

Report to Planning applications committee

Item

12 May 2016

Report of Head of planning services

Subject Application no 15/01927/O - Barrack Street
Development Site, Barrack Street, Norwich

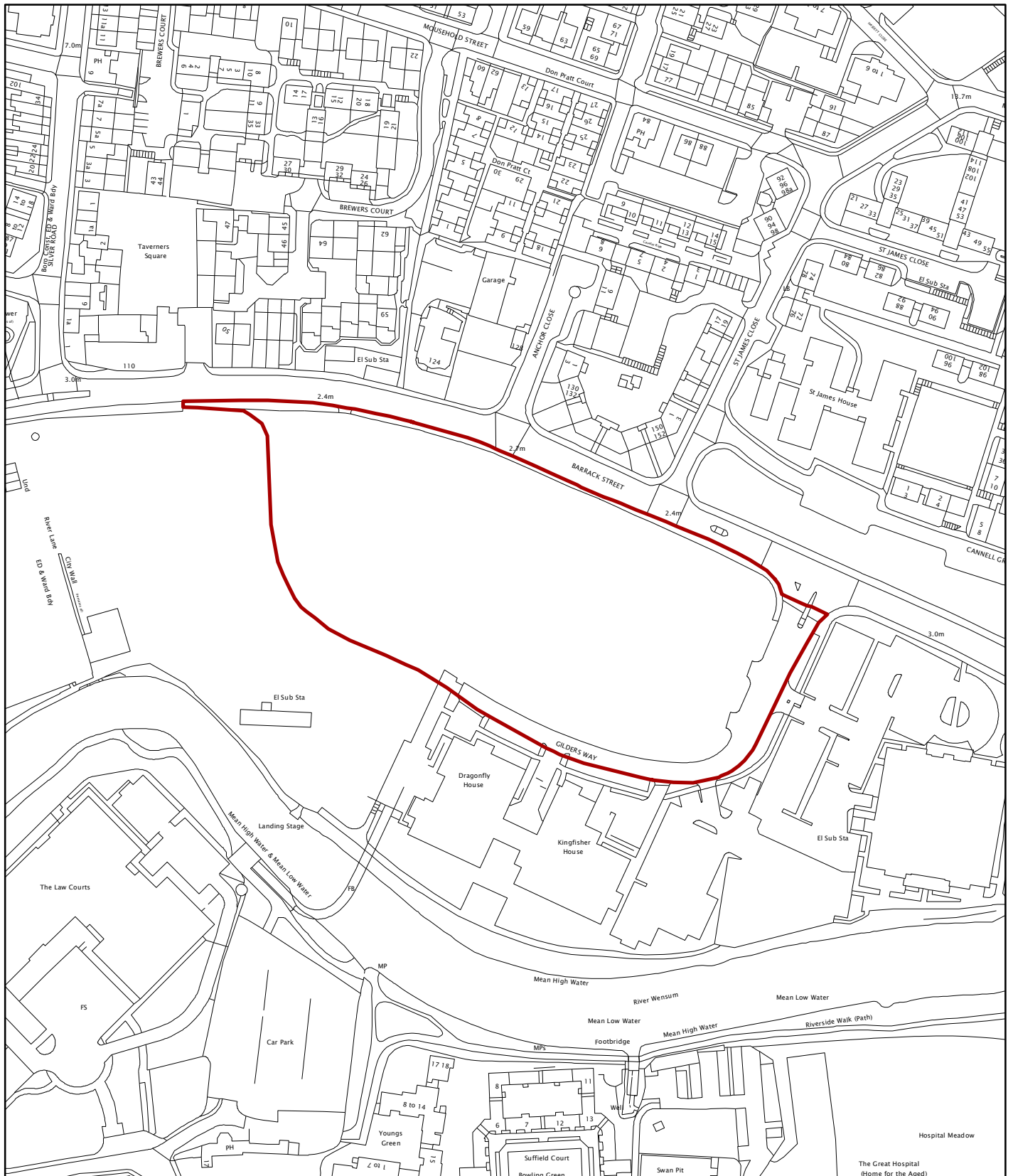
**Reason for
referral** Objection

4(d)

Ward:	Thorpe Hamlet
Case officer	Judith Davison - judithdavison@norwich.gov.uk

Development proposal		
Outline application with all matters reserved for the erection of up to 200 dwellings.		
Representations		
Object	Comment	Support
4	-	-

Main issues	Key considerations
1	Principle of development
2	Design, landscaping and open space
3	Flood risk
4	Transportation and parking
5	Amenity
6	Affordable housing
Expiry date	10 June 2016
Recommendation	Approve



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Planning Application No 15/01927/O

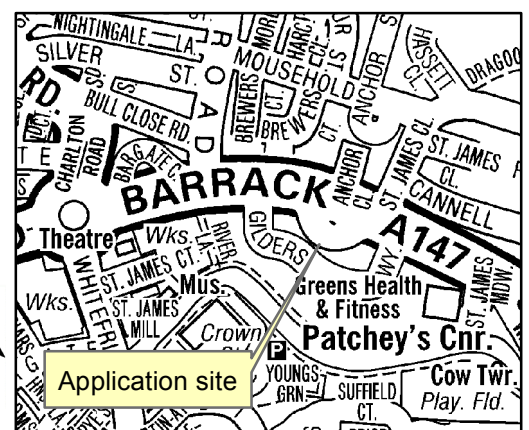
Site Address Land between Barrack Street
and Gilders Way

Scale 1:2,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings, and constraints

1. The application site, which is 1.84 ha in size, fronts onto Barrack Street and is adjacent to Gilders Way. It is part of a larger site owned by Jarrold, extending from Barrack Street in the north to the River Wensum in the south, and to Whitefriars in the west, parts of which have been developed over the past decade.
2. The application site includes part of the former Jarrold printing works site and the site of the former social housing fronting Barrack Street. It is now cleared and is used as a temporary surface car park. The topography of the site is largely flat with a slight slope downhill towards the River Wensum. There are views into the site from the higher ground to the north and east.
3. This is a large edge of city centre site just inside the inner ring road and is surrounded by a range of uses. On the far side of the inner ring road are some residential and commercial properties including a dental centre and car sales, and largely residential development on rising land to the north. To the south are the relatively recently constructed Dragonfly House and Kingfisher House office developments, with an area of surface car parking to the east, also formerly part of the printing works site. Further east is the Nuffield leisure centre with associated car parking and housing development on the riverside. To the west of the site is further car parking on the rest of the former printing works and the recent St James's Court office development. In addition a new pedestrian and cycle bridge link to the south of the site was delivered in 2011 with construction of the Jarrold Bridge which links the Barrack Street area within the Cathedral quarter and city centre.
4. The site falls outside of the City Centre Conservation Area and is close to, but does not contain, any remains of the city wall, a Scheduled Ancient Monument. It does not contain any listed buildings. 124 Barrack Street opposite the site is locally listed and the nearest listed buildings are located to the west just inside the City Wall and Conservation Area being 77-79 Barrack Street. St James Mill a Grade I listed building is also located to the south west on the river frontage. The site does fall within the office development priority area (policy DM19) and the city centre parking area (policy DM29). It is largely within flood zone 2 and partly within flood zone 3 (policy DM5). Appendix 8 in the local plan identifies strategic views of the cathedral from the north and east which take in part of this site. There are no nature designations on the site but it is approximately 350m from St James's Pits Site of Special Scientific Interest (SSSI).
5. The undeveloped parts of the wider Jarrold site are allocated under policies CC17a and CC17b in the Norwich Site Allocations and Site Specific Policies local plan adopted in 2014. Policy CC17a allocates the part of the former Jarrolds printing works site to the east of the city walls (2.81ha in size), for comprehensive mixed use development to include offices and housing (in the region of 200 dwellings), together with associated public open space and playspace provision; a hotel may also be included subject to viability. The policy states that the development should:
 - Integrate and enhance the cycle link as part of the scheme;
 - Provide access to the river and riverside walk;
 - Respect the setting of the city wall and adjacent conservation area.

6. Allocation CC17b relates to the Whitefriars site, to the west of the city walls, which is allocated for office led mixed use development.
7. The two allocation sites together form a significant regeneration opportunity, capable of contributing to employment and housing growth envisaged in the JCS and local plan, in a sustainable location on the edge of the city centre.
8. A strategic cycle route runs adjacent to the site (the Pink Pedalway), along the riverside walk linking to the inner ring road via a toucan crossing.

Relevant planning history

9. The relevant planning history is shown in the table below. In summary, the site which is the subject of this application had outline consent for 200 units granted in 2013 which expired in February 2016. Attached is a plan which shows the relationship of the application site to the other parts of the wider Jarrold site to the east of the city walls, which was granted consent in 2007 (part in full and part in outline) under 06/00724/F; site allocation policy CC17a largely covers the undeveloped parts of this site.

- Zones A and E are the application site. They include the housing element of the wider site and associated open space;
- Zone D is the completed office development at Dragonfly House and Kingfisher House;
- Zone F has consent for office development; reserved matters were approved and development has lawfully commenced;
- Zone H had outline consent for a hotel but this has now expired;
- The Jarrold Bridge has now been constructed.

Ref	Proposal	Decision	Date
4/2002/0682	Redevelopment of site for offices (class B1), multi-storey car park (386 spaces), housing, shop, printing museum, footbridge over river, new vehicular access and associated highway works (Revised site to include bridge).	FDO (finally disposed of)	26/03/2007
06/00724/F	Redevelopment of site comprising of 20,500sq.m. offices (Class B1) gross floor area of which up to 1,500sq.m. for shop units (Class A1 and A3) ; 200 residential units; 60 bed hotel; 637 car parking spaces, riverside walk and footbridge, associated accesses and ground works (Revised Scheme).	Approved	23/03/2007

07/00391/D	Condition 31): Prior to their demolition the former stable building and garage to the former Brewery shall be recorded by a suitably qualified and experienced historic buildings consultant for previous planning application (06/00724/F)	Approved	24/05/2007
07/01363/D	Details of Condition 13(a); Secondary Vehicle Access, of previous planning permission 06/00724/F:	Approved	10/06/2008
07/01441/C	Demolition of former printing works building (retention of facade onto Barrack Street).	Approved	18/04/2008
07/01448/F	Provision of temporary replacement car park (281 spaces) and associated new vehicle egress onto Barrack Street.	Approved	22/05/2008
11/02223/O	Residential development of 200 units and associated works, including access, on Zones A and E of former Jarrold Printworks.	Approved	14/02/2013

The proposal

10. The proposal is an outline application for the erection of up to 200 residential units on zones A and E of the Jarrold site. Permission is not being sought for means of access; primary and secondary access have already been approved under previous consents and the primary access off Barrack Street (Gilders Way) is now constructed. All other matters are reserved.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	Up to 200
No. of affordable dwellings	33%
Density	108 units per hectare
Transport matters	
Vehicular access	Access is reserved but parameters plans show that access will be taken from two points onto Gilders Way.

Proposal	Key facts
No of car parking spaces	150 spaces proposed for the residential development and another 127 proposed to serve the residual office development on the rest of the Jarrold site.

Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Five letters of representation (4 objections and 1 comment) have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Objections on ground of impact on amenity: loss of privacy, loss of light, and impact on views	See main issue 5
Objection on ground of increased congestion	See main issue 4
Development will reduce house prices in the area	This is not a material planning consideration.
Comment on potential noise nuisance during construction	See main issue 5

Consultation responses

12. 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.

Environmental protection

13. In relation to contamination, any consent should take note of the recommendations in the Ramboll report and a number of conditions (CC1, CC2, CC3, CC4) should be attached to any consent relating to existing contamination, unknown contamination, and imported material.
14. In relation to noise, any consent should take note of the recommendations in the acoustics report and attach condition CU2 to ensure that no occupation of the dwellings facing Barrack Street until they are provided with specified sound insulating ventilators.
15. In relation to air quality, the Ramboll report and assessment is considered acceptable, and the development is considered suitable for the proposed use.

16. In order to minimise nuisance from lighting and construction, condition CD5 (external lighting) and informative AA7 (construction working hours) should be attached to any consent.

Environment Agency

17. No objection, subject to the following comments:
- Flood risk: there is no objection on flood risk but it is important to ensure that the development will be safe for its lifetime (assume 100 years). A condition should be imposed requiring the finished floor level to be no lower than 300 mm above a 1 in 100 plus climate change level.
 - The applicant has not submitted a site layout plan so it is not known whether there will be any development in flood zone 3. The sequential approach should be used and the development located in the area of lowest risk.
 - An informative relating to flood defence consent should be attached to any planning consent.
 - Contamination: a number of pre-contamination conditions should be attached to any consent to ensure that the development does not cause pollution and complies with protection of Controlled Waters.
 - Foul drainage: it is recommended that Anglian Water Services is consulted on the available capacity in the foul sewerage infrastructure.

Highways (strategic)

18. There is no objection but it is proposed that the development should provide a 3 metre wide shared use footway/cycleway along the Barrack Street frontage. This is considered essential to maximise links to and from the site and the wider network and to ensure the site's sustainability credentials.

Transportation

19. The key issues are the level of parking to be provided on the site and whether a 3m shared footway on Barrack Street is appropriate.
20. The total of 277 parking spaces proposed by this planning application comprises 150 spaces for the residential units and 127 to serve the 'residual/B1 Jarrold' parking requirements. The latter element is based on the original hybrid planning consent 06/00724/F which envisaged a particular mix of development on the site including significant office provision, and was later clarified under planning consent 13/00965/F. The figure of 127 for the 'residual/B1 Jarrold' element should be reviewed if development on the wider Jarrold site is not delivered in accordance with planning policy and the masterplan, so that the level of parking can be reduced as appropriate.
21. In relation to the Strategic Highways Authority comment regarding the proposed width of the shared footway on Barrack Street, although this is not required it would be desirable in order to maximise cycle links in the wider area and would help improve the setting of the site frontage.

Housing

22. The Joint Core Strategy requires 33% of the 200 units to be allocated for affordable housing, split 85% (56 dwellings) for social rent and 15% (10 dwellings) for intermediate tenure. Further information about volume, height and orientation of the development will be expected as part of the detailed planning application. The fact that the development is planned to comply with DM12 in terms of accommodating a range of unit sizes and tenures is welcomed. Guidance is provided on the layout of affordable units on the site, and details of their design. The developer is encouraged to contact a registered provider as soon as the decision is taken to proceed to the detailed planning stage.

Landscape

23. The scale and massing of this development will necessitate a robust landscape strategy, with the central boulevard forming a key landscape feature in the scheme. A landscape assessment is required which includes details of pedestrian and access areas. The interface with Barrack Street will need careful design to mitigate against the scale of buildings and soften this transitional area. Further details will be needed to show how the proposals will work in landscape terms, particularly to address the interface between the parking area under the dwellings and the external area, and how the elevated housing will relate to the ground level of the development.

Lead local flood authority

24. No objection subject to conditions relating to:
- Provision of surface water attenuation storage;
 - Discharge rates from surface water drainage systems to be as close as practicable to equivalent greenfield rates;
 - Detailed designs of drainage conveyance network;
 - Finished floor levels specified;
 - Plans for routes for exceedance surface water;
 - Details of design of surface water management features;
 - Maintenance and management plan.

Anglian Water

25. There are some Anglian Water assets affected by the proposed development which may affect site layout. AW has asked for inclusion of a condition in the decision notice in relation to this issue.
26. Wastewater treatment: the foul drainage from this development is in the catchment for Whitlingham Trowse Water Recycling Centre which has sufficient capacity for these flows.
27. Foul sewerage: the sewerage system at present has capacity for these flows.

28. Surface water drainage: the preferred method of disposal would be a sustainable urban drainage system with connection to a sewer as the last option. The FRA submitted with the application is unacceptable and the applicant should contact Anglian Water and the Environment Agency. The agreed strategy should be reflected in the planning approval. A condition is suggested in relation to surface water disposal.

Norfolk county planning obligations

29. Most of the infrastructure requirements arising from this scheme will be met from CIL (e.g. education and library provision and strategic green infrastructure) although some might require a S106 and/or planning condition (e.g. fire hydrants).
30. The River Wensum Strategy Partnership is currently working towards a strategy for the Wensum corridor through the city. Pedestrian connections should be provided to this corridor and ecological connectivity considered in order to integrate the site with the local GI network; predominantly to bridge the gap between the river Wensum, Cannell Green and Mousehold Heath.

Norfolk historic environment service

31. Standard condition AH1 should be imposed on any consent. The condition should be broken down to ensure that it applies to each phase of the development.

Norfolk police (architectural liaison)

32. There is not enough detail to advise on designing out crime, but it is recommended that the development should seek to achieve full Secured by Design certification.

Norfolk Fire and Rescue

33. There is no objection so long as the proposals meet the requirements of the current Building Regulations. Norfolk Fire and Rescue recommends that sprinklers are incorporated into all major developments.

Norwich Society

34. The Norwich Society agrees in principle to the development for residential use but the height of the buildings must be controlled so that views of the cathedral are not compromised. The outline application shows a solid unrelieved elevation on the Barrack Street façade. This must have some modelling to alleviate its visual impact.

Natural areas officer

35. The submitted ecological report shows that the site has little current ecological value. The measures suggested in section 4.4 of the report should be implemented as part of the detailed proposals for the site.

Tree protection officer

36. No objection. The proposed development does not affect any trees on or adjacent to the site. No landscaping strategy has been submitted, so this should be conditioned as part of any consent.

Broads Authority

37. Given the location of Dragonfly House and Kingfisher House between the site and the river, it is not anticipated that the proposed development will have any impact on the Broads Authority Executive Area or the river. The Broads Authority does not wish to comment.

Assessment of planning considerations

Relevant development plan policies

38. **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
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS18 The Broads
 - JCS20 Implementation
39. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM4 Providing for renewable and low carbon energy
 - DM5 Planning effectively for flood resilience
 - DM6 Protecting and enhancing the natural environment
 - DM7 Trees and development
 - DM8 Planning effectively for open space and recreation
 - DM9 Safeguarding Norwich's heritage
 - DM11 Protecting against environmental hazards
 - DM12 Ensuring well-planned housing development
 - DM19 Encouraging and promoting major office growth
 - DM28 Encouraging sustainable travel
 - DM29 Managing car parking demand in the city centre
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing
 - DM33 Planning obligations and development viability
40. **Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)**
- CC17a Barrack Street

Other material considerations

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

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

42. Supplementary Planning Documents (SPD)

- Affordable housing SPD adopted March 2015
- Open space & play space SPD adopted October 2015

Case Assessment

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

Main issue 1: Principle of development

44. Key policies and NPPF paragraphs – DM12, Site Allocations Plan CC17a, NPPF paragraphs 49 and 14.
45. The outline proposal to develop the site for up to 200 units of housing is acceptable in principle. The site's acceptability for this use was established with the grant of planning permission for the redevelopment of the wider Jarrold site (eastern zone) in 2007, referred to above (planning application reference 06/00724/F). This was a hybrid consent, part in outline and part detailed, which granted outline consent for the residential element – zones A and E. The deadline for submission of reserved matters was March 2012; reserved matters were not submitted and this consent lapsed. A new outline application for 200 residential units was granted consent in February 2013 (reference 11/02223/O); no reserved matters were submitted and that consent lapsed in February 2016. However the site allocation policy CC17a carries forward the principle of residential development into the adopted Site Allocations local plan which covers the period to 2026.
46. The applicant has explained in the Design and Access Statement that lack of progress on the site to date is due to the state of the property market and the ongoing effects of the recession, and states that the fresh outline application is made in the context of an improving property market and renewed interest from developers.

47. The NPPF in Section 6 (Delivering a wide range of high quality homes) emphasises the importance of planning for housing delivery and in particular boosting the housing supply. It also places great emphasis on sustainable development. Development of this site will contribute to the need for new homes and jobs in this highly sustainable location, thereby contributing to the targets for housing set out in the Joint Core Strategy (policy 11) and supporting the objectives of the NPPF.
48. If implemented in accordance with the site allocation policy, residential development of this site will have a number of wider sustainability benefits which include:
- Contributing to the regeneration of the wider Barrack Street area with social, physical and economic benefits;
 - Facilitating the development of a long term vacant brownfield site which is part of a wider development site that has been redundant since the printing operations ceased;
 - Delivering sustainable development in a highly accessible location;
 - Contributing to the creation of a high quality urban environment and enhanced pedestrian environment through improvements to the public realm and to walking and cycling provision; and
 - *Contributing to the enhancement of the river corridor.*
49. Policy DM12 in the Development Management Policies plan 2014 sets out principles that apply to all proposals for new residential development in the city. It is important that when reserved matters for the scheme are submitted that they accord with policy DM12 and its clauses (a) to (f). As noted above the proposal will contribute to the regeneration of the wider city centre area and is consistent with the spatial planning objectives of the local plan and JCS, so is in line with clause (a). In relation to clause (b) the proposal's impacts on amenity and character of the surrounding area are considered in the relevant sections of the report below (see Main Issues 2, 3 and 7). The proposals will help achieve a diverse mix of uses in the locality in accordance with clause (c) of DM12 and will help deliver the Site Allocations Plan and the housing targets of the JCS. The mix of dwellings referred to in clause (d) in terms of size and tenure is not yet specified and will be dealt with as part of a reserved matters application, but the applicant states that it is likely that the site will accommodate a range of unit sizes and tenures. In relation to clause (e) the impact of the proposed development on the existing character and function of the area, taking account of the significance of heritage assets, will also be assessed when reserved matters are submitted. Clause (f) refers to provision of lifetime homes; this is now a requirement under M4(2) of the 2015 the Building Regulations section for accessible and adaptable dwellings, and will be secured by condition.

Main issue 2: Design, landscaping and open space

50. Key policies and NPPF paragraphs – JCS2, DM3, DM7, DM8. NPPF paragraphs 9, 17, 56, 60-66, 109 and 118.
51. The submitted Design and Access statement provides only indicative information about the layout and appearance of the scheme. This is because the applicant

wishes to retain maximum flexibility for the site's future development and not to restrict it to a specific layout.

52. The Design and Access statement states that the application is a re-submission, and notes that the application site forms part of an approved masterplan for the area to the east of the city wall. It further states that the design rationale for this wider area was fully explored when planning permission 06/00724/F was granted in 2007.
53. It should be noted however that the 2007 masterplan has limited status as its elements have either been developed or are being implemented, or have lapsed, as summarised in paragraph 9 above.
54. Key elements of the 2007 masterplan are included in the allocation policy CC17a which stipulates that the housing development on the site should have associated public open space and playspace provision, in addition to the development enhancing cycle linkages, improving access to the riverside walk, and respecting the setting of the city wall and adjacent conservation area.
55. Additional information has been provided by the applicant to aid consideration of the proposals, including a plan setting out the key parameters of the development. This shows that there will be a central pedestrian boulevard running in a north-south direction through the application site, which will link into the existing boulevard located between Dragonfly House and the office development of zone F, and then accesses the Jarrold Bridge across the River Wensum. The section of the boulevard running through the site forms the remaining section of the public realm enhancement proposed in the 2007 masterplan. It will provide views to Norwich Cathedral from the boulevard itself, Barrack Street and from the area to the north of the site. The parameters plan shows that the boulevard on the application site will be approximately 15 metres in width.

Layout scale and massing

56. Policy DM3 states that developers must pay close attention to the height, massing, scale and form of development. The height of the proposed development is a key consideration, and has implications for the layout and massing of the development. The site is highly visible from Barrack Street given its flat, open nature, and from the land to the north particularly, which rises uphill away from the inner ring road. There are important views of the Anglican Cathedral from the north and east which are identified in Appendix 8 of the adopted local plan policies map. It is possible to see the site from the strategic viewpoint on Mousehold Lane which underscores the importance of the height of the proposals on long distance as well as local views of the cathedral and of other important landmarks in the surrounding area including St James's Mill. The site is very prominent when viewed from St James's Hill.
57. The previous outline planning consent (11/02223/O) included a condition which limited the height of the development to 4 storeys from finished floor level (including plant) but was not specific about the actual measured height or where the finished floor level was in relation to ground level. The applicant, in their additional material, refers back to the original 2007 hybrid permission (06/00724/F) which conditioned the height of buildings on any part of the development to not exceed 25 metres from existing ground levels excluding plant (condition 6). They have suggested a maximum height for this application of 25 metres.

58. Whilst the original permission from 2007 clearly accepted that 25m may be acceptable on parts of the site it is not clear that this was necessarily considered appropriate on this particular part of the wider allocation and indeed the permission granted by 11/02223/O clearly is far more restrictive suggesting only four storeys. It is assumed (based on the plans that accompanied the 11/02223/O application) that this was four storeys above a basement car park. Even with generous residential floor to ceiling heights this would unlikely result in a building of more than 14m above the basement car park.
59. On the basis of the information submitted to date it is considered that the applicant has failed to demonstrate that 25m would be appropriate on this site in the context of properties on the opposite northern side of Barrack Street as well as local and strategic views of the nearby conservation area and listed buildings.
60. For context the adjacent office buildings on the river frontage are circa 16m and 20m (the eastern most block is one storey higher) above ground level. This is based on the ground level at Gilders Way albeit the ground level varies around the buildings. Two further office blocks of similar height have consent to be built just to the west of these adjacent to the river.
61. Policy DM3 in the adopted Development Management Policies Plan states at clause (b) that design of new buildings must pay careful attention to the need to protect and enhance significant long views of major landmarks identified in Appendix 8, and at clause (f) that appropriate attention should be given to height, scale, massing and form of new development.
62. As outlined above it is considered that insufficient information has been provided to demonstrate that the 25m is acceptable. However before proceeding towards a recommendation of refusal, as this is an outline application, it is relevant to consider if this matter could be left to be picked up at reserved matters stage. Leaving the question of height to reserved matters stage may be appropriate as long as in making the decision the authority is comfortable that the level of development proposed (200 dwellings and parking) is feasibly capable of being delivered in an acceptable form. It is therefore necessary to understand the minimum scale of development likely to result from the development proposed. If a flatted development is assumed then the average floor space of one and two bed flats based on national space standards would be circa 57sqm. Multiplying this by 200 and assuming net floor space is 85% of gross means that circa 13,500sqm of residential floor space would be needed to deliver 200 dwellings. The car park in its most efficient form would occupy a floor area of circa 6,500sqm. This means that circa 20,000 sqm of floorspace is needed on the site to deliver the quantum of development proposed.
63. Indicative information provided with the application is the same as indicative information provided with former applications and shows a development of four storeys plus plant overruns with two levels of semi-basement car parking sitting behind with amenity decks above (which assumes a ground floor with greater floor to ceiling heights). This results in a development of comparable height to the lower of the two existing office blocks (i.e. circa 16m above Gilders Way). A development of this height with a similar footprint to the indicative proposals could provide the quantum of floor space needed. On the basis of the size of the site and the level of open space required (see the landscape and open space section below) it is

considered that a development of a minimum of four storeys above a basement car park could deliver the quantum of development sought.

64. The existing and approved office blocks set the scene for height on the wider allocation. It is considered that buildings which are no higher than the office blocks would not materially impact on views of and to the conservation area and listed buildings from the northeast (which is where the views of the conservation area, Cathedral and St James Mill are most prominent).
65. With regard to the Barrack Street streetscene the bulk of the massing would not necessarily have to be against Barrack Street frontage as suggested in the indicative plans but there could be scope to drop this back into the site if it was felt at reserved matters stage that massing needed to be pulled away from this frontage reduce impact on properties to the north.
66. In sum it is considered that a minimum of four storeys would be necessary above the podium to deliver the quantum of floor space needed on the site. In practice the development could be higher (or indeed lower) in parts however this would be open for consideration under reserved matters. It is considered based on this minimum that the quantum of development could feasibly be delivered in an acceptable manner at reserved matters stage. It is considered that there would be sufficient flexibility in the placing of development and massing of development on the site to respond to relevant material considerations at reserved matter stage. On this basis it is recommended no height condition be added and this matter be left for determination at reserved matters stage.

Landscaping and open space

67. Policy DM8 requires provision of 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 (Design). As an indicative guide, on-site open space provided under DM8 in combination with incidental open space and landscaping required under policy DM3 should not be less than 20% of the total site area, ie approximately 0.36 ha in the case of this site.
68. The Design and Access Statement states that the homes created by the planning application will benefit from amenity space with a southerly aspect, and will be ideal for informal play and leisure purposes. The applicant has now provided additional information about open space and playspace provision and has clarified that public open space of 3,680 sqm will be provided, and that this will comprise the main areas of public open space, the boulevard, incidental open space, structural hard and soft landscaping, street trees, green corridors, and a 150 sqm younger children's playspace. The proposed quantum of open space is in accordance with policy DM8 and the Open space & play space SPD, and will be secured by condition.
69. Policy DM3 sets the context for landscaping and green infrastructure. A full landscaping strategy has not been developed as part of the outline planning application. It is essential that a robust landscape strategy is provided at reserved matters stage to ensure that:

- there is appropriate balance and scale between the external space and the buildings and hard/soft works to create an attractive public realm;
 - the needs of the occupants of the proposed housing are fully accommodated within the development e.g. parking, play areas; outside seating/space for the residents, cycling provision, bin storage etc;
 - the landscape is the dominant feature of the outside areas i.e. not subservient to car use;
 - the local character of the area, including its relationship to the river, is reflected in the design and use of appropriate materials;
 - views through the development are maintained;
 - opportunities to enhance the area for nature conservation are explored; and
 - that SUDs are incorporated in an original way and as landscape features.
70. Para 8.6 in the design and access statement states that a full design strategy will be developed to accompany a detailed application. The central boulevard will constitute a significant landscape feature. It will be important that the design strategy incorporates a full landscape assessment and analysis which includes details of the boulevard and all pedestrian and access areas.
71. The interface of the development with Barrack Street will need careful design to ensure that there is an appropriate level of landscape to mitigate against the scale of the buildings and visually “soften” this potentially difficult transitional area.
72. The illustrative cross sectional drawings section 03 and 04 indicate two levels of parking within the building footprint. Although visually it is beneficial to remove street parking from these types of development, its accommodation at the lower levels may result in a poorly designed interface between the parking area and the external area. Details will be required at reserved matters stage of how this will work, and it is expected that opportunities to incorporate soft landscape proposals such as green walls are included.
73. Again in relation to the illustrative cross sectional drawings, it would appear that a significant proportion of the external space for the housing will lie above the car parking decks. The landscape strategy will need to provide details as to how this will work in principle if the decks are to accommodate and nurture shrub planting and trees of any stature, and details of how these elevated areas will physically relate and connect to those at ground level.

Main issue 3: Flood risk

74. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
75. Environment Agency data identifies most of the site as being located in flood zone 2, with a very small part in flood zone 3, so it is at risk of between 1-in-100 and 1-in-1000 year flood event. The majority of the site is at medium risk of surface water flooding.
76. Policy DM5 requires all development proposals to have regard to the need to manage and mitigate against flood risk from all sources and that a sequential assessment is

adopted to site selection. However where development proposals are on a site already identified for development in the Site Allocations Plan the requirement for the sequential test will not apply.

77. The Flood Risk Assessment (FRA) states that most of the site levels are in the region of 2.25 AOD to 2.85 AOD with a general fall in ground levels toward the south. The FRA proposes a number of design principles to be incorporated into the development to mitigate flood risk, including floor levels to be a minimum of 300mm above the 1 in 100 year flood extent including climate change level (supported by the EA), ensuring that residential accommodation will not be located on ground floor level, and that there is no loss of floodplain in the 1-in-100 year period.
78. It is proposed to attenuate surface water run-off on site via a network of SUDs features and by restricting flows to no greater than existing rates including allowances for climate change. Best practice guidance is that flow rates should where possible be as close to green field rates. This matter can be conditioned and addressed at the reserved matters stage.
79. The application is for outline approval only so the detailed design will be developed at reserved matters stage. It is important to ensure that there will be sufficient capacity within the proposed development to accommodate the required SUDs features. As noted above under main issue 2, it is anticipated that these will be incorporated into the scheme as part of the landscape strategy.

Main issue 4: Transport and parking

80. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
81. As stated above, permission is not being sought for means of access. The primary and secondary accesses have already been approved under previous consents and the primary access off Barrack Street (Gilders Way) is now constructed.
82. The original masterplan created a series of new pedestrian and cycle routes through the north east part of the city centre to discourage car use and to better connect the new buildings with the city centre and surrounding area. They also provide structure to the development. Both the masterplan and the 2013 consent envisaged a tree-lined boulevard providing an internal route through the site with views of the cathedral. The current application re-states these important principles of the development and will help to deliver both the original masterplan and the local plan allocation and development management policies. The applicant has stated that the boulevard will be approximately 15 metres wide, thus remaining a substantial landscape and functional feature.
83. Norfolk County Council as strategic highway authority has commented that a shared use facility along the site frontage, linking to the existing Toucan crossings to the east and west of the site, is essential to maximise cycle links to and from the site and the wider network, and to secure the site's sustainability credentials.
84. The site already has strong sustainability credentials which will be enhanced by the proposed development and provision of pedestrian and cycle routes. There are existing pedestrian and cycle routes adjacent to the site along the portion of Gilders Way that has been constructed, and along the riverside walk. These will be extended

along Gilders Way and along the boulevard as part of the proposed development, and will link into the existing pedestrian routes running between Dragonfly House and the office development on Zone F, continue along the riverside walk and link into the city centre across the Jarrold Bridge.

85. It is unclear what the need for the proposed a 3m wide footway along Barrack Street is, and how this would link to the existing and proposed cycle network. The Pink Pedalway does not go along the site frontage (its originally proposed route having been altered), and those wishing to access the city centre are more likely to use the cycle link on Gilders Way to get to the riverside walk, rather than cycling along Barrack Street. In addition a 3m shared footway in front of the application site would not link with any similar standard footway further along the road (for example on the Jarrold site further to the west), although this could change through new development on the remaining part of the Jarrold site to the west.
86. The development however offers the potential to improve the Barrack Street frontage with housing facing the road, and landscaping and tree planting along the pavement. It is considered desirable that the development is set back by at least 3 metres from the kerb line (i.e. at least 1 metre setback in addition to the existing 2 metre footway) as shown on the attached parameters plan. This will enable landscaping works to soften the hard edge of the development in this important transitional location and to accommodate a cycle link along Barrack Street as proposed by the county council as strategic highway authority to complement the other pedalways in the area and to provide greater options for cyclists. Given that this is an outline application with all matters reserved it is not considered that the conditions suggested by the County Council are necessary at this stage. The parameters plan which stipulates a 3m set back will be conditioned and will allow for the matter to be revisited at detailed design stage.
87. In terms of parking, the outline application proposes 277 parking spaces comprising 150 for the housing and 127 for 'residual Jarrold / B1' uses. The latter figure is derived from the 2007 planning consent which provided for a total of 442 parking spaces to serve existing Jarrolds operations on the wider site (including the Jarrold printworks site to the west of the city wall) and the proposed new B1 office development. Since 2007 some development has taken place or has been lawfully implemented on the eastern site; the parking provision for these elements has been subtracted from the 442 total along with 29 spaces relating to an office development at 3 St James Court leaving a residual figure of 127 parking spaces. It would appear that most of these spaces are proposed to serve existing parking on site associated with Jarrold and its tenants.
88. The 2007 consent also provides for the surface parking to move around the site during the phased construction of the site and the current location of surface parking is broadly in line with the details agreed for this phase of the development and should provide in the region of 127 spaces relating to office development. However we are now in an unusual situation whereby the 2007 consent cannot be fully implemented and the overall co-ordinated approach to this has effectively be lost.
89. Of the 277 parking spaces proposed by this application the 150 residential spaces are consistent with planning policy. On face value and in the absence of an application which provides a wider masterplan for the allocation, the 127 spaces for 'residual Jarrold/B1' uses are not consistent with policy. The applicant in justifying this relies on the historic context and the co-ordinated approach that existed under the 2007

planning consent and indeed this level of parking was effectively permitted under that consent and was on the basis of parking levels that previously existed on the site.

90. Highways have advised that the principal of the arrangement that existed can in theory still apply and they argue that the intention was for these 127 spaces to not only serve existing tenants but also new office development as it came forward to the east of the City Wall and also any new occupier of the print works or replacement business development on that site to the west of the City Wall. However whilst in the more buoyant market that existed in 2006 it was anticipated that office development would highly likely come forward on the site, in practice only two of the office blocks have been developed along with the bridge. Whilst there is an extant consent for two further office blocks there is no certainty over delivery. Despite the allocations it is also reasonable to assume that in the current market office development may not come forward on the remainder of the allocations and an alternative form of development could come forward. In such a scenario there would be an oversupply of parking for employment uses on the site.
91. The applicant is suggesting a condition whereby if office accommodation comes forward on the remainder of the allocations on either side of the City Wall that parking should not exceed the levels of development agreed in the 2007 consent for employment uses i.e. 442. This is helpful to an extent albeit does not cover the scenario whereby no further office development is delivered on the site. Also whilst it sets a basis for future consideration of applications and sets the context for any further office development, as any further office development would need consent in its own right the condition would effectively fall to be unenforceable in the scenario of further office development being permitted with further parking. Having said this, the oversupply already exists by virtue of surface car parking currently on site. Therefore whilst the situation is not ideal, it already exists and refusing the consent on this basis may delay or prejudice development coming forward on the site due to the existence of the surface parking. It is also relevant to note that of the 127 spaces 21 of these should be reserved for blocks D and F based on current approvals, with the remaining 106 being for tenants generally.
92. On the basis of the above and subject to conditions that the surface car parking is removed on completion of the development and that office parking spaces are not exceeded over the wider site the proposals is acceptable in this regard.
93. Concerns about traffic congestion on Barrack Street have been raised by objectors to the proposed development. The transport report produced by the applicant has modelled the impact of the proposed development and other committed development on local traffic networks and concludes that there is sufficient junction capacity and minimal likelihood of traffic queuing. There is no objection to the proposals from Norfolk County Council as strategic highway authority. Office related parking (the 127 additional spaces) has a much greater impact than housing development in terms of peak flows. It is however relevant to note that much of this parking already exists as surface parking on the site and via condition the surface car parking would need to cease on completion of the new development. It should also be noted that the proposed development will have very good accessibility by non-car modes which will be enhanced by the proposed boulevard and the footway along Barrack Street, with additional pedestrian, cycle and public transport demand spread across a number of routes and/or services.

Main issue 5: Amenity

94. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
95. Policy DM2 states that development will be permitted where it would not result in an unacceptable impact on the amenity of the area or living / working conditions of neighbouring occupants in terms of: prevention of overlooking and loss of privacy; prevention of overshadowing and loss of light and outlook; and prevention of disturbance from noise, odour, vibration, air or artificial light pollution. A number of comments / objections have been made by residents of neighbouring development on grounds of impacts on amenity, in particular loss of light, loss of privacy, overlooking, and noise disturbance.
96. This is an outline application and therefore there are no details of the proposed layout and elevations of the development. As stated in main issue 2, it is considered feasible to deliver the development without exceeding four storeys above a basement podium. It is inevitable that residential redevelopment of this site will have a level of impact on the amenity of those properties to the north of Barrack Street. There would be a degree of overlooking however given the width of Barrack Street this would not be significant and not abnormal for an urban location. There would also be a degree of overshadowing however again given the width of the road and based on the height shown on the indicative plans it would not lead to properties on the north side of Barrack Street having an unacceptable level of amenity. In addition as stated in main issue 2 there would also be scope at reserved matter stage to consider setting the development further back from Barrack Street or taking a different form of development to that indicated.
97. It should be noted that this is a brownfield site which originally included part of the Jarrold printworks and residential development, and that the principle of development here has been established for a number of years, and this is carried forward by the local plan allocation.
98. In relation to noise impacts for future occupiers, the applicant has assessed noise levels on the site and these have not changed significantly since 2006. It is considered that satisfactory internal noise levels will be achieved, even on the Barrack Street façade, through use of suitable glazing and ventilation systems to be secured through condition. Air quality for future occupiers has been assessed and it is concluded that this is likely to meet the relevant national air quality objectives and that the site is therefore considered suitable for the proposed development.
99. As there is a separate regulatory regime to control construction site noise (Control of Pollution Act 1974, Section 60) an assessment of construction noise was not required as part of this application. However it is proposed to attach an informative relating to construction working hours to any grant of planning consent to minimise any potential noise nuisance arising to neighbours due to the construction process.

Main issue 6: Affordable housing viability

100. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraph 50.
101. Joint Core Strategy policy 4 requires developments of this size to provide 33% of units as affordable, which equates to approximately 66 units for this scheme. The

development site was the location for social housing blocks which were demolished in 2009.

102. The DAS proposes that the development will be policy compliant and will therefore provide 66 affordable units, split 85% for social rent (56 dwellings) and 15% for intermediate tenure (10 dwellings) in accordance with JCS policy 4.

103. Although this amount of affordable housing would be greatly welcomed, and is line with the approach taken in the Affordable Housing SPD (2015), no information has been provided to substantiate the viability of the development on this site and therefore the deliverability of this level of affordable housing. It should be noted that very little affordable housing has been delivered on sites in the city centre in recent years so accordingly little weight should be placed, in the decision making process, on the proposed level of provision. It would be expected that the matter of affordable housing viability would be reviewed at reserved matters stage when detailed proposals are available.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	This will be considered at reserved matters stage.
Refuse Storage/servicing	DM31	This will be considered at reserved matters stage.
Energy efficiency	JCS 1 & 3 DM3	This will be considered at reserved matters stage.
Water efficiency	JCS 1 & 3	Yes subject to condition

Other matters

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

- Contamination: this has been reviewed and subject to conditions it is not considered that there would be any adverse effects.
- Archaeology: this been reviewed and subject to conditions it is not considered that there would be any adverse effects.

Equalities and diversity issues

106. There are no significant equality or diversity issues.

Local finance considerations

107. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
108. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
109. In this case local finance considerations are not considered to be material to the case.

Conclusion

110. The principal of 200 dwellings on the Barrack Street site is acceptable and consistent with the site allocation for a mixed use development comprising an element of residential. All matters are reserved but the key issues have been assessing if the level of development can feasibly be delivered in an acceptable form at reserved matter stage and also the level of parking proposed relating to existing Jarrold's tenants and B1 office development on the allocation. Having considered the quantum of development and the scale and massing of development that this is likely to result in, it is considered that development can come forward in an acceptable manner at reserved matters stage and which is of an acceptable design. Parking provision of the site is complex given the historic consents, what has happened with surface parking in the interim and the likelihood in the current market of further office development being delivered on the site. However on balance the recommendation is to accept the proposed level of parking given the current situation on site but subject to conditions restricting surface car parking on delivery of the scheme and also to limit Jarrold/B1 parking across the wider site (both sides of the City Wall) to the levels agreed in the 2007 consent. Other key considerations are acceptable subject to condition. The recommendation is therefore to approved subject to conditions.

Recommendation

To approve Application No. 15/01927/O, Barrack Street Development Site, Barrack Street, Norwich and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of affordable housing and subject to the following conditions:

1. Standard time limit and specification of reserved matters;
2. Reserved matters to be broadly in compliance with the parameters plan;
3. Reserved matters to include provision for 3,680sqm of public open space;
4. Reserved matters to include an energy statement;
5. Contamination risk assessment, site investigation, remediation and verification plan;
6. Contamination verification report;
7. Contamination monitoring, maintenance and contingency;
8. Contamination not previously found;
9. Certification of imported material;

10. Archaeology written scheme of investigation;
11. Finished floor level;
12. Sound insulation to habitable rooms facing Barrack Street;
13. Details and provision of fire hydrants;
14. Details of the surface water drainage scheme to be submitted;
15. Condition parking provision;
16. Surface car parking to cease on first use of the 127 space B1/Jarrold car park;
17. Restriction of 442 B1/Jarrold spaces across the wider site (both sides of the City Wall);
18. 10% of dwellings to be constructed to meeting M4(2) building regulations for accessible and adaptable dwellings;
19. Development to be constructed to achieve 110 litres/person/day water efficiency.

Informative Notes:

1. Construction working hours
2. Anglian Water assets close to site

Article 31(1)(cc) statement

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

- PLOT A & E RED LINE BOUNDARY
- LOCATION OF BUILDINGS, CAR PARKING, PUBLIC OPEN SPACE AND LANDSCAPING
- ⇄ KEY VISTA TOWARD THE CATHEDRAL
- ZONE OF TOLERANCE FOR VEHICULAR ACCESS
- ⇄ KEY VEHICULAR ACCESS
- ⇄ KEY PEDESTRIAN ACCESS
- ⇄ KEY CYCLE ACCESS
- 3M SET BACK FROM CURB LINE TO BARRACK STREET

LAND USE	RESIDENTIAL	200 UNITS
	PUBLIC OPEN SPACE*	3,680 SQ M
	CAR PARKING	TOTAL 277 SPACES
	RESIDENTIAL	150 CAR PARKING SPACES
	B1 / JARROLD	127 CAR PARKING SPACES

* PUBLIC OPEN SPACE INCLUDES OPEN SPACE, GREEN CORRIDORS, CHILDREN'S PLAY AREA, INCIDENTAL OPEN SPACE AND HARD AND SOFT LANDSCAPING INCLUDING THE BOULEVARD AND STREET TREES

Plot Area Data By Address

PLOT A & E PARAMETER PLAN

DATE	REVISION	BY	DATE	DATE	DATE
15.12.2018	1	TJ	15.12.2018	15.12.2018	15.12.2018
15.12.2018	2	TJ	15.12.2018	15.12.2018	15.12.2018

