residents wishing to walk, with or without dogs, would have access to a wide range of options and would not need to rely on the designated sites. They noted that the measures set out in the GNIP relating to the provision of GI are planned and in the process of delivery, and that these measures will mitigate the impact of new development across the Greater Norwich area. They concluded that likely significant effects could be ruled out, either alone or in combination.

Having considered this information NE agreed that the effects from the development alone are not likely to be significant. However, without suitable mitigation being secured, NE advised that it is not possible to conclude that the proposal is unlikely to result in significant effects on the European sites in question in combination with other new housing proposals.

The Council proceeded on the basis that mitigation would be required and that an AA would need to be carried out.

CONSERVATION OBJECTIVES

Broadland SPA

Ensure that the integrity of the site is maintained or restored as appropriate and ensure that the site contributes to achieving the aims of the Wild Birds Directive, by maintaining or restoring:

- the extent and distribution of the habitats of the qualifying features
- the structure and function of the habitats of the qualifying features
- the supporting processes on which the habitats of the qualifying features rely
- the population of each of the qualifying features, and
- the distribution of the qualifying features within the site.

³³⁵ Visitor Surveys at European Protected Sites across Norfolk during 2015 and 2016, Footprint Ecology

Broadland SAC

Ensure that the integrity of the site is maintained or restored as appropriate and ensure that the site contributes to achieving the favourable conservation status of its qualifying features, by maintaining or restoring:

- the extent and distribution of qualifying natural habitats and habitats of qualifying species
- the structure and function (including typical species) of qualifying natural habitats
- the structure and function of the habitats of qualifying species
- the supporting processes on which qualifying natural habitats and the habitats of qualifying species rely
- the populations of qualifying species, and
- the distribution of qualifying species within the site.

River Wensum SAC

Ensure that the integrity of the site is maintained or restored as appropriate and ensure that the site contributes to achieving the favourable conservation status of its qualifying features, by maintaining or restoring:

- the extent and distribution of qualifying natural habitats and habitats of qualifying species
- the structure and function (including typical species) of qualifying natural habitats
- the structure and function of the habitats of qualifying species
- the supporting processes on which qualifying natural habitats and the habitats of qualifying species rely
- the populations of qualifying species, and
- the distribution of qualifying species within the site.

PART 2 - FINDINGS IN RELATION TO ADVERSE EFFECTS ON INTEGRITY

The potential for an adverse effect on integrity arises from increased recreational pressure, specifically dog walking and walking. The nature of the proposed development is such that dog ownership is likely to be low. The proposed mitigation is the implementation of GI measures which would be attractive and more convenient to new residents than travel to the designated sites.

The Council has commented that the GNIP includes measures which have been specifically identified to deliver enhanced local recreational opportunities within Norwich. These include schemes to enhance walking routes leading out of the city, in particular Marriott's Way and the Riverside Walk, which provide access to the countryside and the Norfolk Trails network. These schemes will provide suitable and appropriate recreational opportunities for people, including dog walkers.

The GI initiatives identified in the GNIP are funded through Community Infrastructure Levy (CIL). This means that all housing development in the greater Norwich area makes a proportionate contribution. The summary of NE's advice is as follows:

NO OBJECTION - SUBJECT TO APPROPRIATE MITIGATION BEING SECURED

We consider that without appropriate mitigation the application would, in combination with other housing developments in the Greater Norwich area, lead to increased recreational pressures which would:

- have an adverse effect on the integrity of The Broads Special Area of Conservation (SAC), Broadland Special Protection Area (SPA) and Broadland Ramsar; and*
- damage or destroy the interest features for which the component Sites of Special Scientific Interest of the above sites have been notified.*

In order to mitigate these adverse effects and make the development acceptable, the following mitigation measures are required:

- on site green infrastructure measures as described in the application documents should be secured; and*
- a proportionate financial contribution to the existing off-site GI and local GI initiatives, to help to reduce the effects of recreational pressures on designated sites.*

We advise that an appropriate planning condition or obligation is attached to any planning permission to secure these measures.

The application is hybrid, in that it contains detailed and outline elements. The public realm works within the scheme would fall within the detailed element. Detailed design and implementation of the GI would be covered by a landscaping scheme which would be approved under suggested condition 5. Public access to the public realm works would be secured through schedule 10 of the section 106 Agreement.

If the proposed development is subject to CIL then it would make a proportionate contribution to the GI mitigation through that means. However, the viability assessment submitted to the Inquiry assumes that the scheme will be exempted from CIL under the Council's exceptional circumstances relief policy. Applications for CIL relief would be made on a phased basis. Schedule 9 of the section 106 Agreement provides that, if any phase of the development is granted exemption from CIL, then a GI contribution would be payable for that phase at a rate of £50 per dwelling. This has been agreed by the Council to be an appropriate and proportionate level of contribution.

HRA CONCLUSIONS

These conclusions represent my summary and assessment of the evidence presented to me. This is not an appropriate assessment. That will be a matter for the Secretary of State to undertake as the competent authority.

It is not possible to exclude the possibility of an adverse effect on the integrity of European sites in the absence of mitigation. This is due to the potential for in combination effects of increased recreational pressures from new housing.

Mitigation measures have been identified which will deliver enhanced local recreational opportunities within Norwich, thereby avoiding additional recreational pressures on the designated sites. Arrangements are in place for all housing schemes to make a proportional contribution to such measures through the collection of CIL. In the event that all or part of the application scheme is exempt from CIL, the section 106 Agreement makes provision for appropriate and proportionate contributions to be made.

With mitigation having been secured, it would be reasonable to reach a finding of no adverse effect on the integrity of the European sites in question.

Appendix

Relevant documents submitted by the applicants:

- ES Chapter 4: Ecology (SEI Chapter 4)
- Appendix 12.1 Ecology - information to inform AA
- Appendix SEI 12.1 - Dog licence data
- Note of Clarification (dated November 2018)

ANNEX G – CONDITIONS

Conditions relating to the detailed element – Block A, tower and ground floor external areas (including highway works and public realm)

- 1) The development hereby permitted and identified within the red line boundary shown on plan A01–P2–101A shall be begun before the expiration of THREE years from the date of this permission, except for the tower element on development parcel E/F which shall be begun before the expiration of FIVE years from the date of this permission.
- 2) The development hereby approved shall be carried out in accordance with the plans, drawings and details as specified in the attached schedule.
- 3) No above grounds works in relation to the tower element of development parcel E/F hereby permitted shall commence until the local planning authority has approved all reserved matters for development parcel E/F, as identified on Parameter Plan A01–PP-400A.
- 4) Before their first use or application in the construction of block A or the tower element of development parcel E/F hereby permitted the following details (including manufacturer, product, colour finish, samples and sample panel where necessary) shall be submitted to and agreed in writing by the local planning authority:
 - a) external materials (to include bricks, metal cladding of the upper level and rooftop plant, window frames, doors, rainwater goods, balcony balustrades, car park ventilation panels, green vegetated walls);
 - b) external decoration and patterning to brickwork, render, joinery and metalwork;
 - c) brick bond and mortar;
 - d) large scale cross-sectional plans showing depth of window reveals, depth of recesses offering vertical subdivisions in the façade bays and the projection of balconies;
 - e) external flues, background and mechanical ventilation, soil/vent pipes and their exits to the open air; and
 - f) shopfront components and assembly through the submission and approval of a Shopfront Design Guide.

The development shall be carried out in accordance with the details as approved.

- 5) With the exception of any site clearance works, works of demolition, archaeological work, tree protection works, ground remediation and ground investigations, no development shall take place in pursuance of this permission until a detailed landscaping scheme has been submitted to and agreed in writing by the local planning authority.

The landscaping scheme shall include all external areas, public realm areas (including within the adopted highway) and for Block A, all external amenity areas and biodiverse roofs forming part of that block (and for the

avoidance of doubt the scheme shall not include areas within the outline area of the application as landscaping is a reserved matter). The scheme shall include the following details:

Hard landscape details:

- a) materials for paved areas, including manufacturer (where relevant), product type and colour or sample;
- b) existing and proposed functional services above and below ground (e.g. power and communication cables, pipelines, manholes, supports);
- c) all new boundary treatments at the site, including the material and colour finish of any walls, fences or railings;
- d) proposed finished levels;
- e) any minor artefacts and structures (e.g. external cycle parking, bollards, seating, litter bins, signage);
- f) play trail scheme – including demonstration that the strategy has been directly influenced by heritage interpretation and the incorporation of public art features;

Soft landscape details:

- g) planting plans showing the location, species and numbers of proposed new trees and the locations of areas of shrubs and other planting;
- h) planting schedules, noting species, planting sizes and proposed numbers and densities where appropriate;
- i) written specifications (including cultivation and other operations associated with tree, plant and grass establishment);

Implementation and management details:

- j) ecological enhancement scheme;
- k) for Block A details of the provision for bird (Swift) and bat boxes in accordance with the recommendations within Section 14 of the Phase 1 Habitat Survey (extended)
- l) an implementation programme clearly indicating a timescale for the completion of all landscaping and ecological enhancements; and
- m) a landscape management plan, including management responsibilities and a schedule of maintenance operations for all landscaped areas following implementation.

The development shall be carried out in full accordance with the agreed details and implementation programme and the communal residential landscaped areas of the site shall be made available for the enjoyment of residents of the development hereby permitted. Management of the landscaping shall commence immediately after planting in accordance with the agreed details. All hard and soft landscaping works shall thereafter be retained as such.

If within a period of FIVE years from the date of planting, any tree or plant (or any tree or plant planted in replacement for it) is removed, uprooted or is destroyed or dies or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or plant of the same species and size as that originally planted shall be planted at the same place no later than the end of the first available planting season (October-March inclusive), unless the local planning authority first gives its written consent to any variation.

- 6) Prior to first use of the public multi-storey car park hereby approved a Car Park Management Plan shall be submitted to and approved in writing by the local planning authority. The plan shall include the following details:
 - a) tariff structure - this shall support the function of the large district centre by the public and discourage all day city centre commuter car parking; and
 - b) details of the number and location of the disabled and electric vehicle charging car parking spaces. The details shall include the specification of the public electric vehicle charging stations along with management and maintenance arrangements.

The public car park shall be operated in accordance with the approved Car Park Management Plan unless otherwise agreed in writing by the local planning authority.

- 7) The public car park shall not be brought into use until the entry and exit systems have been configured to provide a data feed to enable the display of available spaces on the city wide variable message sign (VMS) system and that data feed is fully operational, connected to the VMS system and the available spaces are displayed. The data feed and connection to the VMS system shall thereafter be retained.
- 8) Within two calendar months of the first use of the public multi-storey car park hereby approved all use of the surface level parking within the application site boundary by members of the public shall permanently cease. For the avoidance of doubt this does not preclude essential operational parking during the construction phase which may be approved under condition 28.
- 9) Prior to first occupation of any dwelling within block A hereby approved a scheme for monitoring the usage of residential car and cycle parking within the development shall be submitted to and approved in writing by the local planning authority. The scheme shall include a survey methodology, a timescale for carrying out the agreed methodology, and details of how the results are reported to the local planning authority.
- 10) No more than 75% of residential parking spaces in block A hereby approved shall be available for residential occupiers of that block, unless following full occupation of the remainder of the development there remain parking spaces in Block A which are not allocated to any unit.
- 11) Block A hereby permitted shall include the provision of a foodstore with a minimum floor area of 800 sqm (Gross Internal Area). Notwithstanding the provisions of section 55(2)(a) of the Town and Country Planning Act 1990 or the Town and Country Planning General Permitted Development Order

2015 (or any Act or Order revoking and re-enacting that Act or Order, with or without modification), a minimum 80% of the net sales area of the foodstore shall be used for the sale of convenience goods and no more than 20% of the net sales area for the sale of non-convenience goods, where convenience goods are defined as everyday essential items, including food, drinks, newspapers/magazines and confectionery.

- 12) Prior to first use of the ground floor of Block A for commercial purposes the public toilets, including the 'Changing Places' shall be installed and brought into use. The facilities shall be permanently retained thereafter.

Conditions relating to the outline element

- 13) Application for the approval of all reserved matters shall be made to the local planning authority not later than the expiration of five years beginning from the date of this permission. The development hereby permitted shall be begun not later than the expiration of two years from the final approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved.

Within any phase (as approved under condition 20) no construction associated with the development hereby permitted shall take place within the Hybrid Application Boundary shown on plan 31467-A02-P2-100 (excluding land identified by the Detailed Application Boundary 31467-A02-P2-101 A) in pursuance of this permission until approval of the reserved matters for the relevant phase of the development approved under condition 20 has been obtained from the local planning authority. The reserved matters shall relate to access, layout, scale, external appearance and landscaping (communal amenity areas and green roofs only).

- 14) The development hereby approved shall be carried out in full accordance with the application forms, supporting documents and plans as specified within the attached schedule and the reserved matters shall comply with the parameters of the submitted details in terms of the approximate layout of the buildings, routes and open spaces within the site, the parameters for height, width and length of each building and its scale, and the area or areas where access to the development will be situated.
- 15) The following details and assessments shall be submitted at the relevant reserved matters stage:
- a) Development parcels E/F and G/H: Residential Parking Monitoring Report (see condition 9);
 - b) Development parcel B: updated Air Quality Assessment. The Assessment shall be informed by a further period of Nitrogen Dioxide monitoring (details of which shall be agreed in writing with the local planning authority) and include full details of air quality mitigation measures for residential development within that phase; and
 - c) Formation of vehicular access from St Crispins Road: Arboricultural Impact Assessment and Arboricultural Method Statement.

Conditions relating to all phases

- 16) The development hereby approved shall be limited to a maximum quantum of floorspace or numbers as follows:

- a) Housing (Use Class C3): 1250 residential units;
 - b) Flexible commercial floorspace (Uses Classes A1, A2, A3, A4, B1, D1 and specified sui-generis use (betting offices): 11,000 sqm (Gross External Area (GEA)), with specified sui-generis use being limited to maximum of 250 sqm Gross Internal Area (GIA));
 - c) Place of worship (Use Class D1): 1,300 sqm (GEA);
 - d) Public car park: 600 car spaces, 24 motorcycle spaces;
 - e) Hotel (Use Class C1): 11,350 sqm (GEA);
 - f) Cinema (Use Class D2): 3,400 sqm (GEA); and
 - g) Other parking (for Use Classes C1, C3, B1 and D1): 950 car spaces (of which a maximum of 40 spaces shall be available for operational use within Use Classes C1, B1 and D1).
- 17) The flexible commercial floorspace hereby approved and referred to in the Retail Strategy Report (Rev A) shall include a minimum of 1,500 sqm Gross Internal Area (GIA) of floorspace for purposes within Use Classes A3 and A4. A minimum of 75% of this Class A3/A4 floorspace shall be located around the new 'leisure' square enclosed by the floorspace coloured purple on drawing A03-P2-054 within the Retail Strategy Report (Rev A) and shall not exceed an overall total floorspace across the development of 3,500 sqm (GIA).
- 18) The reserved matters application for development parcel G/H as identified on Parameter Plan A01-PP-400A hereby approved shall include a cinema of around 3,400 sqm Gross External Area in the location illustrated on drawing A03-P2-054 '03 Plans - Illustrative Ground Level Plan for Retail Strategy' with a primary entrance facing into St George's Street as shown on the same plan.
- 19) The commercial floorspace identified in blue on drawing A03-P2-054 (contained within the Retail Strategy Report Revision A) shall include a minimum of five units, each with a ground floor area between 75 and 150 sqm Gross Internal Area (GIA) and a further five units, each with a ground floor area between 150 and 250 sqm GIA.
- 20) The development shall be carried out in accordance with drawing A02-P2-400 or an alternate phasing plan which has been submitted to and approved in writing by the local planning authority prior to the commencement of development or of any subsequent phase of the development.
- 21) Prior to the commencement of any demolition works within each phase (as approved under condition 20) a Demolition Statement shall be submitted to and approved in writing by the local planning authority. The Statement shall include a detailed methodology for the retention and protection of any retained frontages during the construction phase and shall be substantiated by a structural engineer's report. In the case of phase 1 (as agreed under condition 20) the statement shall include a detailed methodology for the retention of 100 Magdalen Street and include detailed plans indicating remediation works for the retained frontages and details of temporary and permanent access arrangements for the premises.

- 22) There shall be no demolition of Surrey Chapel until a permanent replacement facility has been provided in accordance with the reserved matters for development parcel C (required to be approved under condition 13) and the facility is available for use.
- 23) There shall be no occupation of any part of development parcel E/F as identified on drawing A01-PP-400A until demolition of Sovereign House is complete.
- 24) There shall be no demolition of numbers 43 to 45 Pitt Street until reserved matters have been approved for development parcel E/F and a contract or sub-contract for carrying out the structural works of redevelopment on that development parcel has been entered into.
- 25) Prior to any demolition or the commencement of any works a Demolition and Construction Traffic Management Plan and Access Route, which shall incorporate adequate provision for addressing any abnormal wear and tear to the highway together with wheel cleaning facilities, shall be submitted to and approved in writing by the local planning authority, together with proposals to control and manage demolition and construction traffic using the 'Demolition and Construction Traffic Access Route'.

For the duration of the demolition and construction period all traffic associated with the development shall comply with the Demolition and Construction Traffic Management Plan and use only the 'Demolition and Construction Traffic Access Route' and no other local roads, unless approved in writing by the local planning authority, or as directed (without written approval) by the emergency services, highway authority, statutory undertakers or other body authorised to direct traffic.

- 26) Notwithstanding the details indicated on the submitted drawings no construction works above slab level shall commence on site until the following details have been submitted to and approved in writing by the local planning authority:
 - a) detailed drawings for the off-site highway improvement works as indicated on drawings 1072878-D15/16-003-TP P12; 1072878-D26-001-TP P13; 1072878-D18-003-TP P03;
 - b) an implementation plan for the off-site highway works; and
 - c) a long term management plan, including management responsibilities and a schedule of maintenance operations for all landscaped areas.

The highways works shall be completed as approved in accordance with the approved implementation plan.

- 27) Notwithstanding condition 26, the Edward Street Cycle Improvements (details of which are required to be agreed under that condition) shall be completed prior to the commencement of any above ground level construction works in pursuance of the development of block A hereby approved.
- 28) No development shall take place within any phase (as agreed under condition 20), including any works of demolition, in pursuance of this permission until a Construction and Environmental Management Plan

(CEMP) (which shall take account of the cumulative impact of other nearby development taking place, at the time of submission) has been submitted to and approved in writing by the local planning authority.

The CEMP shall include the following:

- a) a statement on how the proposed development will be built, with method statements to outline how major elements of the works would be undertaken;
- b) vehicle parking for site operatives and visitors;
- c) proposals for loading/unloading plant and materials;
- d) protocol for managing scheduling and timing of construction traffic arriving and leaving the site;
- e) protocol for managing vehicles that need to wait for access to the site;
- f) temporary site access;
- g) signing system for works traffic;
- h) site access warning signs;
- i) storage of plant and materials;
- j) measures for the prevention of dust, suppression of noise and abatement of other nuisance arising from development works;
- k) location of all ancillary site buildings;
- l) erection and maintenance of security hoardings, including decorative displays and facilities for public viewing where appropriate; and
- m) a scheme for recycling/disposing of waste resulting from demolition and construction.

The details and measures included within the CEMP shall ensure pedestrian routes through the site (consisting of one east-west route and one north-south route) are provided and the Anglia Square Shopping Centre remains open for business, insofar as possible, and safely accessible to members of the public and tenants throughout the construction period.

The approved CEMP shall be adhered to throughout the construction period, unless an amendment is approved in writing by the local planning authority.

- 29) No development, other than demolition down to existing ground level, shall take place in any phase in pursuance of this permission until an archaeological Written Scheme of Investigation for the site has been submitted to and approved in writing by the local planning authority. The Written Scheme of Investigation shall include an assessment of significance and research questions and for each phase:
 - a) the programme and methodology for site investigation and recording;
 - b) the programme for post investigation assessment;

- c) provision to be made for analysis of the site investigation and recording;
- d) provision to be made for publication and dissemination of the analysis and records of the site investigation;
- e) provision to be made for archive deposition of the analysis and records of the site investigation;
- f) nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

No development, other than demolition down to existing ground level, shall take place within any phase unless in accordance with the approved archaeological Written Scheme of Investigation.

No phase of the development shall be occupied until, in respect of that phase, the site investigation and post investigation assessment has been completed in accordance with the programme set out in the approved archaeological Written Scheme of Investigation and provision has been made for analysis, publication and dissemination of results and archive deposition has been secured.

- 30) Any historic or archaeological features not previously identified which are revealed when carrying out the development hereby permitted shall be retained in-situ and reported to the local planning authority in writing within two working days. Works shall be halted in the area of the building affected until provision has been made for retention and/or recording in accordance with details submitted to and approved in writing by the local planning authority.
- 31) No development, other than demolition down to existing slab level, shall take place in any phase in pursuance of this permission until the following components of a scheme to deal with the risks associated with contamination of the site have each been submitted to and approved in writing by the local planning authority:
 - a) a site investigation scheme, based on the Phase 1 Desk Study and Preliminary Risk Assessment (Reference CON01-NORW-045 Version 2 dated 16 March 2018) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site; and
 - b) a written report containing the site investigation results and the detailed risk assessment of the risk to all receptors that may be affected and, based on these, if required, an options appraisal and remediation strategy for each phase giving full details of the remediation measures required and how they are to be undertaken.

Any works on site within each phase shall be in accordance with the scheme as approved and any changes to any of the details specified above would require the further express consent of the local planning authority.

No occupation of any phase of development hereby approved shall take place until a verification plan and a proposed monitoring, maintenance and contingency plan for that phase have been submitted to and approved in

writing by the local planning authority. The verification plan shall provide details of the data that has been collected in order to demonstrate that the works set out in the approved remediation strategy are complete for that phase and shall identify any requirements for longer term monitoring of pollutant linkages, maintenance and arrangements for contingency action. The proposed monitoring, maintenance and contingency plan shall identify how these requirements will be met.

- 32) If, during development, contamination not previously identified is found to be present, then no further development shall be carried out in pursuance of this permission until a scheme has been submitted to and approved in writing by local planning authority detailing how this contamination shall be dealt with in accordance with the remediation scheme as set out above. Only when evidence is provided to confirm the contamination no longer presents an unacceptable risk can development continue.
- 33) No drainage system for the infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approved details.
- 34) Prior to the commencement of any piling operations in any phase a Piling Method Statement shall be submitted to and approved in writing by the local planning authority. The Piling Method Statement shall detail the type of piling to be undertaken, why this method has been selected, measures to be taken to minimise noise and vibration, a demonstration that there is no resultant unacceptable risk to groundwater and a plan showing where the piles are to be installed. Guidance is contained in BS5228 Noise control on Construction and Open sites - Part 4: Code of Practice for noise and vibration control applicable to piling operations. The contractor is required to take the best practicable means to minimise noise and vibration. Piling shall only be undertaken in accordance with the approved Piling Method Statement unless an amended method statement has been approved in writing by the local planning authority.
- 35) All imported topsoil and subsoil for use within any phase on the site shall either be certified to confirm its source and that it is appropriate for its intended use or, in the absence of suitable certification, be subject to analysis of the imported material along with evaluation against the derived assessment criteria for this site. No occupation of any completed part of that phase of the development shall take place until a copy of the certification has been submitted to the local planning authority.
- 36) At each reserved matters stage the following information and measures, together with an updated Flood Risk Assessment (FRA) and Drainage Strategy for the entire site (taking account of approved updated FRA and Drainage Strategies for previous phases), shall be submitted to and approved in writing by the local planning authority:
 - a) Detailed specific tables and corresponding plans of flood depths and proposed mitigation of flood resistance and resilience measures to be included in each building, highway, pedestrian area and loading

bay (to expand on that information provided in Table 5 and section 7 of the FRA (part 1)). This shall include first fit infrastructure in commercial buildings to ensure any conduits between commercial areas to provide electricity and water are set above the flood depths expected at each location (expanding in more detail from Figure 3 and Table 2 of the FRA (part 1)).

- b) Additional surface water flood modelling taking account of any approved updated FRA and Drainage Strategies for previous phases and any flood barriers or flood proof walls proposed to prevent water entry into ground floor properties.
- c) An assessment of the cumulative impact of the development on off-site flood risk to existing properties within the Study Impact Area. The assessment should include:
 - an assessment of changes in flood depths off-site at more frequent flood events to include 3.33% Annual Exceedance Probability (1:30) and 1.3% Annual Exceedance Probability (1:75) to assess the impacts of the changes in flood routing from the site;
 - a ground truthing exercise on the assumed thresholds of properties within the surface water model;
 - a property level protection survey and provision of retrofit of flood resistance/resilience measures subject to access being made available to the relevant properties at reasonable times within a period of 4 weeks prior to submission of the FRA;
 - details of mitigation measures, where this is shown to be necessary, along with a timescale for implementation of the works.
- d) Information to show how any phasing of the development will affect the overall drainage strategy and what arrangements, temporary or otherwise, will need to be in place at each stage of the development in order to ensure the satisfactory performance of the overall surface water drainage system for the entirety of the development.
- e) Information regarding the location of utility plant and specific design flood levels for those locations. Details of appropriate mitigation and/or evidence that freeboard will be in place to ensure continued operation during a design flood event.

The development shall be undertaken in accordance with the agreed details (both temporary and permanent) which shall be implemented prior to first occupation of each component part of that phase.

- 37) Prior to the commencement of works breaking existing ground or slab level in any phase (as approved under condition 20) detailed designs of a surface water drainage scheme for that phase shall be submitted to and approved in writing by the local planning authority. The scheme shall accord with additional details submitted in relation to condition 36 and the submitted Flood Risk Assessment (FRA) (Part 1 Flood Risk, Hydraulic Modelling Study

and Impact Study Final Version dated 9 March 2018 by EAS) and Drainage Strategy (Part 2 Proposed Drainage Strategy Final Version dated 9 March 2018 by EAS). The scheme shall address the following matters:

- a) Surface water brownfield runoff rates will be attenuated to 242l/s combined at Edward Street, Pitt Street and St Crispins Road as agreed with Anglian Water and stated within section 4.15 of the FRA/Drainage Strategy.
- b) Detailed designs and provision of surface water attenuation storage, sized and designed to accommodate the volume of water generated in all rainfall events up to and including the critical storm duration for the 1% Annual Exceedance Probability (AEP) return period, including allowances for climate change. Green roofs shall be designed to maximise available storage attenuation within the structural design of the building.
- c) Detailed designs, modelling calculations and plans of the drainage conveyance network in the:
 - 3.33% AEP critical rainfall event to show no above ground flooding on any part of the site from the drainage network alone.
 - 1% AEP critical rainfall plus climate change event to show the depth, volume and storage location of any above ground flooding from the drainage network alone ensuring that flooding does not occur in any part of a building or any utility plant susceptible to water (e.g. pumping station or electricity substation) within the development.
- d) The design of any drainage conveyance and storage structures should include appropriate freeboard allowances and will use up-to-date rainfall data and appropriate use of FEH descriptors, considering the critical rainfall duration expected.
- e) Details of how all surface water management features are to be designed in accordance with The SuDS Manual (CIRIA C697, 2007) or the updated The SuDS Manual (CIRIA C753, 2015), including appropriate treatment stages for water quality prior to discharge (such as green roofs and tree pits).
- f) A maintenance and management plan detailing the activities required and details of who will adopt and maintain the surface water drainage features for the lifetime of the development. This will include any pumped drainage system and any additional maintenance required considering the additional water from off-site (which is likely to be poorer quality and contain debris) which may cause blockage.

The approved surface water drainage scheme for that phase shall be implemented prior to the first occupation of the corresponding phase and shall thereafter be managed and maintained as approved.

- 38) No occupation of any phase of the development shall take place until a flood warning and evacuation plan for that phase has been submitted to

and approved in writing by the local planning authority. The plan shall provide details of the procedures for flood warning and evacuation and shall include details of flood warning notices to be erected, including their content and locations. No occupation of any part of that phase shall take place until the notices have been erected for that part of that phase and thereafter the notices shall be kept legible and clear of obstruction for the lifetime of the development.

- 39) Prior to the commencement of above ground level construction works within each phase (as approved under condition 20) details of fire hydrant provision (served by mains water supply) for that phase of development shall be submitted to and approved in writing by the local planning authority. No occupation of any phase hereby approved shall take place until the hydrants for that phase have been provided and made available for use as approved. The hydrants shall be retained as such thereafter.
- 40) Prior to the commencement of above ground level construction works within each phase (as approved under condition 20) a crime prevention strategy shall be submitted to and approved in writing by the local planning authority in consultation with the Police. The strategy shall demonstrate how the development makes reasonable endeavours to meet 'Secured by Design' standards in the context of the approved external layout and internal building general arrangements. The strategy shall include details of the following:
- a) Secured by Design physical protection measures to be incorporated in the commercial premises, residential blocks and units, residential and public car parks and communal service areas and stores;
 - b) external and courtyard communal lighting (to BS 5489);
 - c) CCTV arrangements;
 - d) plant rooms to be lockable with robust security rated doors;
 - e) bin stores to be lockable;
 - f) cycle stores to be lockable; and
 - g) security rated doors and windows for each unit (as relevant to the position of the window).

Each phase shall be constructed and the development thereafter managed in accordance with the approved strategy.

- 41) With the exception of phase 1, no above ground development of any further phase (as approved under condition 20) shall commence until a Noise Impact Assessment to establish the noise environment and the required attenuation performance relevant to each residential façade within that phase has been submitted to and approved in writing by the local planning authority. The Noise Impact Assessment shall be informed by a further period of noise monitoring (details of which shall first be approved in writing by the local planning authority) and shall include full details of noise mitigation measures for the residential development within that phase.

Mitigation measures (including details of sound attenuation between commercial spaces and adjoining dwellings, trickle vents, mechanical ventilation and glazing) shall result in attenuation to an internal level of 30dB at night and 35dB during the daytime for habitable rooms as demonstrated at the date of approval of the mitigation measures.

The approved mitigation measures shall be implemented prior to occupation and retained as such thereafter.

- 42) Prior to the commencement of above ground level construction works within each phase, with the exception of Phase 1 and block D in phase 2, a further Air Quality Assessment shall be submitted to and approved in writing by the local planning authority. The Air Quality Assessment shall be informed by a further period of Nitrogen Dioxide monitoring (details of which shall first be agreed in writing with the local planning authority) and shall include full details of air quality mitigation measures for commercial and residential development within that phase.

The approved mitigation measures shall be implemented in full for each part of each phase prior to occupation of each part of each Phase and retained thereafter.

- 43) At least 10% of the residential dwellings (applicable to free market and affordable dwellings separately) within the development hereby approved shall be designed and built to meet requirement M4(2) of the 2015 Building Regulations for accessible and adaptable dwellings.
- 44) The development hereby approved shall be designed and built to meet the regulation 36 2(b) requirement of 110 litres/person/day water efficiency set out in part G2 of the 2015 Building Regulations for water usage.
- 45) Prior to the commencement of above ground level construction works within each phase, details of water conservation measures designed to maximise water conservation for non-residential uses shall be submitted to and approved in writing by the local planning authority. No commercial use in any phase of the development hereby approved shall take place until the measures for that phase have been installed as approved and brought into use and such measures shall be permanently retained thereafter.
- 46) Prior to first occupation of any commercial floorspace (excluding public car parking) within each phase (as approved under condition 20) an Energy Scheme for that phase shall be submitted to and approved in writing by the local planning authority. The Energy Scheme shall set out the measures to provide energy from decentralised, renewable or low-carbon sources to achieve at least the equivalent estimated renewable contribution of the Baseline Energy for the site as set out in section 8.01(ii) of the Energy Statement Report – Revision A.

No use of the commercial floorspace in that phase shall take place until the agreed measures have been installed and brought into use and such measures shall be permanently retained thereafter.

- 47) The residential development hereby permitted in any phase (as approved under condition 20) shall incorporate the sustainable design and construction measures to achieve the estimated energy and carbon emissions reductions specified in section 8.00 of the Energy Statement

Report – Revision A or such other measures (which shall achieve at least the equivalent estimated energy and carbon emissions) as may be submitted to and approved in writing by the local planning authority prior to works above ground level on that phase.

- 48) No occupation or use of any part of any phase of the development hereby approved shall take place until details of all external lighting, including any security or other intermittent lighting, relevant to that part of that phase have been submitted to and approved in writing by the local planning authority.

Such details shall include specifications for the proposed lighting, its location and position within the site, height and levels of illumination. The details shall also specify that any external lighting includes cowling, or other similar device, to ensure that the lighting only illuminates the site directly.

The external lighting shall be specified having regard to the need to minimise the risk to aviation and should be of a flat glass, full cut-off design, and should be horizontally mounted to prevent light spill above the horizontal.

The development shall be carried out in accordance with the details approved for that part of that phase and retained as such thereafter.

- 49) No use of any commercial premises (including public car parking) within any phase (as approved under condition 20) shall take place until:
- a) an Anglia Square Shopping Centre Travel Information Plan has been submitted to and approved in writing by the local planning authority. The Travel Information Plan shall:
 - make provision for travel information to be publicised to existing and potential future staff, customers and visitors; and
 - specify the different methods to be used for publicity and the frequency of review; and
 - b) the travel information has been made available in accordance with the Plan as approved.

This information shall include details of the public transport routes (including particular reference to Norwich Park and Ride) and services available within 800 metres walking distance of the site, cycle parking provision and facilities for cyclists on site and any other measures which would support and encourage access to the site by means other than the private car. Once made available it shall be maintained thereafter in accordance with the agreed review details.

- 50) No residential occupation of any dwelling within each phase (as approved under condition 20) shall take place until:
- a) a Residential Travel Information Plan has been prepared and submitted to and approved in writing by the local planning authority. The Travel Information Plan shall:
 - make provision for travel information or information sources to be publicised to residents; and

- specify the different methods to be used for publicity and the frequency of review; and

b) the travel information or information sources have been made available in accordance with the Plan as approved.

This information shall include details of the public transport routes and services available within 800 metres walking distance of the site, on site cycle parking provision, city wide cycling route network, car club provision and any other measures which would support and encourage access to the site by means other than the private car. Once made available it shall be maintained thereafter in accordance with the agreed review details.

- 51) Prior to first occupation of any dwelling within each phase (as approved under condition 20) a detailed scheme for the provision of Electric Vehicle Charging Points (EVCP) shall be submitted to and approved in writing by the local planning authority. The scheme shall make EVCP provision in accordance with the table on page 39 of the Design and Access Statement - Addendum and additional information provided in the email from the applicant dated 8th November 2018.

No occupation of any dwelling within each phase shall take place until the EVCP provision for that part of that phase has been installed as approved and brought into use. Such provision shall be permanently retained thereafter.

- 52) The residential car parking provision within the development hereby permitted shall be used only for the vehicles of the residents of the development or their visitors and for no other purpose, including public, commuter or contract parking.
- 53) Prior to first occupation of any dwelling within each part of each phase (as approved under condition 20) a detailed scheme for secure bicycle parking and refuse and recycling storage within that part of that phase shall be submitted to and approved in writing by the local planning authority. The approved details shall be installed prior to first occupation of that part of that phase of the development and shall be retained and maintained in this condition thereafter.
- 54) Prior to first occupation of any commercial floorspace within each phase (as approved under condition 20) a detailed scheme for secure staff bicycle parking and refuse and recycling storage within that phase shall be submitted to and approved in writing by the local planning authority. The approved details shall be installed prior to first occupation of that phase of the development and shall be retained and maintained in this condition thereafter.
- 55) Prior to first occupation of each phase (as approved under condition 20) a Delivery and Servicing Management Plan for permanent delivery and servicing arrangements in that phase and any completed phases and interim arrangements (operational during the construction phase) for phases yet to be completed shall be submitted to and approved in writing by the local planning authority. The Plan shall include operational arrangements for delivery areas, bays and routes through the site.

The development shall be operated in accordance with the agreed details.

- 56) The floorspace for purposes within Use Classes A3 and A4 hereby permitted shall not be open to the public, trading, or have members of the public, as customers or guests, on the premises other than at the following times:

07:00 hrs to 24:00 hrs Friday to Sunday

07:00 hrs to 23:30 hrs Monday to Thursday

- 57) The cinema hereby permitted shall not be open to the public until a scheme setting out screening times and any other measures to safeguard the living conditions of local residents has been submitted to and approved in writing by the local planning authority. The cinema shall thereafter be operated in accordance with the approved scheme.

- 58) Prior to first use of any premises for purposes within Use Class A3 or A4 a scheme for the effective control of fumes and odours from the premises, or to justify that there will be no fumes or odours generated by the occupier, shall have been submitted to and approved in writing by the local planning authority.

The detailed scheme shall include where required the position of ventilation, extraction, fume or flue outlet points and the type of filtration or other fume treatment to be installed and used in the premises in pursuance of this permission, together with a schedule of maintenance.

The use shall not commence until the approved scheme has been installed and is operational and thereafter it shall be retained in full accordance with the approved details and the maintenance of the system, including any flue, shall be carried out in accordance with the scheme as agreed.

- 59) Notwithstanding the provisions of Schedule 2, Part 7, Class I of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order, with or without modification), no plant or machinery shall be installed or erected on the site unless details have first been submitted to and approved in writing by the local planning authority. The details shall include:

- a) evidence that the rating level of the noise from plant/machinery shall be at least 5dBA lower than the existing background noise level at any given time of operation. The noise levels shall be measured or predicted 1m externally to the nearest window at the nearest residential façade. Measurement and assessment shall be made according to British Standard BS8223 and shall take into account cumulative impact from other plant requirements of the development;
- b) details of any enclosure or screening; and
- c) details specifying the maintenance procedure and schedule.

Once installed, any such plant or machinery shall thereafter be retained and maintained in accordance with the approved details.

- 60) Notwithstanding the provisions of Schedule 2, Part 16, Class A, B, C and D of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order, with or without modification), no communication apparatus or antennae shall be installed

on any building hereby approved without express grant of permission by the local planning authority.

- 61) Notwithstanding the provisions of section 55(2)(a) of the Town and Country Planning Act 1990 or the Town and Country Planning General Permitted Development Order 2015 (or any Act or Order revoking and re-enacting that Act or Order, with or without modification), the development hereby approved permits a maximum of 11,000 square metres Gross External Area of flexible commercial floorspace and this shall not be exceeded by internal or external alteration of the buildings without the specific grant of a further permission.
- 62) Notwithstanding the provisions of Schedule 2, Part 3, Class A of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order, with or without modification), the change of use of floorspace falling within Class A3 (restaurants and cafes) of the Schedule to the Use Classes, to a use falling within Class A1 (shops) or Class A2 (financial and professional services) of that Schedule which results in the reduction of Class A3 and A4 floorspace within the identified Leisure Square bounded by the units shaded in pink and yellow on drawing A03-P2-054 '03 Plans- Illustrative Ground Level Plan for Retail Strategy' falling below 1,125 sqm Gross Internal Area (as required by condition 17) shall require the express grant of permission by the local planning authority.
- 63) Notwithstanding the provisions of Schedule 2, Part 3, Class M and Class O of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order, with or without modification), the change of use of floorspace falling within Use Classes A1, B1a and specified sui-generis uses (betting offices) to a use falling within Use Class C3 (dwelling houses) shall require the express grant of permission by the local planning authority.
- 64) Prior to the first use of any commercial floorspace within each phase (as approved under condition 20) an Anglia Square Public Space Strategy covering public spaces associated with that phase and taking into account any such strategy agreed for an earlier phase shall be submitted to and approved in writing by the local planning authority. The Strategy shall include management and maintenance arrangements for all public realm spaces as completed for that phase (routes and squares) and shall include:
 - a) terms of use for tenants including outdoor seating;
 - b) events strategy;
 - c) external noise management arrangements;
 - d) security and anti-social behaviour management arrangements;
 - e) signage scheme; and
 - f) litter bins and litter collection.

The public spaces shall be managed in full accordance with the agreed Strategy thereafter unless otherwise agreed in writing by the local planning authority.

- 65) Prior to the first use of any commercial floorspace within the development a Shop Mobility Scheme including facilities and arrangements to make the large district centre more accessible to people who have mobility difficulties shall be submitted to and approved in writing by the local planning authority. The Scheme shall include details of long term management arrangements. The development shall be operated in accordance with the approved Scheme.
- 66) The open market residential flats hereby approved shall be designed to meet the standards in 'Technical housing standards – nationally described space standard' dated March 2015 for, in so far as the 1 bedroom flats are concerned, 1 bed 2 person 1 storey dwellings or, in so far as the 2 bedroom flats are concerned, 2 bed 4 person 1 storey dwellings'.

End of schedule of conditions



RIGHT TO CHALLENGE THE DECISION IN THE HIGH COURT

These notes are provided for guidance only and apply only to challenges under the legislation specified. If you require further advice on making any High Court challenge, or making an application for Judicial Review, you should consult a solicitor or other advisor or contact the Crown Office at the Royal Courts of Justice, Queens Bench Division, Strand, London, WC2 2LL (0207 947 6000).

The attached decision is final unless it is successfully challenged in the Courts. The Secretary of State cannot amend or interpret the decision. It may be redetermined by the Secretary of State only if the decision is quashed by the Courts. However, if it is redetermined, it does not necessarily follow that the original decision will be reversed.

SECTION 1: PLANNING APPEALS AND CALLED-IN PLANNING APPLICATIONS

The decision may be challenged by making an application for permission to the High Court under section 288 of the Town and Country Planning Act 1990 (the TCP Act).

Challenges under Section 288 of the TCP Act

With the permission of the High Court under section 288 of the TCP Act, decisions on called-in applications under section 77 of the TCP Act (planning), appeals under section 78 (planning) may be challenged. Any person aggrieved by the decision may question the validity of the decision on the grounds that it is not within the powers of the Act or that any of the relevant requirements have not been complied with in relation to the decision. An application for leave under this section must be made within six weeks from the day after the date of the decision.

SECTION 2: ENFORCEMENT APPEALS

Challenges under Section 289 of the TCP Act

Decisions on recovered enforcement appeals under all grounds can be challenged under section 289 of the TCP Act. To challenge the enforcement decision, permission must first be obtained from the Court. If the Court does not consider that there is an arguable case, it may refuse permission. Application for leave to make a challenge must be received by the Administrative Court within 28 days of the decision, unless the Court extends this period.

SECTION 3: AWARDS OF COSTS

A challenge to the decision on an application for an award of costs which is connected with a decision under section 77 or 78 of the TCP Act can be made under section 288 of the TCP Act if permission of the High Court is granted.

SECTION 4: INSPECTION OF DOCUMENTS

Where an inquiry or hearing has been held any person who is entitled to be notified of the decision has a statutory right to view the documents, photographs and plans listed in the appendix to the Inspector's report of the inquiry or hearing within 6 weeks of the day after the date of the decision. If you are such a person and you wish to view the documents you should get in touch with the office at the address from which the decision was issued, as shown on the letterhead on the decision letter, quoting the reference number and stating the day and time you wish to visit. At least 3 days notice should be given, if possible.



Ms Tracy Armitage
Norwich City Council
City Hall
St Peter's Street
NORWICH
Norfolk
NR2 1NH

Direct Dial: 01223 582738

Our ref: P01486034

31 May 2022

Dear Ms Armitage

**T&CP (Development Management Procedure) (England) Order 2015
& Planning (Listed Buildings & Conservation Areas) Regulations 1990**

**ANGLIA SQUARE INCLUDING LAND AND BUILDINGS TO THE NORTH AND
WEST, ANGLIA SQUARE, NORWICH**

**Application No. 22/00434/F - Hybrid (Part Full/Part Outline) application for the
comprehensive redevelopment of Anglia Square, and car parks fronting Pitt
Street and Edward Street**

Thank you for your letter of 21 April 2022 regarding the above application for planning permission. On the basis of the information available to date, we offer the following advice to assist your authority in determining the application.

Summary

Historic England objects to the application on the grounds it would harm the historic character of Norwich and fail to meet the aspirations of the planning system of sustaining and enhancing the significance of heritage assets and creating well-designed places that respond to local character and distinctiveness.

Norwich is one of England's finest historic cities, steeped in over 1000 years of history.

The existing failed and incomplete Anglia Square development detracts from the historic city and we are keen to see it sympathetically redeveloped and townscape repaired.

There are aspects of the proposal that would have a beneficial impact on the historic city, notably the partial repair of the historic street pattern and the replacement of the existing buildings with a more considered design.

However, the scale of the development would be much greater than that of the historic city. It would perpetuate the scale of the existing development and extend this across



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the site. This, and the character of the buildings, would harm the significance and historic character of Norwich. It would fail to take the opportunity to repair the damage of the past.

It would cause a high level of harm to the significance of St. Augustine's Church (grade I) and 2-12 Gildencroft (grade II) and harm to other listed buildings including those on St Augustine's Street, Magdalen Street and to Doughty's Hospital (grade II). It would harm the Norwich City Centre Conservation Area.

The proposal is at odds with legislation, national and local policy and guidance. This sets out the importance of sustaining and enhancing historic places and making a positive impact on local character and distinctiveness. These requirements are also reflected in national policy and guidance on good design. The local policy requirements reinforce this.

On these grounds Historic England object to the application. We continue to recommend that the quantum and scale of development is significantly reduced. In this way, the redevelopment of Anglia Square could be achieved in a way which removed the present blight, provided much-needed housing and other facilities and responded fully to Norwich's exceptional historic character.

Should, notwithstanding this, your Council broadly accept the case for the proposal, there remain significant improvements that could be made. We acknowledge notable positive changes have been made following the Inquiry scheme and pre application discussion. We feel these could be increased through further amendment of aspects of the scheme. In particular, at the south east and north western parts of the development where it has the greatest impact on the historic environment. We would be pleased to discuss these further with you and the applicant.

Historic England Advice

The proposal

The application seeks consent for the comprehensive redevelopment of Anglia Square for up to 1,100 homes, up to 8,000sqm flexible retail, commercial and other non-residential floorspace including a community hub and up to 450 car parking spaces and associated highway and public realm works. It is a hybrid application, with detailed consent being sought for the northern and eastern parts. The development would comprise 14 buildings of one to eight storeys.

Significance

Norwich is a place of exceptional significance, archaeological, architectural, artistic and historic. Set in the valley of the River Wensum, it embodies over 1000 years of settlement. The present-day pattern of streets and spaces originated in the Saxon and



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Norman periods. Tombland with its Saxon origins and the Norman Market Place and adjacent grid street pattern remain at the heart of city life today.

The medieval city walls were built from the mid-13th century, enclosing the second largest city in England in this period. Many sections of these walls survive today. The entire area of the medieval walled city is designated as the Norwich City Centre Conservation Area. It is a conservation area of exceptional richness and character.

The streets are lined with an astonishing wealth of historic buildings and monuments from across the centuries. The major landmark buildings lie on the south side of the city. The Norman castle and medieval Romanesque cathedral are buildings of European significance. The other landmark buildings including the Roman Catholic Cathedral and City Hall illustrate later religious and civic development. The surviving 35 medieval churches are without equal in number in northern Europe. These buildings are interspersed with an exceptional collection of buildings from the late 16th century onwards. These include merchants' houses, Georgian town houses, commercial and industrial buildings and others.

The landmark buildings and many of the churches rise above the townscape. Enhanced by the topography, these create a varied skyline and, together with the other buildings, many characterful scenes across the city.

Anglia Square stands within the northern part of the city. Its site was part of the Saxon settlement and lies within the city walls. The construction of Anglia Square and St. Crispin's Road severely harmed the character of Norwich. Its 1960/70s buildings are an alien presence in the cityscape. The disuse of the greater part of the development has rendered it a blight. This is reflected in the assessment of the Anglia Square character area within the conservation area appraisal.

There are two locally listed buildings in the south west corner of the site. There are live applications for the listing of these buildings. These are being assessed by Historic England's listing team and a recommendation will be made to the Secretary of State for Digital, Culture, Media and Sport who determines these. There will also be the archaeological significance of the site to consider.

The environs of Anglia Square retain their historic interest. The neighbouring character areas to Anglia Square are rated in the conservation area appraisal: Colegate as being of high significance and the Northern Riverside and Northern City as significant.

A network of historic streets converges or borders on Anglia Square.

Colegate runs parallel with the river, from which smaller streets run northwards towards Anglia Square. The Colegate character area has many listed buildings of



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great historic and architectural value including a number of 18th-century townhouses, Non-conformist chapels and churches.

Magdalen Street, the principal street leading north from the centre of the city runs along the eastern side of the application site. St. Augustine's Street is to the north west and joined Magdalen Street by way of Botolph Street until Anglia Square was built. They are lined with historic buildings many of which are listed or locally listed.

St. Augustine's Church, grade I, lies immediately to the west of Anglia Square. Set within its churchyard, the brick tower forms a landmark and the church and terrace, 2-12 Gildencroft, are an attractive grouping at the southern end of St. Augustine's Street. 71 Botolph Street, grade II*, with its 15th-century undercroft, also forms part of this group together with the other buildings on St. Augustine's Street.

Around St Augustine's Street and Magdalen Street are 19th-century terraces of housing on Sussex Street, Esdelle Street and Leonard Street, Cowgate, Bull Close, Willis Street and Peacock Street. These have a modest, intimate character. Those on Sussex Street are listed grade II and locally listed.

Parts of Norwich city wall remain standing on the northern edge of the conservation area, including a tall section on Magpie Road and smaller but longer parts set in a broad open area on Bakers Road. These are scheduled monuments. Most of the wall along Magpie Road has been removed but Victorian terraced housing reflects its line and defines the edge of the conservation area.

Impact of the proposals on Norwich's historic character

The scale of the proposed development would contrast markedly with that of the historic townscape of Norwich. There are aspects of the scheme that would improve on the existing development, especially in its present, degraded, state. The layout of the development would help to repair the historic street pattern and improve connectivity in the area. The architectural character of the buildings would also improve on that of the existing. However, the scale and character of the development would result in harm.

The proposed development would harm the historic character of Norwich and the significance of a range of designated heritage assets, notwithstanding the several aspects of the scheme which would be beneficial. It would cause a high level of harm to listed buildings in its immediate environs, including St. Augustine's Church (grade I), Gildencroft (grade II) and harm to other listed buildings including those on St Augustine's Street, Magdalen Street and to Doughty's Hospital (grade II). It would harm the Norwich City Centre Conservation Area as whole, with the most significant effects being on the Anglia Square and Northern City character areas.



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a) Layout

The layout would repair something of the fractured historic streetscape and improve the connectivity of the site with the surrounding townscape. It reflects the historic street pattern. The routes across the site broadly follow earlier streets, although incorporating the modern insertion of Anglia Square. Botolph Street would be reinstated to run west to east, linking St Augustine's Street with Magdalen Street. Smaller lanes would provide a second west to east route. St George's Street would run north to south, and, again, smaller lanes would offer a secondary route. This would have a beneficial impact on the conservation area and neighbouring listed buildings.

b) Scale and character in relationship to the historic townscape

The development would contrast and stand out from the historic city rather than integrating with it. The height and mass of the development would be much greater than that of the historic cityscape.

The buildings would be markedly taller, longer and deeper than those of the historic city. Many of the historic buildings in the city are modest in height, not more than four storeys. Many of those in the area of Anglia Square are two or three storeys. Even when compared to some of the larger later 19th and 20th-century industrial buildings, of which there were a couple in area of Anglia Square, the scale of the proposed blocks is much greater. The proposed buildings would rise to up to eight storeys with the majority being between four and eight storeys.

The maximum height of the new development is equal to that of Sovereign House. The development would therefore not only match the scale of the existing buildings on site, but would add to their bulk and volume by building on the extensive open land to the west.

The greatest impact of the scale of the development would be on the immediate surroundings of Anglia Square. Here the contrast between the scale of the surrounding historic townscape and the new development would be starkly apparent, both in views from the neighbouring streets and spaces and when moving between the old and new parts of the townscape. The contrast in scale is seen in the cross-sections illustrating the new development.

Within St Augustine's churchyard the height and expanse of the development would be clearly apparent. It would harm the significance of the church and neighbouring listed buildings.

The large medieval church with its bold red brick tower is a local landmark and attractively set in the green space of its churchyard. It is framed to the south by the



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16th-century terrace, 2-12 Gildencroft, and terminates the southern end of St. Augustine's Street. This contributes positively to its significance. However, the setting to the south east, with the car park and bulky form of Sovereign House seen rising above the northern end of Gildencroft, detracts from this composition.

The redevelopment of Anglia Square, which incorporates the current car park, would bring buildings much closer to the churchyard. The buildings would be up to six and seven storeys along Pitt Street and eight storeys in the centre of the development. These would rise high above Gildencroft and extend to the south, having an overbearing effect.

The horizontal emphasis of the roofscape responds to the linear character of the Gildencroft buildings, but the contrast in height would have a harmful effect. It would intrude into this historic space, detracting from this grouping and the intimate character of the churchyard. Because these buildings form part of the outline application, it is not possible to consider how the architectural treatment of these might affect the significance of these buildings. These views can be seen in views 23 and 24 in the Heritage, Townscape and Visual Impact Assessment.

In views down St Augustine's Street to the development and northwards from it, this contrast in scale, both height and unit size, would also be marked and discordant. The street has a strong historic character, lined, in the main, by listed and locally listed modest two storey buildings with the church at the southern end. Sovereign House terminates the view to the south and detracts from its historic character.

The scale of the new development would perpetuate this over-scaled termination of the street. The architectural treatment of the proposed replacement buildings should offer improvements on that of the Sovereign House, but as this forms part of the outline application this is not apparent at this stage. Assuming this were to be achieved, the scale would have a negative impact on the character of the street, and detract from the harmony of the street scene and its listed buildings (views 12 and 13).

The contrast in scale and design of Block D and the buildings along St. Augustine's Street would be harmful. Block D would lie to the east side the southern end of St. Augustine's Street on New Botolph Street. It would be six storeys high at its tallest point, with a curved form and has been designed as a landmark using a contrasting white brick. It fails to respond to the context, contrasting with the built form and identity of the historic townscape in this location.

Beyond St. Augustine's Street, looking down into the conservation area from Aylesham Road, the height of the proposed buildings would also be apparent. Here one of the taller buildings would be seen to the left of the cathedral spire, encroaching on and detracting from the spire as a focal point (view 11).



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From further north on Aylesham Road Sovereign House is very dominant and detracts from an appreciation of the Cathedral spire. The proposed view may be an improvement, lowering the height of this part of the development, although the greyscale depiction makes it difficult to clearly see the proposal (view 37).

The scale of the proposed development would be apparent from the north around the junction of Edward Street and Magpie Road. This area has a mixed character and the bulk of the existing Anglia Square buildings is apparent. However, the modest terraces of the neighbouring streets, Leonard and Esdelle Streets, run west from here. The proposed development would have an improved and more varied architectural character than the existing buildings but, again, would perpetuate the bulk of the existing development (view 15).

The proposed development along Magdalen Street, the street frontage to Block K, offers some improvements. Magdalen Street, one of the oldest routes into the city, retains a high concentration of listed buildings. The section bordering Anglia Square is more mixed with the intrusive and incongruous elements of Anglia Square and the modern building opposite. However, it retains one listed and many locally listed buildings on its eastern side which are generally three storeys in height.

The new building along Magdalen Street would improve this section of the street. The replacement of the parade of shops with its over sailing jetty is welcome. The proposed building would be set a little further back, improving the width of the pavement although maintaining the linear characteristic of the street. At four storeys, it would be of a larger scale than the historic two and three storey properties. However, its architectural character would be more sympathetic. The building would reintroduce a reference to traditional building plots with vertical breaks in the façade, façade treatments and the separation of the dormers (views 25 and 31).

The new building at Stumps Cross on Magdalen Street, Block L, would be too tall and assertive in its character. Neither the height nor the design would relate to the surrounding context. It has been designed as a focal point, reinstating one lost to the 1960s/70s development. A building that addresses Stumps Cross would be positive. However, the generous four stories, articulated in an assertive grid-like facade, would be out of scale with the adjacent traditional buildings, as well as stylistically at odds with them. The proposed corner building would also not relate to the proposed design of the new terrace buildings to north and south of it on Magdalen Street, making the whole composition lack coherence. The odd juxtaposition with the new terrace is seen in views 25 and 31.

To the south building J3 would address Stumps Cross and be appropriately scaled, but the façade material and design bear less relation to their context. At three- stories, the building would be in keeping with the scale of traditional buildings on the street. Its façade has a rhythm and verticality from the dormers, the framing of which runs



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through the façade. The choice of a black brick, however, is quite incongruous, particularly seen next to the white brick used for the adjacent Stumps Cross building and red brick of the traditional buildings. The north elevation seen at an angle from Magdalen Street presents a large area of blank wall, which seems undesirable, given its role in leading into the development beyond.

Cowgate to the east of Anglia Square is lined with modest terrace buildings and terminated by the unsightly existing multistorey car park. The new building would maintain this height although the architectural character would be an improvement on the existing (view 26).

As a result of pre application discussions, the impact on Doughty Hospital has been reduced although there would still be some harm. The Hospital lies to the south of Anglia Square on the other side of St. Crispin's Road. It is a courtyard arrangement of almshouses dating from the 19th-century, listed grade II. The existing Gildengate House rises up above much of the northern range detracting from the enclosed, secluded character of the courtyard. The new development would still rise above the two-storey building, resulting in a measure of harm. However, the amendments during the pre-application process to split the buildings behind into two blocks would be less overbearing (view 32).

c) Impact on the wider cityscape

The presence of the development, rising above the pattern and grain of the surrounding streets, would harm the appreciation of Norwich's historic character as experienced from the high ground to the east of the city.

The mass of the proposed development would be greater than that of Anglia Square and its impact larger. Anglia Square rises incongruously from the surrounding cityscape in these longer views. The proposed development would be below the skyline and in height largely consistent with that of the existing development. However, the mass would be larger. The prominence of the development, running counter to the pattern of Norwich's historic development, would detract the appreciation of Norwich's historic cityscape, and that of the conservation area, in these exceptional views (view 7).

d) Architectural character of the proposals

The architectural character of the proposed development improves markedly on that of the existing buildings, but it lacks the variety and interest of the historic city. As has been discussed, the height and depth of the blocks is much greater than that of the traditional buildings.

We acknowledge that efforts have been made to break up the mass and articulate the



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elevations. This is most successfully achieved in the perimeter blocks along Edward Street and the frontage of Block K to Magdalen Street. There is also some variety in height to the buildings along Botolph Street. The application shows consideration of the local context to inform façade treatments.

Despite this, the scale of the blocks and regular use of floor heights and windows inevitably creates grid like patterns across the facades. The proposals lack the variety and detail found in the historic city. Some of the façade treatments to Edward Street and Block C are rather bland and generic in character.

To summarise, the scheme has positive elements, namely the partial repair of the historic streetscape and the improved architectural character of many of the buildings. However, the scale and architectural character would contrast with the existing townscape and cause harm. This would be harm of a high level to St. Augustine's Church and 2-12 Gildencroft. There would also be harm to other listed buildings including those on St. Augustine's Street and Magdalen Street and Doughty Hospital and the Norwich City Centre Conservation Area.

Legislation, National Policy and Guidance

a) National law and policy

The Planning (Listed Buildings and Conservation Areas) Act 1990 establishes that in considering applications for planning permission for development which affect a listed building or its setting local planning authorities shall have special regard to the desirability of preserving the building or its setting (section 66 (1)). Special attention shall also be paid to the desirability of preserving or enhancing the character or appearance of a conservation area in the exercise of any powers under the planning Acts (section 72).

The National Planning Policy Framework (NPPF) identifies the protection and enhancement of the historic environment as an important element of sustainable development and establishes a presumption in favour of sustainable development in the planning system (paragraphs 7 and 8). Paragraph 8 states that the planning system has three overarching objectives which need to be pursued in mutually supportive ways to achieve sustainable development, including the protection and enhancement of the built and historic environment. The NPPF places great weight upon the conservation of designated heritage assets, and the more important the asset, the greater the weight should be (paragraph 199).

In this case we would stress that some of the buildings affected by the proposed development are listed at grade I and II* and so fall within the top 5.5% of listed buildings nationally, making adherence to the statutory duty even more critical in the determination.



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The NPPF also states that the significance of listed buildings and conservation areas can be harmed or lost by development in their setting (paragraph 200). Paragraph 206 states that the Council treat favourably proposals that preserve those elements of conservation areas and the setting of designated heritage assets that make a positive contribution to or better reveal the significance of heritage assets.

In determining applications local planning authorities should take account of the desirability of sustaining and enhancing heritage assets, the positive contribution that conservation of heritage assets can make to sustainable communities and the desirability of new development making a positive contribution to local character and distinctiveness (paragraph 197). The significance of a heritage asset should be taken into account to avoid or minimise any conflict between its conservation and any aspect of the proposal (paragraph 195).

As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification (paragraph 200). Where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 202).

Paragraph 126 of the NPPF notes the great importance attached to the design of the built environment and that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Paragraph 130 states that design policies and decisions should aim to ensure that developments are 'sympathetic to local character and history, including the surrounding built environment.'

The National Design Guide begins stating "The National Planning Policy Framework makes clear that creating high quality buildings and places is fundamental to what the planning and development process should achieve."

The National Design Guide expands on the NPPF's requirement for good design which responds to historic context. Paragraph 51 states that 'well-designed places, buildings and spaces have a character that suits the context [and] its history'. Furthermore, 'well-designed new development should be influenced by an appreciation and understanding of vernacular, local...character, including existing built form...and local architectural precedents. When responding to existing local character in proposed designs it is particularly noted that considering 'the height, scale, massing' of these local buildings is important as is the 'variety, pattern and proportions of windows and doors' in façade design (paragraph 53).

Allied to the National Design Guides approach to achieving good design in historic areas is Historic England's Good Practice Advice Note 3; The Setting of Heritage



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Assets (2017) which provides advice assessing the setting of heritage assets, the contribution it makes to their significance and the impact of the development on it.

b) Local Policy

The emerging Greater Norwich Local Plan (GNLP) allocates Anglia Square for residential-led mixed use development. Whilst the Regulation 18 Plan allocated the site for around 1200 dwellings, this was reduced to around 800 dwellings at Regulation 19 stage. The Examination in Public hearing for the GNLP considered the capacity of the site and in particular emphasised the importance of the precise quantum of development, mix of uses and detailed design being informed by a consideration of the factors listed including factors such as heritage impact. Whilst the emerging GNLP is not yet adopted and is still at Examination in Public, it is a material consideration in the determination of the application.

With the process of the emerging GNLP still ongoing Norwich City Council's Adopted Local Plan of 2014 remains relevant and while Anglia Square is not specifically identified in the Adopted Plan there are a number of policies in the Development Management Policies Document which guide development in the historic city.

Policy DM1 ('Sustainable Development Principles for Norwich') states that '...development proposals will be expected...to...protect and enhance the ...heritage assets of the city and to safeguard the special visual and environmental qualities of Norwich...'

Policy DM3 (c) states that 'significant weight will be given to the following design principles in assessing development proposals: Proposals should respect, enhance and respond to the character and local distinctiveness of the area. The design of all development must have regard to the character of the surrounding neighbourhood and the elements contributing to its overall sense of place, giving significant weight to the uses and activities around it, the historic context of the site, historic street patterns, plot boundaries, block sizes, height and materials.'

DM9 ('Safeguarding Norwich's Heritage') states that 'all development must have regard to the historic environment and take account of the contribution heritage assets make to the character of an area and its sense of place. Development shall maximise opportunities to preserve, enhance, or better reveal the significance of designated heritage assets...' The Supplementary Text appended to the Plan (paragraph 9.3) reinforces this by stating that 'all opportunities to protect, conserve or better reveal the significance of nationally designated assets should be taken in new development.'

Anglia Square was allocated for mixed use development in the 2004 Replacement Local Plan and subsequently in the Northern City Centre Area Action Plan (2010). This Action Plan expired in March 2016 and a site-specific Planning Policy Guidance Note



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for Anglia Square was issued by Norwich City Council in March 2017. As an adopted Supplementary Planning Document or site allocation in an Adopted Local Plan has not been produced since 2017 the Policy Guidance Note is still a relevant consideration and is referred to by the applicants in their Planning Statement (Chapter 5, planning policy).

The Anglia Square Policy Guidance Note responds to the form and nature of development proposed at the time it was written rather than being a comprehensive options appraisal for the development of the site. However, while it does not draw conclusions about the scale of new development it makes some general observations regarding the way development should respond to the conservation area and setting of nearby designated heritage assets.

Paragraph 3.18 of the Guidance Note states that “the height and traditional character of buildings and streets to the north and east of the site, (most immediately Magdalen Street, St Augustine’s Street and Gildencroft), needs to be respected in the redevelopment to ensure the buildings, streets and their settings are not unduly dominated or harmed by the new buildings.” It goes on to say (paragraph 3.23) “the buildings surrounding the site (other than the office buildings immediately bordering the site to the south) are of a traditional character forming terraced streets of two to three storeys in height, with new four storey flats opposite Edward Street. The relationship between the buildings on St Augustine’s Street and Gildencroft, including St Augustine’s Church, needs to be carefully considered so that their setting is respected in any redevelopment”.

The Guidance Note does not consider the possible visual impact on the historic cityscape of Norwich as whole but does comment on some specific views. Paragraph 7.88 notes that ‘the redevelopment of Anglia Square offers opportunities to reinstate and improve views from the north of the site to major city landmarks, including the Anglican cathedral.’ However, paragraph 7.87 says that ‘a future planning application would need to address how the proposals can successfully integrate and improve upon the existing townscape character’ and there is a general statement on the setting of heritage assets (paragraph 7.90): ‘new development should be sensitive to the scale of existing buildings in its vicinity and must respect the setting of historic assets.’ It is stated (paragraph 7.91) that ‘there may be scope to provide a landmark building within the site...[but] a landmark building does not necessarily need to be a landmark as a result of its height and particular attention must be paid to such proposals in view of the highly sensitive townscape of the St Augustine’s Street area...’

An additional document which relates to the application site is the Norwich Conservation Area Appraisal (Anglia Square Character Area). This also contains management policies which include respecting the scale of existing development where new development meets it along Magdalen Street (policies D1, D3, E4).



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Historic England's position

There have been positive improvements to the scheme that has emerged following the Inquiry and as a result of the pre application discussion. Historic England recognises the revised proposals represent a significant change from the previous scheme. That proposal would have caused a severe level of harm to Norwich's character. In refusing the application the Secretary of State acknowledged the benefit of replacing modern buildings and increasing permeability but also found the scale, bulk and massing of the proposal was not sympathetic to the conservation area. He found there was harm of a high level to St. Augustine's Church and Anglia Square. The current proposal would result in less harm, particularly to the conservation area as a whole.

The proposal would improve on the existing development, especially in its current, failing state. The reinstatement of something of the historic street pattern, the enhancement of connectivity and the replacement of poor buildings with new buildings of more sympathetic design would have a beneficial impact on the historic environment.

However, this must be set against the considerable increase in the overall mass of the development. Historic England consider that despite improvements on the existing development and previous design, the proposal would perpetuate and to a degree exacerbate the harm of the existing development through consolidating and expanding its mass.

It would harm the significance and historic character of Norwich, causing a high level of harm to the significance of St. Augustine's Church and Gildencroft, and harm to that of other listed buildings including those on St. Augustine's Street, Magdalen Street and Doughty Hospital and the Norwich City Conservation Area.

The legislation and national policy emphasise the importance of sustaining and enhancing heritage assets and this is reinforced with local policy. The policy notes that the more important the heritage asset, the greater that weight should be. Given the exceptional significance of the historic city of Norwich, this should be weighed very heavily (NPPF 199).

The NPPF and local development management policies together with the government's National Design Guide stress the importance of well-designed places and ones that respond to local character and distinctiveness (NPPF 126, 130, 197 & 206; Local Plan policy DM3 (c); National Design Guide 51 & 53). The Anglia Square Guidance Note emphasises the need to respect the historic context (paragraph 3.18, 3.23).



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Throughout these documents, the emphasis is not just on preserving and sustaining but enhancing historic places (NPPF 8 (c), 197; Local Plan DM1, DM3, DM9; Anglia Square Policy Guidance Note 7.87). The application fails to realise the opportunity to repair the damage to the historic townscape of the existing development, despite doing something to this end.

The justification for the quantum of development is the viability of the scheme. We do not have the capacity to undertake a detailed review of this. We would strongly encourage your Council to commission an independent detailed review of the work. This should consider not merely the figures, but the possibility that different approaches to development would produce different results. If the viability appraisals generate a scheme that is inappropriate to the character of Norwich, the assumptions on which the calculations rest should be revisited, including land value.

Any harm or loss of significance should require clear and convincing justification in line with national policy. Where this is less than substantial harm, this should be weighed against the public benefits. The application sets out the public benefits the applicant considers the scheme would deliver. However, your authority should consider whether an alternative, less harmful approach, could also deliver a number of public benefits including the conservation and enhancement of the historic city in line with paragraph 8 of the NPPF which requires the three overarching objectives, economic, social and environmental, should be pursued in mutually supportive ways..

Historic England object to the current application due to the high level of harm that would be caused to the significance of St. Augustine's Church and 2-12 Gildencroft, and harm to that of other listed buildings on St. Augustine's Street, Magdalen Street and Doughty Hospital and the Norwich City Conservation Area.

We continue to recommend that there should be a significant reduction in the quantum and scale of the development proposed. The current application is for up to 1100 dwellings. The allocation in the emerging Greater Norwich Local Plan is for 800 homes.

Historic England have advised a development of 600 homes would be more appropriate. This is on the basis of the work Historic England commissioned from Ash Sakula Architects in the context of the public inquiry. This showed that it might be possible to undo the damage done by the existing development through a development that provides much needed housing and community facilities and at the same time reinforces and adds to the historic character of the city.

Clearly any meaningful reduction in the quantum of the current proposal would help to deliver a scheme which could be more sympathetically scaled.

If your Council should accept the case for what is proposed in broad terms, there are



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improvements that could be made to the proposal which would reduce the level of harm. We would strongly encourage your authority to explore these with the applicant, stressing the policy guidance to avoid or minimise harm between conservation and the proposal (NPPF 195). We would be very happy to advise further in this regard.

If further amendment is undertaken, we would recommend the following:

The parts of the historic townscape most affected by the proposals are St. Augustine's Church and Street and Gildencroft and Magdalen Street. We therefore recommend that focus of revisions is on delivering improving a more sympathetic relationship between the historic townscape and the proposed development in the north west and western area of the site and south eastern corner.

With regard to St. Augustine's Church and Gildencroft, we recommend the height of the buildings along Pitt Street, seen over Gildencroft (blocks E and F) is reduced to lower the impact in this area.

The design of the northern end of Botolph Street, encompassing Blocks D and E should also be rethought. This part of the scheme should respond to the historic townscape of St. Augustine's Street. It should reinforce the pattern of the traditional townscape and its sense of enclosure. The height should be reduced to step down as the development approaches St Augustine's Street. This would help to soften the transition between the scale of the larger buildings proposed at the centre of the site with the modest scale of the historic buildings on St. Augustine's Street.

On Magdalen Street the Stumps Cross building should be redesigned to respond to the historic character of street. We recommend it is reduced in height and a more traditional pitched roof adopted. It should be possible to provide a building which forms a focal point to Stumps Cross and responds to the linear and modest plot widths on Magdalen Street.

Further consideration might also be given to the materials and north elevation of block J3.

Recommendation

Historic England objects to the application on the grounds of the high level of harm that would be caused to the significance of St. Augustine's Church and Gildencroft and the harm to other listed buildings on St. Augustine's Street and Magdalen Street and Doughty Hospital and the Norwich City Centre Conservation Area. This proposal fails to comply with legislation and national and local policy.

We consider that the application does not meet the requirements of the NPPF, in particular paragraph numbers 7, 8, 130, 195, 197, 200 and 206.



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Historic England

In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. And in addition, section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Your authority should take these representations into account in determining the application. If you propose to determine the application in its current form, please inform us of the date of the committee and send us a copy of your report at the earliest opportunity.

Yours sincerely

Clare Campbell

Clare Campbell

Team Leader - Development Advice

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Ms Tracy Armitage
Norwich City Council
City Hall
St Peter's Street
NORWICH
Norfolk
NR2 1NH

Direct Dial: 01223 582738

Our ref: P01486034

11 August 2022

Dear Ms Armitage

**T&CP (Development Management Procedure) (England) Order 2015
& Planning (Listed Buildings & Conservation Areas) Regulations 1990**

**ANGLIA SQUARE INCLUDING LAND AND BUILDINGS TO THE NORTH AND
WEST, ANGLIA SQUARE, NORWICH
Application No. 22/00434/F**

Thank you for your letter of 28 July 2022 regarding further information on the above application for planning permission. On the basis of this information, we offer the following advice to assist your authority in determining the application.

Summary

Historic England provided advice on the initial application in a letter dated 31 May 2022.

We objected to the application on the grounds the proposed development would harm the historic character of Norwich, one of England's finest historic cities. It would also fail to meet the aspirations of the planning system to sustain and enhance the significance of heritage assets and to create well designed places that respond to local character and distinctiveness.

The revisions, while resulting in modest improvements to aspects of the scheme, do not address Historic England's objections to the scheme. The revised proposal remains of a much greater scale than the historic city. This, and the character of the development, would harm the significance of the historic city and several listed buildings within the immediate area. As such it is at odds with legislation, national and local policy and guidance.

We remain keen to see Anglia Square sympathetically redeveloped and the historic townscape repaired. This proposal would not achieve that objective.



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This letter provides a summary of Historic England's position as set out in our previous letter, taking into account the revisions to the proposals. It should be read in conjunction with our earlier advice.

Historic England Advice

Significance

Norwich is a place of exceptional significance, archaeological, architectural, artistic and historic. It embodies over 1000 years of history. The street pattern originated in the Saxon and Norman periods and is defined by an astonishing wealth of historic buildings and monuments from across the centuries. The Norman Castle and medieval Romanesque cathedral are buildings of European significance. The surviving 35 medieval churches are without equal in number in northern Europe. These are interspersed with an exceptional collection of buildings from the late 16th century onwards. The historic city is defined by the medieval walls, which were built from the mid-13th century and many sections of which survive today. It is designated as the Norwich City Centre Conservation Area.

Anglia Square stands in the northern part of the city. This was part of the Saxon settlement and lies within the city walls. The construction of Anglia Square severely harmed the character of Norwich. However, the surrounding network of historic streets are lined with many listed and locally listed buildings and retain their historic interest. These include St Augustine and Magdalen Streets and St. Augustine's Church (listed grade I).

Impact

The scale of the proposed development would contrast markedly with that of the historic townscape of Norwich. There are aspects of the scheme that would improve on the existing townscape, particularly in its present, degraded, state. The layout would help to repair the historic street plan and improve connectivity. The architectural character would also improve on that of the existing. However, the scale and character of the development would result in harm.

The development would cause a high level of harm to the listed buildings in the immediate environment including St Augustine's Church (grade I), 2-12 Gildencroft (grade II) and harm to other listed buildings on St. Augustine's Street and Magdalene Street and to Doughty's Hospital (grade II). It would harm the Norwich City Centre Conservation Area.

a) Layout

The layout would repair something of the fractured historic streetscape and improve



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connectivity. This would have a beneficial impact on the conservation area and neighbouring listed buildings.

b) Scale and character in relationship to the historic environment

The development would contrast and stand out from the historic city. The height and mass would be much greater than that of the historic cityscape. Many of the historic buildings are modest in height, often two or three storeys and not more than four. The proposed building would rise to eight storeys, the majority being between four and eight. The maximum height of the development would match that of Sovereign House, but by covering a larger area of currently undeveloped land to the west, it would add to the bulk and volume of the development on the site.

The greatest impact would be on the immediate surroundings of Anglia Square. Here the contrast in scale between the historic townscape and new development would be starkly apparent.

St. Augustine's Church is a local landmark and forms an attractive group set within its churchyard, framed by 2-12 Gildencroft to the south, and terminating the characterful run of buildings along St Augustine's Street. The existing Anglia Square development to the south east detracts from this composition.

The proposed redevelopment would bring substantial buildings close to the churchyard and southern end of St. Augustine's Street. The contrast in height would have an overbearing and discordant effect (views 12, 13, 23 & 24).

The revisions to reduce the height of Building D, in the north west corner of the site to the south of St. Augustine's Street, by one storey offer an improvement on the initial scheme. This results in a moderately less overbearing impact in the context of the church and the buildings at the south of St Augustine's Street. However, the form and height of Block D fails to respond to its context and the height and bulk of the scheme as a whole remains overly dominant and harmful.

A further revision introduces a flat roof in place of a pitched roof to Block E on Pitt Street which is seen in views from the churchyard. The design was amended to a pitched roof as a result of pre application discussions to lessen the impact of the scheme. Contrary to the assessment in the amended documentation, the flat roof results in a bulky and more dominant form and the pitched roof design should be reinstated.

It remains difficult to provide further comments on the impact of Blocks E, E/F and F on Pitt Street due to the outline nature of this part of the scheme. The amendments to Block E/F suggest more variety to the roofline of the southern stretch of Pitt Street, but without seeing detailed drawings it is not possible to see if there is a corresponding



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variety in elevational treatment.

The reduction in the height of part of Block A on the northern side of the site by one storey offers a positive improvement in how the cathedral is appreciated in views from Aylsham Road (view 37). This reduction and that of Block D also lower the height of elements of the scheme seen from the north at the junction of Edward Street and Magdalen Street (view 15). The modest reductions in height represent an improvement. However, overall the development perpetuates the bulk of the existing buildings, even though it would improve on their architectural character. The removal of one entrance to the car park is positive.

Magdalen Street is one of the oldest routes into the city and retains a high concentration of listed buildings. The new parade of shops, Block K, would improve this section of the street and a revision to the dormers has refined this design (views 25 and 31).

The revisions to the Stumps Cross building on Magdalen Street, Block L, have not addressed our concerns. Neither the height or design relate to the surrounding historic context or the new parade of shops described above (views 25 and 31). This misses an opportunity for a new, high quality contextual building.

At the southern end of Magdalen Street, the revision to Block J3 to provide more articulation to the north elevation is welcome. We continue to question the choice of black brick which is quite incongruous in this context.

The impact on Doughty Hospital to the south was reduced as a result of pre application discussions, although the height of the proposals would still result in a measure of harm (view 33).

c) Impact on the wider cityscape

The presence of the development rising above the pattern and grain of the surrounding streets would harm the appreciation of Norwich's historic character when experienced in the exceptional views from the high ground to the east of the city. The reductions in height would have a negligible effect on the impact of the proposed development on these views (view 7).

d) Architectural character of the proposals

The architectural character of the proposed development improves markedly on that of the existing buildings but lacks the variety and interest of the historic city. A small number of design amendments have been made offering minor improvement to individual parts. The revised outline of Blocks E/F and F also show some attempt at greater variety of form (as was previously acknowledge in relation to Edward Street



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and Block K) but no significant change has been made to the overarching character of the buildings.

To summarise, the scheme has positive elements, namely the partial repair of the historic streetscape and improved architectural character of many of the buildings. However, the scale and architectural character would contrast with the existing townscape and cause harm. This would be of a high level to St. Augustine's Church and 2-12 Gildencroft. There would also be harm to other listed buildings including those on St. Augustine's and Magdalen Streets and Doughty Hospital and the Norwich City Centre Conservation Area.

Legislation, policy and guidance

Legislation and national policy emphasise the importance of sustaining and enhancing the significance of heritage assets (The Planning (Listed Buildings and Conservation Areas) Act 1990, sections 66 (1) and 72; the National Planning Policy Framework (NPPF) paragraph 197).

The NPPF notes that the more important the heritage asset, the greater that weight should be. Given the exceptional significance of Norwich this would be weighed very heavily (National Planning Policy Framework, paragraph 199).

It continues that any harm should require clear and convincing justification, paragraph 200. Where a proposal would lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, paragraph 202.

The National Planning Policy Framework states that good design is a key aspect of sustainable development and that design decisions should aim to ensure that developments are sympathetic to local character and history, including the surrounding built environment, paragraphs 126 and 130. It continues that development that is not well designed should be refused, paragraph 134.

The government's National Design Guide states in paragraph 51, 'well-designed places, buildings and spaces have a character that suits the context [and] its history.' It continues that considering the height, scale and massing of local buildings is important, paragraph 53.

Local policy in Norwich City Council's Adopted Local Plan flows from and reinforces legislation and national policy in regard to sustaining and enhancing significance, policies DM1, DM3 and DM9; the importance of good design and responding to local character and distinctiveness, DM9.

The Anglia Square Guidance Note emphasises the need to respect the historic context



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and enhancing historic places (paragraph 3.18 and 7.78).

Historic England's Position

Historic England continues to consider that Weston Homes' new proposals for the redevelopment of Anglia Square would harm both the significance of important historic buildings and streets adjacent to the site and that of historic Norwich as a whole, as represented by the Norwich City Centre Conservation Area. The amendments to the scheme, while improvements in themselves, do not change this assessment.

There have been positive improvements to the scheme that has emerged following the Inquiry and as a result of pre application discussion. We recognise this proposal represents a significant change from the Inquiry scheme. The current proposal would result in a less harm than the 2018 scheme, particularly to the conservation area as a whole. The revisions offer some improvements, albeit modest in the context of the overall scheme.

The proposals would improve on the existing development, especially in its current, failing state. The reinstatement of something of the historic street pattern, the enhancement of connectivity and the replacement of poor quality buildings with new buildings of a more sympathetic design would have a beneficial impact on the historic environment.

However, this must be set against the considerable increase in the overall mass of the development. Despite improvements on the existing and previous design, it would perpetuate and to a degree exacerbate the harm of the existing development through consolidating and expanding its mass.

It would cause harm to the significance and historic character of Norwich, causing a high level of harm to the significance of St. Augustine's Church and Gildencroft, and harm to other listed buildings including those on St. Augustine's Street, Magdalen Street and Doughty Hospital and the Norwich City Centre Conservation Area.

The legislation and national policy emphasise the importance of sustaining and enhancing heritage assets and this is reinforced with local policy. The policy notes that the more important the heritage asset, the greater that weight should be. Given the exceptional significance of the historic city of Norwich, this should be weighed very heavily (NPPF 199).

The NPPF and local development management policies together with the government's National Design Guide stress the importance of well-designed places and ones that respond to local character and distinctiveness (NPPF 126, 130, 134, 197 & 206; Local Plan policy DM3 (c); National Design Guide 51 & 53). The Anglia



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Square Guidance Note emphasises the need to respect the historic context (paragraph 3.18, 3.23). The proposals run counter to this.

Throughout these documents, the emphasis is not just on preserving and sustaining but enhancing historic places (NPPF 8 (c), 197; Local Plan DM1, DM3, DM9; Anglia Square Policy Guidance Note 7.87). The application fails to realise the opportunity to repair the damage to the historic townscape of the existing development, despite doing something to this end.

Any harm or loss of significance should require clear and convincing justification in line with national policy. Where this is less than substantial harm, this should be weighed against the public benefits. The application sets out the public benefits the applicant considers the scheme would deliver. However, your authority should consider whether an alternative, less harmful approach, could also deliver a number of public benefits including the conservation and enhancement of the historic city in line with paragraph 8 of the NPPF which requires the three overarching objectives, economic, social and environmental, should be pursued in mutually supportive ways.

We understand the difficulty of redeveloping Anglia Square, and note that the applicants place great emphasis on the necessity of development on the scale they propose to create a viable scheme. If, however, their viability appraisals generate a scheme that is inappropriate to the historic character of Norwich, the assumptions regarding the calculations, including land value should be revisited.

It will be for your Council, ultimately, to balance the public benefits that this scheme would procure against the harm to the significance of both listed building and the Norwich City Centre Conservation Area, which we have set out in our letters.

Historic England object to the current application due to the high level of harm that would be caused to the significance of St. Augustine's Church and 2-12 Gildencroft, and harm to that of other listed buildings on St. Augustine's Street, Magdalen Street and Doughty Hospital and the Norwich City Conservation Area.

We continue to recommend a significant reduction in the quantum and scale of development. Even if your Council accept the case for what is proposed in broad terms, the harm could be reduced through further lowering Blocks D, E and E/F, reverting to the pitched roof design for E and revisions to the design of Block D and the Stumps Cross building, Block L.

Recommendation

Historic England objects to the application on the grounds of the high level of harm that would be caused to the significance of St. Augustine's Church and Gildencroft and the harm to other listed buildings on St. Augustine's Street and Magdalen Street and



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Doughty Hospital and the Norwich City Centre Conservation Area. This proposal fails to comply with legislation and national and local policy.

We consider that the application does not meet the requirements of the NPPF, in particular paragraph numbers 7, 8, 130, 134, 195, 197, 200 and 206.

In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. And in addition, section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Your authority should take these representations into account in determining the application. If you propose to determine the application in its current form, please inform us of the date of the committee and send us a copy of your report at the earliest opportunity.

Please contact me if we can be of further assistance.

Yours sincerely

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Economic Development assessment – Anglia Square

Economic overview

- 1) Norwich is a major regional service centre; the Norwich Travel to Work Area¹ (TTWA) takes in most of Norfolk (Norwich, Broadland and South Norfolk local authorities plus parts of the local authority areas of North Norfolk, Breckland and Mid-Suffolk).
- 2) Its growing population has driven economic growth. The local authority area has seen population growth² of 8% in the ten years to 2021 – a similar level of growth as seen in the region and compared to 6% nationally.
- 3) Norwich also has much higher proportions of people aged 16-24 years and 25-49 years and a higher rate of long-term international inflow³ per 1,000 resident population compared to the East of England and nationally.
- 4) The local authority area is a locus for services such as health, retail and leisure. It acts as a major employment centre, providing almost two-thirds of the TTWA's jobs⁴; financial and business services have the largest share of the business base – followed by retail (understandably given Norwich's place in the UK retail centre rankings). Around 36% of the business base is knowledge intensive firms⁵ – on a par with that seen nationally and regionally. Norwich has a smaller than the national average percentage of micro⁶ firms and higher than average proportion of large⁷ firms. The largest sector in terms of the numbers of people employed⁸ is financial and business services, followed by retail and education.
- 5) The business start-up rate saw an improvement over the past five years but has since fallen below the rate nationally⁹. At the other end of the scale, Norwich has a higher than average percentage of companies with a turnover¹⁰ greater than £10m.
- 6) GVA (Gross Value Added) per job¹¹ is lower in Norwich than at the national level. This suggests that productivity in Norwich is relatively low and is consistent with the relatively low workplace earnings and its position as a regional service centre, that is, the city acts as a locus for a large rural hinterland providing retail, health, education and leisure activities.
- 7) Norwich is home to two universities, Norwich University of the Arts (NUA) and University of East Anglia (UEA). It is estimated¹² that 40% of 16–64 year-olds hold a level 4 (degree level) qualification or higher; the slightly lower proportion than at the national level but marginally higher than is seen regionally.

¹ Standard definition Office for National Statistics

² Population estimates - local authority based by single year of age (2011 to 2021) NOMIS Crown copyright

³ Migration Indicators Suite, 2020, Office for National Statistics

⁴ Business Register and Employment Survey 2021 NOMIS Crown copyright

⁵ UK Business Counts 2022 NOMIS Crown copyright

⁶ A micro firm employs 0-9 people

⁷ A large firm employs more than 250 people

⁸ Business Register and Employment Survey 2021 NOMIS Crown copyright

⁹ Business Demography 2021 Office for National Statistics

¹⁰ Business Demography 2021 Office for National Statistics

¹¹ East of England Forecasting Model

¹² Census of Population 2021, NOMIS Crown copyright

- 8) Job density¹³ (that is the ratio of jobs to working age residents), currently stands at 1:1 - in 2007 jobs density in Norwich stood at 1:1.24. This can be partly explained by the working age population increasing at a faster rate than jobs, but in addition an ongoing trend has been a movement of jobs away from the Norwich local authority area to the urban fringe which has led to some hollowing-out of the city centre, including the Anglia Square area.
- 9) Norwich has a relatively high level of disadvantaged communities within its boundaries according to indicators such as the Indices of Deprivation¹⁴. The overall level of deprivation is the “extent measure” which ranks Norwich as the most deprived local authority in the region. Norwich is ranked the fourth worst local authority in the country for deprivation in educational attainment, skills and training.
- 10) Claimant count unemployment¹⁵ fell dramatically over the period 2013-2018 - at a much stronger rate than was seen regionally and nationally. However, in 2019 this began to creep up and is now level with the national rate (3.6%).
- 11) Median earnings in Norwich stand at around 80% of national earnings¹⁶.
- 12) House prices are well below the national average¹⁷. Rental prices have increased for all property sizes since 2010/11 and demand exceeds supply.
- 13) To summarise then, Norwich’s economic performance has been mediocre and it could be significantly improved. For the past decade Norwich has seen significant and sustained growth in its population, which is projected to continue for at least the next two decades. At the same time, the city has seen a steady reduction in jobs density because of slower employment growth. To address deprivation and to foster sustainable growth Norwich must support the growth of its business base and the increased economic participation and wellbeing of its residents. This will be achieved by increasing the number of jobs available and by delivering an appropriate modern housing offer and sufficient local amenities in vibrant city centre locations. Therefore, it must attract investment and businesses to redevelop redundant brownfield sites and buildings, revitalising the city centre and presenting an attractive and successful city in which to live, work and study.

Socio-economic aspects of the site in its present form

- 14) In planning terms, Anglia Square, St Augustine’s Street and Magdalen Street is designated as a Large District Centre; Norwich only has two such areas within its boundary. Currently employment associated with the site is predominantly in the retail and creative sectors.
- 15) The Large District Centre’s current retail offer includes Boots, Greggs, Iceland, Poundland, QD Stores, Boots and a number of independent retailers and leisure as well as several charity shops and betting shops. Anglia Square is also home to a disused cinema and nightclub.
- 16) Gildengate House, adjacent to the Square currently houses informal artist studios which provide temporary accommodation for up to 80 artists. The studios are supported by funding from the Arts Council and the National

¹³ Jobs density 2022, NOMIS Crown copyright

¹⁴ Indices of Deprivation 2019, Department of Communities and Local Government

¹⁵ Claimant count 2023 NOMIS Crown copyright

¹⁶ Annual Survey of Hours and Earnings 2022 NOMIS Crown copyright

¹⁷ HM Land Registry House Price Index 2022

Lottery¹⁸. Restrictions on eligibility for the studios preclude artists whose practice could be considered as operating as a commercial business. Several jobs are also linked to the Surrey Chapel (primarily volunteer roles) and to the business premises off Pitt Street. These buildings are occupied by a number of businesses and social enterprises including Men's Shed, Farm Share, Print to the People and a car wash.

- 17) The current decline in Anglia Square's fortunes can be demonstrated by its recent history¹⁹. In 1981 around 2,400 people worked for Her Majesty's Stationary Office (HMSO) in Sovereign House. In assessing the impact of these jobs, we should take account of the effects on suppliers of the company (indirect jobs) and the effects on the economy due to an increase in the spending power of the employees. This can be undertaken using the appropriate multipliers²⁰. The induced employment effect multiplier takes account of an expected increase in household expenditure from people who have gained employment both directly and indirectly. Assuming a Type II induced employment multiplier of 1.7 (Public Admin & Defence), those 2,400 HMSO jobs would have supported a further 1,680 jobs (2,400 x 1.7 = 4,080). Many of these jobs would have been based in the area around Anglia Square and added to the vibrancy of the local area.
- 18) By 1996²¹ the number of jobs at HMSO in Norwich had dropped to 1,105, implying an induced multiplier effect of just 774 jobs. So that fall in HMSO employment created a further loss of 904 jobs in total. In 2006 HMSO closed completely. Inevitably this was a major blow to local retailers, particularly those on Magdalen Street who had previously benefited from higher footfall and levels of direct, indirect and induced spend.
- 19) During the same period, Gildengate House was also occupied, by Cabinet Office agencies²². The job numbers are not recorded, however, this use ceased in 2003 and must have had similar impacts to the loss of employment activity at Sovereign House.
- 20) The existing commercial floorspace/ community floorspace amounts to 32,441sqm (Gross Internal Area)/34,063sqm (Gross External Area). The developer acknowledges that the proposed new development will reduce the current employment floorspace. However, this existing floorspace includes Sovereign House and Gildengate House, neither of which have been commercially let for at least twenty years because of their level of obsolescence and dilapidation, including asbestos and damage caused by water ingress and vandalism.
- 21) In addition, minimum requirements to bring sub-optimal (but structurally sound) buildings up to a lettable modern standard would include:
- 22)(a) heating/cooling, glazing and lighting to meet current EPC (Energy Performance Certificate) standards;

¹⁸ <http://www.norwichoutpost.org/studios>

¹⁹ <https://api.parliament.uk/historic-hansard/commons/1996/mar/18/hmso-privatisation>

²⁰ <https://www.gov.scot/publications/input-output-tables-multipliers>

²¹

<https://webarchive.nationalarchives.gov.uk/ukgwa/20170207054802/https://www.nao.org.uk/pubsarchive/wp-content/uploads/sites/14/2018/11/Cabinet-Office-Office-of-Public-Service-The-Sale-of-The-Stationery-Office.pdf>

²² <https://publications.parliament.uk/pa/cm199394/cmhansrd/1994-01-11/Writtens-15.html>

- 23)(b) complete re-cabling/wiring to support IT/data systems, fibre optics, wireless, security, alarms and entry systems etc;
- 24)(c) modernised plumbing and water management;
- 25)(d) Disability Discrimination Act works to ensure full accessibility;
- 26)(e) cosmetic works (a cheaper option than internal redesign which would be the ideal solution to optimise income) to decoration, fixtures, fittings etc.
- 27)It can be suggested that the lack of viability of bringing these two buildings into a habitable condition is demonstrated by the fact that no one has ever suggested this course of action.
- 28)Overall therefore, although economic activity exists at Anglia Square at present, it is limited and the site does not come anywhere close to fulfilling its potential to contribute to the socio-economic life of the City.
- 29)It should be noted that the site in its present form certainly detracts from the image of the city. Anglia Square is highly visible to visitors to Norwich because of its position on the inner ring road and we are often asked what it is or what it was when hosting visits to the city.
- 30)A survey²³ commissioned by The Norwich Society in 2017 which investigated the challenges in attracting talented people to come to work in Norwich. When asked: What would you say is Norwich's most negative feature? "City upkeep" was cited by 78% of respondents and the report notes (on page 13) specifically "the visual appeal of specific sections of Norwich, notably Anglia Square".
- 31)Very few people outside the world of property development can understand why Anglia Square has not been redeveloped long ago. Investors remark about the viability challenge of demolition and rebuild on such a scale, everyone talks about what it could do for the wider area if someone invested in its redevelopment. When trying to promote the city as a business destination or an investment/development destination it is hard to justify why this site remains undeveloped; it sends out a signal that Norwich has its challenges. Surely a site so close to the rail station, city centre and airport must be an attractive place to live and work? Walking in and around the site (as opposed to driving past it) reinforces the sense of abandonment and decay. Many people ask me why no one can make this site work after so long and therefore what is wrong with Norwich? There is no doubt that the site sends the wrong message about Norwich, its residents and its workforce.
- 32)Anglia Square has also become synonymous with failure, exemplified by mocking references by comedians such as the Nimmo Twins and Alan Partridge (Steve Coogan). Steve Coogan's film "Alpha Papa" portrays Norwich as a comedic rural backwater. For those who live and work in the area this has been distinctly unhelpful at best.
- 33)To summarise, Anglia Square in its present state does not fulfil the potential of the site, and, indeed, has a negative impact on surrounding areas. It is extremely challenging to the viability of almost any business to be in an area with such low footfall and poor image. The site in its current state has a negative impact across a much wider area and the spending power of additional residents and shoppers will bring renewed vibrancy to the local area.

²³ Attracting Talented People to come to work in Norwich: The Challenge, The Norwich Society. 2017

Relevant policy and strategy

- 34) The most relevant policies in the context of the Development Plan are given below.
- (a) JCS 5: The Economy, in accordance with the chapter 6 of the NPPF sets out a strategic vision for the local economy. The overriding objective of the policy is to support jobs and economic growth in a sustainable way, providing for a rising population and as an engine for the wider economy. The strategy includes the allocation and protection of employment, support for innovation, skills and training and recognition of the economic value of promoting tourism, leisure, environmental and cultural industries.
 - (b) JCS 9: Strategy for growth in the Norwich Policy Area, sets out the strategy for employment growth within the Norwich Policy Area. The policy recognises the role of Norwich city centre and spatial planning objective that the city 'will continue to exert a powerful economic influence over the wider area and its growth will be further so that the centre remains one of the best in the country for retail and employment'. As such, it stated that employment development at strategic locations will include the significant expansion of office (a net increase of at least 100,000m²), retail and leisure provision within Norwich City Centre.
 - (c) The 2020-2021 Annual Monitoring Report (AMR) shows that some of the JCS economic indicators are not on target - particularly the net increase in office floorspace, and city centre retail floorspace is not growing as envisaged. In 2020/21, the city has experienced an increased net loss of office space, in comparison to 2016/17. This shows a continuation in a trend that from 2008 to 2018 has seen the overall net reduction in the office floor space of around 25.8%. In relation to retail, the trend evident since April 2008 is for a continued slow reduction in retail floor space within the city centre. Recent changes in policy have allowed more flexibility of uses in the city centre to encourage the development of uses such as cafes and restaurants although a reduction in retail floor space runs counter to the aim of the policy.
 - (d) JCS 11: Norwich City Centre sets out the strategic policy for Norwich city centre and the policy context for Anglia Square until 2026, providing a framework for future development. The city centre is identified as the most sustainable location for major mixed-use development and it is stated that focusing growth here creates the potential for boosting agglomeration benefits. JCS 11 seeks an enhanced regional role for the city centre, as the main focus for retail, leisure and office development, with housing and educational development reinforcing its vibrancy. It is stated that the role of Norwich city centre will be enhanced through an integrated approach to economic, social and cultural regeneration to enable greater use of the city centre, including redevelopment of brownfield sites. (e) DM16: Supporting the needs of business, DM17: Supporting small businesses, DM19 Encouraging and promoting major office growth and DM 20 Promoting and supporting city centre shopping are all stem policies with the purpose of delivering the strategic economic objectives set out in the JCS. In particular, DM 20 seeks to support the long-term function of the city centre and Large District Centres (LDC) such as the Anglia Square and Magdalen Street LDC and DM19 seeks to provide and retain a central stock of high quality office space to support the employment function of Norwich as a regional centre.

- 35) The most relevant section of the 2022 refreshed Norwich Economic Strategy 2019-2024 is given below.
- Raising the employability, skills levels and earnings potential of local residents is an integral part of the overall Norwich economic strategy as stated in Objective 2: Skills and employment which defines the following priorities with which the creation of construction jobs fits:
 - Priority 2 – to support lifelong learning and skills provision that enables people to progress in the labour market and access new opportunities.
 - Priority 3 – to build strong relationships with and between education and businesses to stimulate aspiration and performance.

Anglia Square – Employment effects

- 36) The proposed re-development of Anglia Square represents a highly significant inward investment with construction costs estimated at £202 million. It is a statement of confidence in the city of Norwich which will boost the city's profile and its attractiveness to other inward investors.
- 37) It is also hoped that the ambitious redevelopment of a large, prominent site in the city will act as a catalyst for further investment and redevelopment of other sites in the surrounding environs and the city centre.
- 38) Based on Weston Homes' estimates²⁴, the development is expected to take place over eight years and will create 226 direct construction jobs per annum (2,211 in total) during the build period. The scale of job creation may in fact be larger than estimated as direct demolition and construction employment is likely to generate further indirect employment in the supply chain depending on the extent to which local sub-contractors and local suppliers are used in construction.
- 39) In addition, employment supported by the wage spending of construction and supply chain workers in Norwich shops, services and other businesses is estimated at 280 indirect and induced jobs per annum (a further 2,239 in total).
- 40) The development will support on-going, sustainable construction employment over four development phases which are expected to span an eight-year period. It is estimated that this will average between 250-300 people per day onsite which represents an increase of at least 9.2 per cent²⁵ in the number of construction workers in the city.
- 41) In addition, the eight-year duration of the build will enable a number of fully completed apprenticeships to be delivered. This is particularly important as it will provide the opportunity for local residents to benefit from training and career opportunities.
- 42) The long-term benefits to the local economy are added to through the additional job which will be generated by the new retail and leisure facilities being built, the site currently supports approximately 255 jobs²⁶ primarily within the retail and creative sectors. It is hoped that many of the businesses

²⁴ Environmental Statement Addendum Chapter 4: Socio-Economics, Iceni Projects on behalf of Weston Homes Plc

²⁵ Business Register and Employment Survey 2021, NOMIS Crown copyright

²⁶ Environmental Statement Addendum Chapter 4: Socio-Economics, Iceni Projects on behalf of Weston Homes Plc

which support these jobs will continue trading during the development because of the phased approach.

- 43) Existing occupiers that are displaced during the construction will be signposted to alternative premises wherever possible. Weston Homes has agreed to pay for business support to be made available to these businesses to enable them to deal with likely temporary, adverse short-term effects and to take advantage of the long-term opportunities generated by the development.
- 44) Using employment densities to estimate the job numbers this will generate, in gross terms, it is estimated that 288 full time equivalent (FTE) jobs could be supported (both part-time and full-time roles). Under the same assumptions the site currently supports an estimated 255 jobs which equates to 184 FTE jobs. On this basis, the net employment impact will amount to an uplift of 104 FTE jobs (+ 57%). This could be expected to make a positive impact on local employment opportunities for Norwich residents.
- 45) As well as increasing the level of employment the proposed new development will allow for a more diverse mix of uses including the potential for retail, cafes, restaurants and bars, office, leisure and community uses which will broaden the range of employment opportunities available to the local populations. The employment impact is particularly important given that employment levels in the Norwich local authority area have fallen by almost 5,000 jobs in the five years to 2021 – across the urban area as a whole a fall of around 9,000 jobs was recorded²⁷.
- 46) The proposed development is expected to provide employment, training and education opportunities for local residents and to establish links with local businesses to offer training and employment opportunities;
- 47) In addition, the developer will encourage procurement opportunities for local businesses to source products and services locally where possible.
- 48) Weston Homes propose that a Training, Skills and Local Labour Strategy will be secured as part of the planning application process.

Economic Benefit of New Homes and Residents

- 49) It can be supposed that the investment and redevelopment of this site will stimulate further investment and regeneration of the wider area. The development is expected to cater for an average household size of 2.11 per dwelling. The significant number of new homes on the site will see the addition of new residents who will bring additional income into the area, some of which will be spent in the local economy thus increasing the viability of other businesses in the surrounding area by potentially increasing footfall and spend in the retail units on Magdalen Street and St Augustines.
- 50) The proposed business units are likely to attract a diverse range of businesses to the area and will allow some existing businesses to relocate within the site.
- 51) In addition to the employment potential of the site, expenditure by residents should also be taken into account. It is estimated that the households of the 1,100 new residential units within the development could generate total gross spend of £21.9m to £36.4m each year²⁸. This will include expenditure on

²⁷ Environmental Statement Chapter 4: Socio-Economics, Icen Projects on behalf of Weston Homes Plc

²⁸ Business Register and Employment Survey 2021, NOMIS Crown copyright

convenience (food and drink), comparison goods (clothing and footwear and household goods), services (hairdressers, beauticians etc) as well as recreation and cultural activities. A significant proportion of this spending is likely to be retained in the Anglia Square, Magdalen Street and St Augustines Street Large District Centre and within Norwich city centre. On this basis it is predicted that this expenditure has the scope to have a long term moderate beneficial impact on the local economy. It should be noted that that Magdalen Street Area and Anglia Square Traders (MATA) have highlighted the importance of Anglia Square in drawing people to the area.

- 52) The development would enhance the quality and quantity of housing choice in Norwich and the estimated 110 affordable dwellings will boost the supply of social rented accommodation in an area of the city where there is significant identified need. This is particularly important given the positive impact that having the appropriate housing mix can have on attracting new workers to take up jobs and residence in the city.
- 53) In addition to the benefits of the scheme described above, there are likely also to be wider effects. New jobs and leisure facilities, increased footfall and the investment in place would transform Anglia Square from its current shabby and neglected state into a vibrant place to live, work and play which is attractive to both existing residents and to a wider population. The impact upon people's aspirations, health and general sense of being valued which takes place when investment transforms an area is well recognised. This is particularly pertinent given that the Lower Super Output Area (LSOA) in which Anglia Square is situated falls within the 10% most deprived²⁹ neighbourhoods in the country signifying that many of local residents face multiple deprivations.
- 54) The redevelopment of this site on such a scale will be very high profile - the scale of the investment will put Norwich on the "investment map" and will likely act as a catalyst attracting further new investment into the city which could transform the myriad of stalled brownfield city sites which currently await redevelopment. This is particularly important given that the city does not have large swathes of development land other than brownfield. Norwich is eager for new businesses to relocate here and bring graduate level employment which will help retain graduates³⁰ from Norwich's two universities and will also serve to attract highly skilled people from outside the area.
- 55) Successful cities around the world have demonstrated that being able to attract talent is also dependent on offering a good quality of life, a distinctive cultural offer and high-quality neighbourhoods with good levels of amenity. Crucially however in the knowledge economy proximity and critical mass are important. Those cities which can drive higher densities of knowledge firms in a vibrant city centre core underpinned by a distinctive food and drink plus leisure offer are able to generate higher levels of talent and investment over the long-term. Mixed use redevelopment and regeneration can support regions in retaining and attracting graduates rather than losing them to London. Mixed use, housing or leisure led schemes can become the nucleus of start-up clusters and provide opportunities for skilled workers and students.

²⁹ Indices of Deprivation 2019, IBID

³⁰ The Great British Brain Drain – Norwich; Centre for Cities. April 2018

56) To summarise, the effect of the scheme - essentially the redevelopment of this large, urban mixed-use brownfield site will be good news for residents, visitors and local businesses. It has the potential to put Norwich on the map as an investment location which will attract further investment, knowledge businesses and high-skilled jobs. Well-paid workers in city centres increase footfall and customer spending power. This creates a market for retailers, bars and restaurants to sell to – which leads to a stronger retail, hospitality and leisure offer and a virtuous circle of job creation. This can impact positively on the career aspirations and life choices of Norwich’s young people, who currently face one of the lowest levels of social mobility in the country. Also, in the long run the redevelopment could result in increased levels of economic participation for the local population which would bolster inclusive economic growth.

Consequences of the scheme not proceeding

57) Put simply, if the proposed redevelopment of Anglia Square does not take place for a second time it will signal to potential investors that Norwich is not “open for business”; indeed, it is likely to signal a level of difficulty towards modern redevelopment projects which is likely to deter investors. Under these circumstances Norwich would be viewed as outdated and opposed to change rather than a modern, contemporary city which successfully fuses the old and the new. Anglia Square will be cited as a high-profile failure which sends a negative message about the city to owners/developers of other sites and to prospective purchasers. Semi-derelict, empty buildings and undeveloped brownfield sites send a message of neglect, underinvestment and deprivation; they do not demonstrate a vibrant, successful city with a great lifestyle offer that will attract new businesses and talented workers. Progression of the proposed development will send the right signal to the investor market that Norwich is open for business, this is especially important given the number of brownfield sites currently awaiting redevelopment in the city. The proposed redevelopment of Anglia Square could supply a much-needed stimulus to rejuvenate other neglected or derelict sites.

Conclusion

- 58) In conclusion, the economic rationale for the redevelopment of Anglia Square has been made clear.
- 59) The one area in which there appears to be almost universal agreement is that Anglia Square in its current form is a blight upon the beautiful city of Norwich.
- 60) The proposed scheme will create much-needed local employment for Norwich residents including construction jobs with apprenticeship opportunities and skills training in the eight-year building development stage.
- 61) Norwich must attract new business relocations to increase graduate level employment to retain graduates from the city’s two universities and to draw in highly skilled people from outside the area.
- 62) Progression of the proposed development will signal to the investor market that Norwich is open for business. This is especially important given the number of brownfield sites currently awaiting redevelopment in the city. Not only will the proposed redevelopment of Anglia Square regenerate the application site and surrounding area; also, it could supply a much-needed stimulus to rejuvenate other neglected or derelict sites.

Policy GNLP0506: Land at and adjoining Anglia Square

2.72 Anglia Square is a 1960s neighbourhood shopping precinct, forming the main part of the large district centre in the north of the city centre. This site is a major regeneration priority. The capacity of Anglia Square to deliver a significant element of the plan's housing need on a highly accessible brownfield site means that it has strategic significance for Greater Norwich. The Employment, Town Centre and Retail Study (GVA, 2017) acknowledges the considerable potential of Anglia Square to accommodate a much-enhanced retail and leisure offer including extensive public realm improvements.

2.73 Development of the site must address a number of constraints including its location within the City Centre Conservation Area and the Area of Main Archaeological Interest, critical drainage catchment area, the relationship with neighbouring statutory and locally listed buildings, site ground conditions, its prominent location at gateways to the city, removal of the derelict and long-term vacant buildings from the site, transport infrastructure. A noise impact assessment and air quality assessment will be required, and the development must be designed to mitigate the impact of noise from the main road.

2.74 The site is likely to accommodate in the region of 800 homes, a significant proportion of which will be affordable, although the precise level will need to be the subject of further detailed viability assessment. It will also provide a mix of affordable tenures consistent with identified needs at the time of submission of a planning application. Anglia Square should retain its position as part of a defined large district centre, complementing the city centre retail offering.

Policy GNLP0506

Land at and adjoining Anglia Square, Norwich (approx. 4.79 hectares) is allocated for residential-led, mixed-use development as the focus for an enhanced and improved large district centre and to act as a catalyst for wider investment and redevelopment within the Northern City Centre strategic regeneration area as defined in policy 7.1 of this plan.

The site will deliver in the region of 800 homes.

The development will achieve the following site-specific requirements:

1. Delivery of a comprehensive, mixed use regeneration scheme which can include residential development, student accommodation, retail units contributing to the Magdalen Street/Anglia Square large district centre, offices and flexible workspace, hotel, leisure and hospitality uses and community facilities as part of a balanced mix;
2. Phasing (where appropriate) to be agreed;
3. A significantly improved retail/leisure offer providing a continuous active frontage between Magdalen Street and St Augustine's Street
4. Removal of the derelict and long-term vacant buildings from the site, including Sovereign House and the existing multi-storey car park

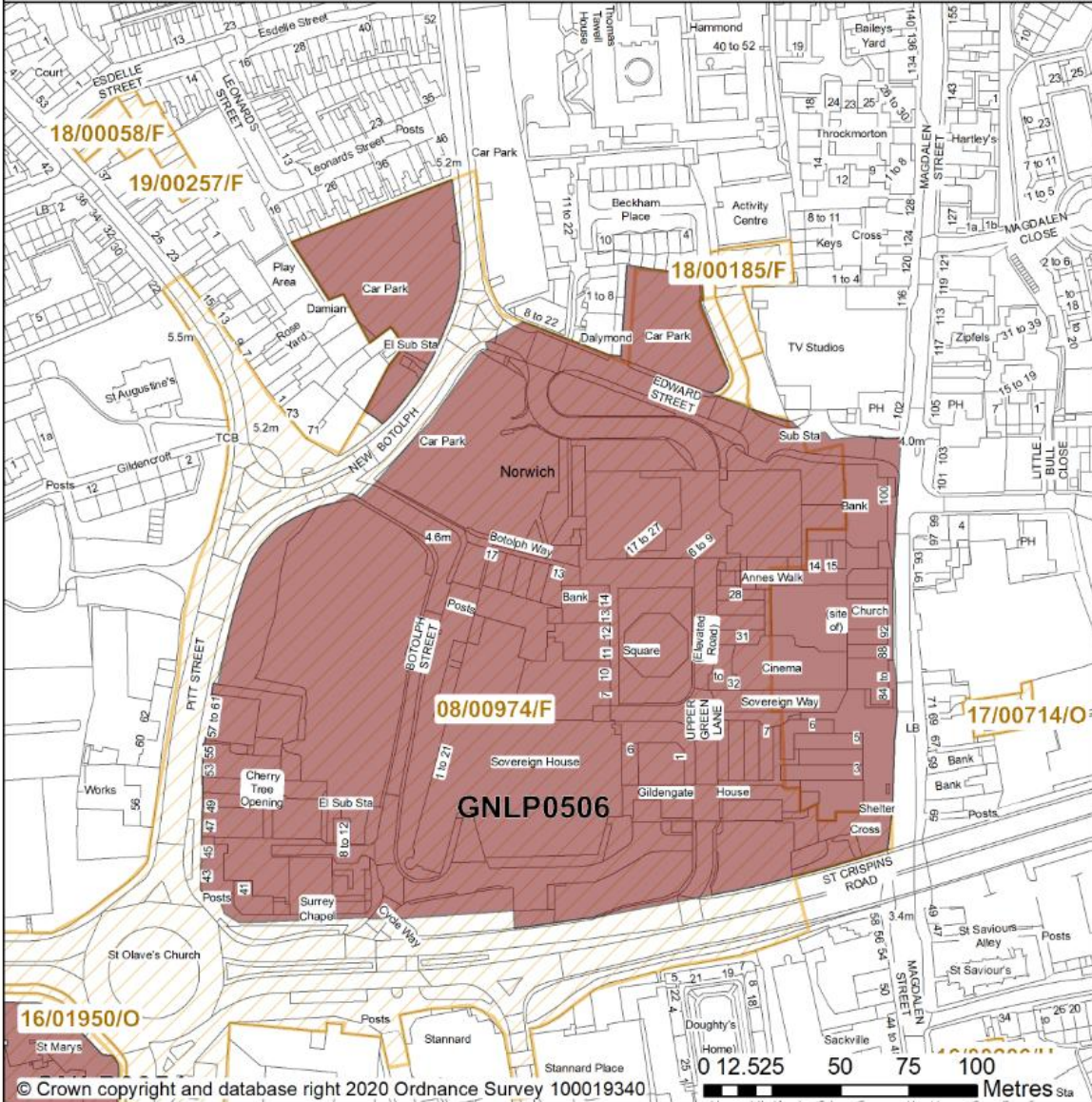
5. Delivery of replacement high quality decked public car parking to serve the large district centre;
6. Achievement of high quality, locally distinctive and energy efficient design with scope for a landmark building or buildings providing a new focal point for the Northern City Centre and sited to conserve and enhance the significance of heritage assets and their settings;
7. Conserve and enhance the significance of the City Centre Conservation Area and nearby listed buildings at Magdalen Street, Doughtys Hospital, Doughtys Cottages, St Augustine's Street (including grade I listed Church of St Augustine), Gildencroft, including any contribution made to their significance by setting.
8. High quality landscaping, planting and biodiversity enhancements;
9. Low-car or car-free housing where consistent with scheme viability;
10. A noise impact assessment and air quality assessment will be required, and the development must be designed to mitigate the impact of noise from the main road;
11. Significant improvements in connectivity and permeability across the site to deliver new and enhanced pedestrian and cycle links north-south between Edward Street and St Crispin's Road, and east-west between Magdalen Street and St Augustine's and improved integration with the surrounding network;
12. High quality public realm improvements creating attractive, legible and user-friendly streets and public spaces both within the site and adjacent to it on Magdalen Street (including land under the flyover)
13. A mobility hub featuring shared transport services (buses, car club and bike share) centred on Magdalen Street in the vicinity of the flyover that is easily accessible on foot and by bicycle to promote use of sustainable transport modes by residents, visitors and other users;
14. Heritage interpretation measures to be incorporated in accordance with Policy 3 of this plan.

Policy Map

NORWICH

GREATER NORWICH LOCAL PLAN SITE ALLOCATION FOCUS MAP

SITE REFERENCE: GNL0506
 LOCATION: Land at and adjoining Anglia Square
 ALLOCATION: Residential development (800 dwellings)
 SITE AREA: 4.79 ha



- Mixed Use Allocation
- Parish Boundary
- Commitment*

Scale at A4:
1:2,000



*new and extant permission at 1st April 2020

Date: 05/11/2020

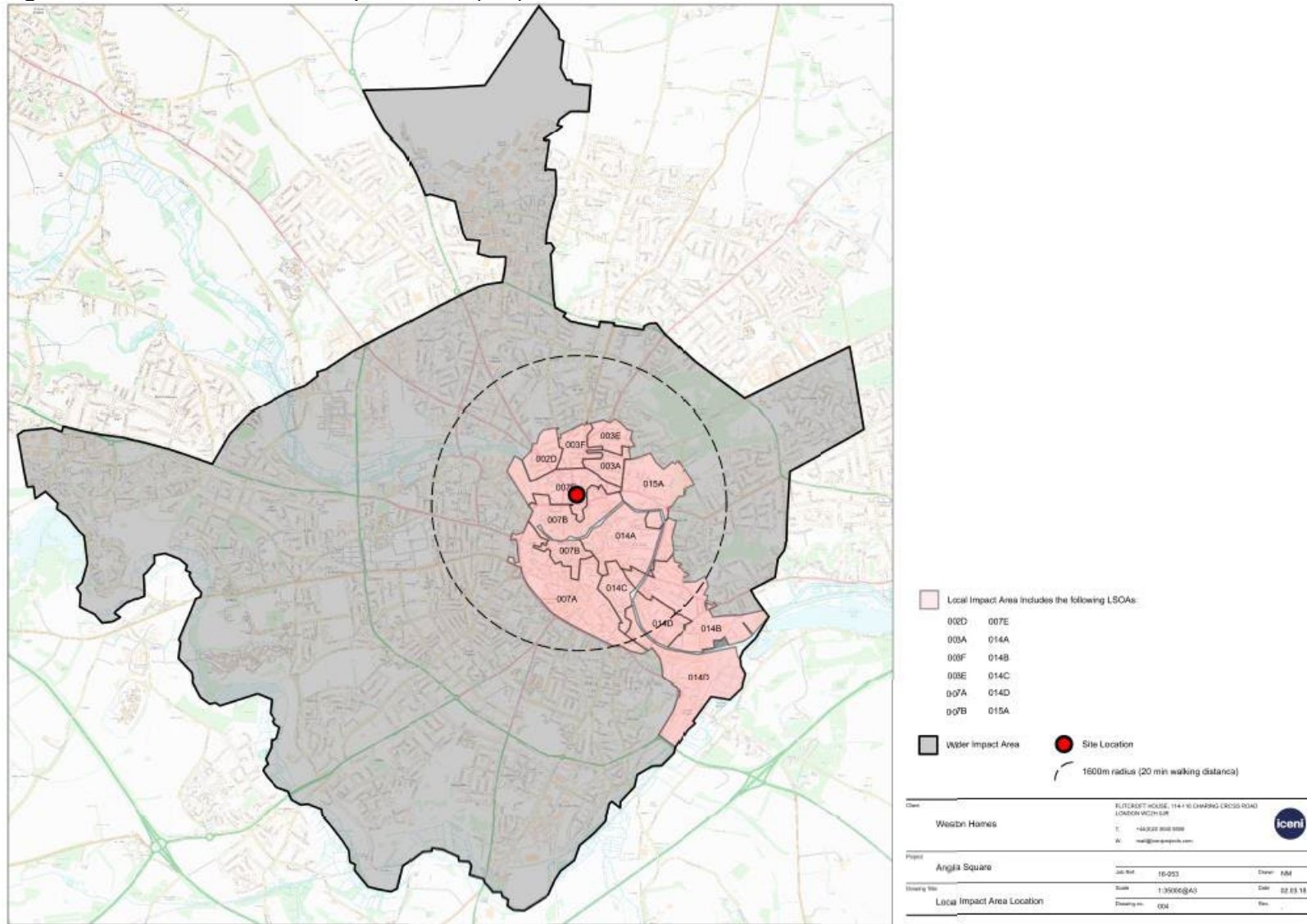
Appendix 6 - Applicant's Comparison of the Environmental Effects of the Proposal and the Call-in Scheme

Table 3.7 Comparison of the environmental effects of the Proposed Development compared to the Call in Scheme ES.

Topic	Call In Scheme	This ES
Transport	<p><u>Demolition and Construction</u> No significant effects identified.</p> <p><u>Completed Development</u> Major adverse driver delay & severance on Edward Street Moderate beneficial for pedestrian & cycle delay and amenity</p>	<p><u>Demolition and Construction</u> No significant effects identified.</p> <p><u>Completed Development</u> No significant effects identified.</p>
Built Heritage and Townscape	<p><u>Demolition and Construction</u> Moderate Adverse effect on the setting of:</p> <ul style="list-style-type: none"> • 75 Magdalen Street, • Cat and Fiddle Public House • Doughty's Hospital • Rear of Nos. 13 and 15, St Augustine's Street • 107 and 109, Magdalen Street • 1, 5, 7, 9, 11, 21, 23, 25, 27-29 St Augustine's Street • 2-12 Gildencroft • 22, 24, 26-30, 32, 34, 36 and 36A St Augustine's Street • Church of St Augustine • 43/45 Pitt Street 	<p><u>Demolition and Construction</u> No significant effects identified.</p>
	<p><u>Completed Development</u> Moderate Beneficial effect on the setting of:</p> <ul style="list-style-type: none"> • 75 Magdalen Street, • Cat and Fiddle Public House • 113, 115, 117 Magdalen Street • Former Church of St Saviour <p>Moderate Adverse effect on the setting of:</p> <ul style="list-style-type: none"> • Doughty's Hospital 	<p><u>Completed Development</u> Moderate beneficial heritage effects on:</p> <ul style="list-style-type: none"> • 71 Botolph Street • Former Church of St Saviour • Former Church of St James <p>Moderate adverse heritage effects on:</p> <ul style="list-style-type: none"> • Church of St Augustine

Appendix 7 - Local Impact Area

Figure 4.1 Local and Wider Impact Area (ES)



STANDING DUTIES

In assessing the merits of the proposals and reaching the recommendation made for each application, due regard has been given to the following duties and in determining the applications the members of the committee will also have due regard to these duties.

Equality Act 2010

It is unlawful to discriminate against, harass or victimise a person when providing a service or when exercising a public function. Prohibited conduct includes direct discrimination, indirect discrimination, harassment and victimisation and discrimination arising from a disability (treating a person unfavourably as a result of their disability, not because of the disability itself).

Direct discrimination occurs where the reason for a person being treated less favourably than another is because of a protected characteristic.

The act notes the protected characteristics of: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The introduction of the general equality duties under this Act in April 2011 requires that the council must in the exercise of its functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by this Act.
- Advance equality of opportunity between people who share a relevant protected characteristic and those who do not.
- Foster good relations between people who share a relevant protected characteristic and those who do not.

The relevant protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

The council must in the exercise of its functions have due regard to the need to eliminate unlawful discrimination against someone due to their marriage or civil partnership status but the other aims of advancing equality and fostering good relations do not apply.

Crime and Disorder Act, 1998 (S17)

- (1) Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its

various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.

- (2) This section applies to a local authority, a joint authority, a police authority, a National Park authority and the Broads Authority.

Natural Environment & Rural Communities Act 2006 (S40)

- (1) Every public authority must, on exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity.

Planning Act 2008 (S183)

- (1) Every Planning Authority should have regard to the desirability of achieving good design

Human Rights Act 1998 – this incorporates the rights of the European Convention on Human Rights into UK Law

Article 8 – Right to Respect for Private and Family Life

- (1) Everyone has the right to respect for his private and family life, his home and his correspondence.
- (2) There shall be no interference by a public authority with the exercise of his right except such as in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the rights and freedoms of others.
- (3) A local authority is prohibited from acting in a way which is incompatible with any of the human rights described by the European Convention on Human Rights unless legislation makes this unavoidable.
- (4) Article 8 is a qualified right and where interference of the right can be justified there will be no breach of Article 8.