

**Report to** Cabinet  
15 March 2017  
**Report of** Head of planning services  
**Subject** Anglia Square Policy Guidance Note

**Item**

**6**

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**Purpose**

To consider the adoption of the Anglia Square Policy Guidance Note (ASPG).

**Recommendation**

To adopt the Anglia Square Policy Guidance Note as non-statutory guidance for the comprehensive redevelopment of the Anglia Square site.

**Corporate and service priorities**

The report helps to meet the corporate priority a prosperous and vibrant city.

**Financial implications**

None

**Ward/s:** Mancroft

**Cabinet member:** Councillor Bremner - Environment and sustainable development

**Contact officers**

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**Background documents**

None

# Report

## Introduction

1. The regeneration of Anglia Square and surrounding vacant land is the most significant development opportunity in the northern city centre area, and is one of the council's most important regeneration priorities. The comprehensive redevelopment of the Anglia Square site has the potential to radically transform both the site and the wider area.
2. The Anglia Square site was purchased by Columbia Threadneedle in 2014 and the new owner is working with its development partner Weston Homes to develop proposals for the comprehensive redevelopment of the site.
3. Since the expiry of the Northern City Centre Area Action Plan in March 2016 there is no site specific policy for Anglia Square in the current local plan, although the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk supports the comprehensive development of the site. The current Local Development Scheme envisages production of a supplementary planning document to guide development of this site, however following discussions with the site owner it was considered more appropriate to address policy issues separately from detailed design issues. The policy guidance note (PGN), attached at Appendix 1, has therefore been produced to respond to the developer's emerging proposals for the site, setting out the relevant planning policy and broad principles for the development of the site and surrounding area.
4. Once adopted, the PGN will provide non-statutory guidance in response to the outline proposals, and will be a material planning consideration in the determination of any subsequent planning application for the site, albeit with less weight than an adopted planning policy.

## Public consultation and consideration by Sustainable Development Panel

5. At its meeting on 7 November 2016, the head of planning services consulted the sustainable development panel prior to the public consultation on the draft PGN. The public consultation took place between 18 November and 9 January. Responses were received from 28 individuals and organisations within the consultation period, comprising a total of 88 specific comments.
6. Responses were made by a wide range of individuals and organisations. Statutory consultees which have responded include Norfolk County Council (including comments from education, infrastructure, minerals and waste, and economic development service areas, and as Lead Local Flood Authority), Norfolk Historic Environment Service, Norfolk Fire and Rescue, Norfolk Constabulary, Historic England, and Anglian Water. In addition comments have been received from a range of local interest groups, individuals, organisations and businesses, including the Norwich Society, St Augustine's Community Together (ACT), and Magdalen Street Celebration.

7. Sustainable development panel considered the responses to the public consultation at its meeting on 22 February 2017.
8. Comments were made on a wide range of issues covered in the PGN and in response to the specific consultation questions. A summary of the comments made are set out in the SD Panel report. The majority of consultees welcome the proposed redevelopment of Anglia Square, particularly in terms of redeveloping vacant land and buildings, enhancement of public spaces, and improving its connectivity with the surrounding area and city centre. The site's suitability for high density residential development is also supported by a number of consultees. There was also strong support for enhanced community facilities including the area under the flyover.
9. However a number of consultees, particularly local residents and businesses, highlight the need to reflect the existing diversity and vitality of the surrounding area within the PGN and to ensure that the development will not impact negatively on its character and existing community. Also many consultees stress that the delivery of significant affordable housing on the site is a priority, to meet local need. In relation to employment, the inclusion of some live/work units is proposed by some consultees and specifically some provision for local artists and craftspeople and for small business start-ups. In relation to heritage and views, some comments stress the need to ensure that appropriate viewpoints are taken into consideration in the design of the development, and others highlight the importance of acknowledging existing heritage assets in this area including locally listed buildings. Some concerns were raised about viability issues, proposing that any assessment of the scheme's viability should be made public and subject to independent scrutiny.
10. A number of changes were proposed to the emerging PGN in the light of the consultation response including:
  - Amendment of the vision and objectives to clarify that, in seeking development of a balanced community, the development of the site should complement the existing local community and uses already within this part of the northern city centre. Several other references to the existing diversity and vitality of the wider area are also proposed elsewhere in the document including the Introduction;
  - Encouragement for provision of artists' accommodation and some live-work units within the development to enable the retention of some artists and craftspeople on site and to assist small local businesses;
  - Inclusion of a new section on specific design considerations including amenity, fire and safety, permeability, and air quality;
  - Map 3 (Key viewpoints and vistas) is updated to show additional viewpoints, and a new Map 4 added (Heritage assets);
  - Amendment to the viability section to clarify the expectation that sufficient information will need to be provided in the public domain to enable the public to understand the reasons for decisions made by the council on the planning application.
11. In relation to community provision, Norfolk County Council proposed that provision should be made within the development for a site for a new primary sector school. No change was proposed to the PGN in response to this comment. The document already states that the need for educational provision

will be determined by the nature of the development (which will become clearer when more detailed proposals are available), and will also be informed by viability considerations.

12. Members of sustainable development panel generally welcomed the proposed changes to the PGN as set out in the panel report of 22 February, and recommended some additional changes which are now incorporated in the revised document set out at Appendix 1. These include some minor typos and factual updates, however also included the further changes set out below:
  - Add reference in the Objectives to the need to improve accessibility for those with mobility issues.
  - Add reference in the Public realm section to encourage involvement with local disability groups at an early stage in the design process;
  - In the Retail section, make reference to encouraging links between Anglia Square and the rest of the Large District Centre particularly Magdalen Street;
  - Amend the section about the area under the flyover to ensure that any proposals retain the character and culture of the area and do not over-sanitise this public space.

## **Conclusion and next steps**

13. The proposed final Policy Guidance Note is set out at Appendix 1. The document reflects the responses made to the recent public consultation and the recommendations of Sustainable Development Panel. Members are asked to authorise its adoption. The adopted PGN will provide non-statutory guidance in response to the outline proposals, and inform the detailed design process for the comprehensive redevelopment of this key regeneration site.
14. Alongside the development of the PGN the developer has conducted its own consultation on its outline proposals and has commenced participation in a process of Design Review, which will help inform the detailed development proposals.
15. This process is continuing and it is expected that further consultation on the detailed emerging proposals will commence shortly. It is anticipated that a planning application will be submitted in late spring 2017.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Cabinet
<b>Committee date:</b>	15 March 2017
<b>Director / Head of service</b>	Dave Moorcroft / Graham Nelson
<b>Report subject:</b>	Anglia Square Policy Guidance Note
<b>Date assessed:</b>	27 February 2017
<b>Description:</b>	Members are asked to adopt the PGN as non-statutory guidance for Anglia Square.

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Economic development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The adoption of this PGN should provide greater certainty for the developer of the site and assist with bringing forward development on the site which should have a positive impact on the local economy.
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The guidance note positively addresses local concerns regarding the impact of the redevelopment of Anglia Square on community cohesion.
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No impact identified
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Adoption of the PGN should have a positive impact on transportation matters relating to the redevelopment of Anglia Square, as the document will be a material consideration in the planning application process.
Natural and built environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Adoption of the PGN should have a positive impact on the built environment aspects of the redevelopment of Anglia Square, as the document will be a material consideration in the planning application process.
Waste minimisation & resource use	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no direct impacts on waste minimisation and resource use arising from the adoption of this PGN.

	Impact			
<b>Pollution</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Adoption of the PGN should have a positive impact on pollution impacts arising from the redevelopment of Anglia Square, as the document will be a material consideration in the planning application process.
<b>Sustainable procurement</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no direct impacts on sustainable procurement from the adoption of the PGN.
<b>Energy and climate change</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Adoption of the PGN should have a positive impact on energy and climate change, as the document will be a material consideration in the planning application process.
<b>(Please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Risk management</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Likely to be neutral if the PGN is adopted.

## Recommendations from impact assessment

### Positive

The PGN should have some positive impacts following adoption as it will be a material planning consideration.

### Negative

No negative impacts have been identified.



**Neutral**

Impact is assessed to be neutral in relation to the majority of issues.

**Issues**

Non adoption of the PGN is likely to result in uncertainty for the site's developers and delay to the process of bringing forward a planning application or applications for this key site, with potential impacts on the local economy and environment.



# **Anglia Square and surrounding area: Policy Guidance Note**

**March 2017**

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## 1. Introduction

- 1.1 Anglia Square is the most significant development opportunity in the northern part of the city centre and one of Norwich City Council's most important priorities for regeneration. Its redevelopment has the potential to regenerate both the site itself and act as a catalyst to the regeneration of this quarter of the city centre.
- 1.2 This area surrounding the site (the 'northern city centre') is historically one of the longest settled parts of Norwich and contains a wealth of heritage, as well as functioning as part of Norwich's retail and leisure centre. Despite its location and heritage the area has experienced physical and economic decline for several decades, including closure of large scale offices at Sovereign House and Gildengate House, a decline in retail and public realm quality, and the closure of the multi-storey car park. Recent highways improvements including a new one-way traffic gyratory system for St Augustine's Street / Magpie Road / Edward Street and improvements to Gildencroft Park have benefitted the area but significant additional investment is required to deliver its regeneration. In recent years however, partly due to relatively low property values, the northern city centre area has developed into one of the most culturally diverse parts of the city, with distinctive local shopping and leisure facilities and a vibrant local community, and is a growing location for small start-up businesses.
- 1.3 Anglia Square was purchased by Columbia Threadneedle plc in 2014. The council's vision goes beyond Anglia Square itself and therefore this policy guidance note also sets out the council's aspirations and expectations for the wider area. It should be noted that although Columbia Threadneedle's ownership includes most of the land between Pitt Street and Magdalen Street there are two small parcels that remain in third party ownership. Two other parcels of land to the north of Edward Street and north-west of New Botolph Street are also in the same ownership and are covered by this guidance note. A further parcel of land to the east of Edward Street is also within the ownership of Columbia Threadneedle and covered by this note given that it is a potential development opportunity closely related to the Anglia Square site, however this parcel of land is not included in the emerging proposals outlined below. The wider area covered by the guidance note is illustrated on Map 1. The land within the planning application boundary is approximately 4.28 hectares in size.
- 1.4 Columbia Threadneedle have identified Weston Homes PLC as their preferred development partner to lead the redevelopment of the site, and together with their planning advisers are developing proposals for the comprehensive redevelopment of the square. An initial outline of their proposed approach to redeveloping the square was produced in November 2016. It proposes a dense, urban redevelopment including a reinforced retail and leisure offer at the ground floor level with significant potential for residential and other uses at higher levels. This concept was the subject of

public consultation, which was held in December 2016. In the light of that and other consultations, including with the City Council, Weston Homes and Columbia Threadneedle are working up a detailed scheme for submission as one or more planning applications.

- 1.5 The Council revised its Local Development Scheme in June of this year. This contained reference to the intention to produce a Planning Policy and Design Framework for Anglia Square to assist bringing forward the comprehensive redevelopment of the square. However, as discussions proceeded it was considered appropriate to separate out policy matters from the consideration of more detailed design issues and the Council produced a draft policy guidance note (PGN) in November 2016 for consultation.
- 1.6 The PGN has been revised following a successful public consultation between November and January. A total of 28 individual responses were received from statutory organisations, local interest groups and the local community, comprising 88 specific comments. Following consideration at Sustainable Development Panel in February 2017, the PGN was approved by Cabinet in March 2017<sup>1</sup> as non-statutory guidance for the comprehensive redevelopment of Anglia Square. It will be used to inform the detailed design process and submission of a planning application, or applications, in Spring 2017.
- 1.7 The council's aim in producing the PGN is 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. This document 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 development, and specifies the range of supporting documentation required in support of the planning application.

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<sup>1</sup> Subject to the decision of Cabinet on 15<sup>th</sup> March 2017.

**Map 1: area covered by the Policy Guidance Note**



## **2. Status of document**

- 2.1 Anglia Square was allocated for comprehensive mixed use development in the 2004 Replacement Local Plan and subsequently allocated in the Northern City Centre Area Action Plan (NCCAAP, 2010). However the NCCAAP expired in March 2016. The adopted Joint Core Strategy for Broadland, Norwich and South Norfolk (JCS) supports the comprehensive regeneration of the Northern City Centre and Anglia Square.
- 2.2 There is a wide variety of possible forms of redevelopment of the square that may be acceptable. This policy guidance note has been produced in response to the particular form and nature of development that has been proposed by the market. It is not an attempt to revise the development plan or to provide comprehensive advice on the full range of development possibilities that this site could accommodate.
- 2.3 The PGN is proposed as non-statutory guidance in relation to a particular development which will be a material consideration in the determination of any subsequent planning application for the site, albeit with somewhat less weight than an adopted supplementary planning document (SPD). The current Local Development Scheme envisages production of a SPD for this site, however the advantage of a non-statutory guidance note is that it can be produced more quickly and enable the submission of a planning application sooner than would otherwise be the case.



### **3. Background and Site Analysis**

3.1 Anglia Square is situated within Norwich city centre as defined in the Development Management Policies Plan and Joint Core Strategy. However it is separated from the primary shopping area by the Inner Ring Road (St Crispin's Road), which acts as a barrier to movement to and from the core city centre. Anglia Square acts as a key gateway to the city centre when arriving from the north. However, the site is significantly under-utilised and sits partially vacant, with the remaining buildings in a state of decline. The layout and design of the site is dated and some of the previous development has severed clear routes through Anglia Square and has a negative impact on permeability, to the detriment of the surrounding area.

#### **Large District Centre role**

3.2 Anglia Square is part of the designated Large District Centre including St Augustine's Street and Magdalen Street in Greater Norwich's hierarchy of centres, serving an important role in terms of the convenience and comparison needs of the northern part of the city, yet complementary to the primary retail area in the centre of the city. Anglia Square also currently provides a limited community and leisure role, with the central square developed in the 1970s and a four screen cinema.

3.3 Whilst a significant centre, it provides a different and more localised retail offer to the primary retail functions and fashion-led shopping centres of Castle Mall and intu Chapelfield, serving the convenience needs of the largely residential areas to the north, east and west.

#### **Existing Land Uses**

3.4 Currently there are multiple retail units fronting onto all sides of Anglia Square itself, including Iceland, Boots and a variety of discount and local retailers. A four screen cinema is also situated within the shopping centre, elevated above the retail units on the ground floor. The physical fabric of the shopping centre is dated and the retail units provide a more localised offer than other district centres within the city, representing its role in the hierarchy as below and 'supplementary' to the primary shopping role of the city centre. However, Anglia Square remains a popular retail and leisure destination and the retail units retain a relatively high level of occupation.

3.5 The existing seven storey Sovereign House, an example of brutalist architecture, runs in a north-south direction along Botolph Street, was last used for office purposes, and has been vacant since Her Majesty's Stationary Office (HMSO) pulled out in the late 1990s. Currently, this particular building stands in the way of a clear connecting route running east-west through the site. It does not lend itself to conversion and makes a poor impression on the surrounding landscape.

- 3.6 The existing Gildengate House, is six storeys in height and built over shops beneath and was also used for office purposes. This building is currently underused and only temporarily occupied in part by artist studios.
- 3.7 The northern part of the site comprises a multi-storey car park, which was closed in 2012, with two further surface level car parks occupying the vacant western part of the site, providing approximately 600 parking spaces across the site. The eastern part of the site also acts as a public transport hub, with bus stops located along Magdalen Street reinforcing Anglia Square's role as a northern gateway to the city.
- 3.8 Within the southwestern corner of the site is Surrey Chapel Free Church, alongside a number of locally listed buildings some of which are occupied by temporary uses such as the Men's Shed, Print to the People and the car wash.

### **Urban Grain and Topography**

- 3.9 The site comprises an island of development physically separated from the surrounding city by the existing road infrastructure surrounding Anglia Square on all sides, including St Crispin's Road dual carriageway to the south, which rises to form a flyover above Magdalen Street at the south-eastern corner of the site. This currently presents a significant barrier to permeability and connectivity from the site to the wider city centre, particularly for pedestrians and cyclists. The comprehensive redevelopment of Anglia Square in the 1960s and 1970s disconnected the site from the surrounding traditional street pattern, and reduced the legibility of the area.
- 3.10 The ground level falls noticeably from the highest points of the site to the west, down towards the lowest point within the south-eastern portion of the site, around which the shopping centre is focussed.

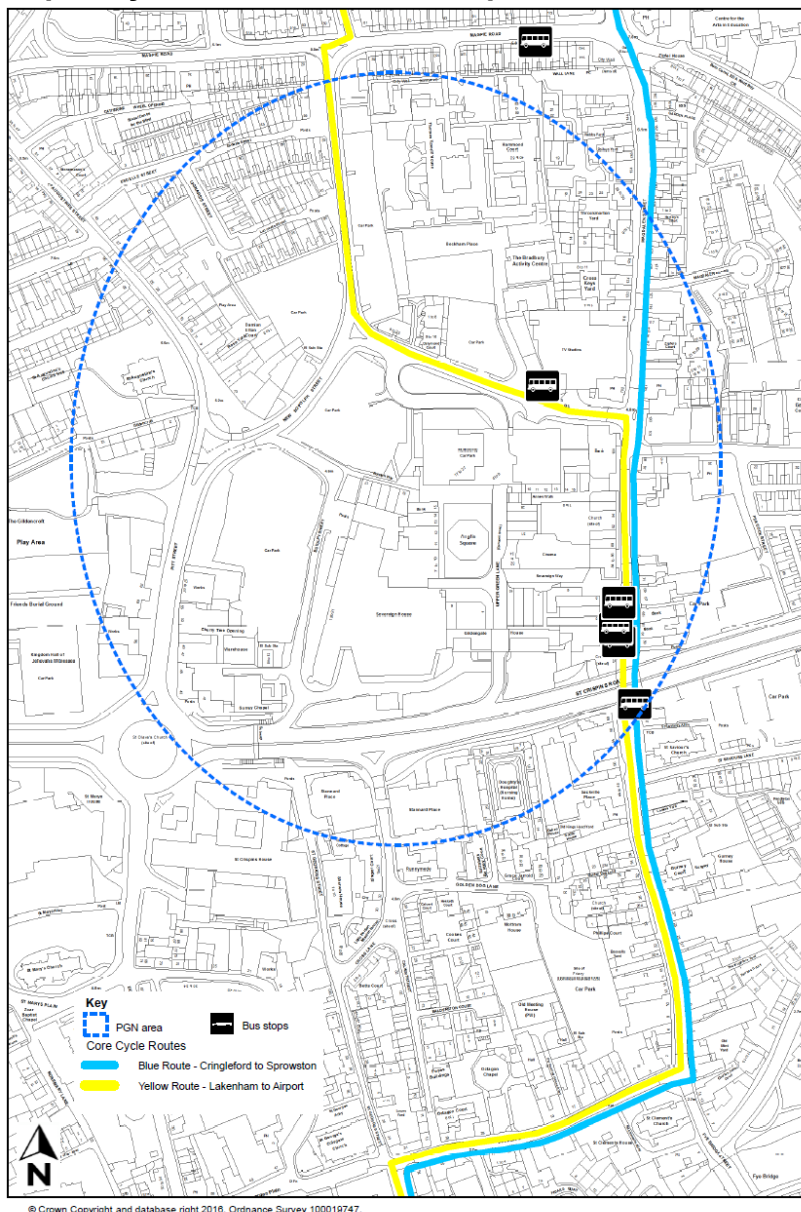
### **Pedestrian, Cycle and Vehicle Movement**

- 3.11 Anglia Square is accessible on foot from much of the surrounding area, with Magdalen Street providing the primary pedestrian route to and from the historic city centre. St Crispin's Road however effectively isolates the site from the south other than via the underpass from St George's Street or under the flyover at Magdalen Street. Both provide low quality experiences when approaching the site from the south. To the west, Pitt Street is a hostile pedestrian environment, although crossing is possible from St Augustine's Street. Traffic contributes significantly to poor air quality in the area, although the gyratory system was delivered to deal with air quality issues in this area. The area covered by the PGN falls within a 20 mph zone.
- 3.12 With regard to cycle accessibility, the blue pedalway uses Magdalen Street to connect the north of the city to the centre. This access was recently improved by allowing southbound cyclists to enter Magdalen Street from Magdalen Road. The yellow pedalway branches off from Magdalen Street into Edward Street before heading north via Heath Road and Angel Road.

There are plans to re-route the yellow pedalway on a more direct alignment from St George's Street to Edward Street via Botolph Street. This is currently frustrated by the barrier of St Crispin's Road. See Map 2 below which shows cycle routes and bus stops in the vicinity of the site.

- 3.13 The site is readily accessible by bus and car, and comprises a northern gateway to Norwich City Centre. Magdalen Street at the eastern edge of the site in particular comprises the principal north-south bus route from the north of the city into the centre and is a major node for public transport in the north of the City. The St Crispin's Road dual carriageway to the south of the site provides vehicular access to Anglia Square at two points, located adjacent to Surrey Chapel and leading underneath Gildengate House.

**Map 2: cycle routes and bus stops**



### **Existing Building Heights**

- 3.14 Whilst the majority of the existing buildings within Anglia Square are 3 to 4 storeys in height, the dominant structures of Sovereign House, Gildengate House and the multi-storey car park range from 7 to 8 storeys, thereby providing a significant element of height and mass to the existing development.
- 3.15 The buildings surrounding the site to the north and east are largely of a traditional character forming terraced streets of two to three storeys in height although there are some four storey flats directly opposite the site off Edward Street. The taller buildings currently on the site are some distance from these buildings. Additionally, there are also some taller office buildings located on the southern side of St Crispin's Way.

### **Constraints**

- 3.16 **Historic environment:** The Anglia Square site sits within a sensitive historic environment. It 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. The conservation area character appraisals provide an overview of each character area, including its significance in terms of the historic environment, identify landmarks, views and key characteristics, and appraise positive and negative features of the area.
- 3.17 The site lies in the vicinity of a number of 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 two Grade I listed churches nearby, to the south of St Crispin's Road: St Martin at Oak and St Mary's Coslany.
- 3.18 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.
- 3.19 Anglia Square is highlighted as 'negative' within the city centre conservation area appraisal (2007). It is considered to be of low heritage value and significance but nevertheless it should be acknowledged that the

area benefits from some limited aesthetic, historic and communal heritage value in terms of Historic England guidance<sup>2</sup>. These attributes are explored in paragraphs 3.20 to 3.23 below. However, it is ultimately a failure in townscape terms with buildings of low quality design and materials, inactive and defensive street frontages and complicated circulation arrangements both within the development, but also poor connectivity with the wider townscape and city. The council considers Anglia Square's aesthetic value and significance to be low. The wider development is of poor townscape and architectural quality. Its design is now extremely dated with poor building materials, featuring concrete roof tiles and low quality red brick. The Magdalen Street frontage lacks inspiration and the upper floor levels crudely overhang the pavement, which is oppressive for pedestrians. The scale of buildings on Magdalen Street largely corresponds to the surrounding townscape. Edward Street is fronted by a large ugly service yard and a looming multi-storey car park that is unused. The inactive frontage creates another dark and unwelcoming street. The whole Anglia Square development is considered unsuccessful from an urban design perspective, with high level and covered walkways and stairwells that are confusing to the user and feel insecure and potentially unsafe. The development served to disrupt and erode the historic road network and effectively severed links between the city and its northern suburbs and between Magdalen and St Augustine's Streets. The scale and location of Sovereign House blocks views of Norwich Cathedral. This presents an opportunity for improvement.

3.20 The development covers one of the oldest north-south routes in the city (currently named Botolph Street) and the site of three lost churches – St Botolph, St Olave and St Margaret Combust meaning there is some archaeological value to the site. The applicant would need to address the archaeological implications for the site as a result of any re-development upon application.

3.21 The development, which was constructed by Alan Cooke Associates between 1966-68, is of some historic heritage value as an interesting example of an ambitious re-development project of the 1960's and as an example of provincial brutalism. It is the only development of its kind in Norwich. Sovereign House is an example of Brutalism architecture with robust concrete buttressing at the lower levels to its starkly horizontal emphasis and long ribbon windows and angular glazed stair towers. It divides opinion locally but the majority view is that its overall appearance is oppressive and undermined by a later re-cladding in corrugated panels. The bulk of the building and its awkward protruding lift plant on the roof undesirably dominates its surroundings. Having now been vacant for almost a decade, with no sign of re-use or re-occupation, Sovereign House is in a

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<sup>2</sup> Historic England: Conservation Principles, Policies and Guidance  
(<https://content.historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/conservationprinciplespoliciesguidanceapr08web.pdf/>)



very poor state of repair, to the detriment of the appearance of the conservation area.

- 3.22 The wider Anglia Square development is a highly visible element within the city and an area of well-utilised public space. It has some social/communal value as a result of its former use as an HMSO office, and provides retail/ leisure services that are well used and well regarded despite its rather tired appearance. However, the positive aspects of the public space in Anglia Square could be improved in a new scheme and the space has the potential to be even better used, and connected with the surrounding townscape.
- 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 taller buildings currently on the site are some distance from these buildings. 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.
- 3.24 **Contamination:** the site has been used for a variety of uses in the past, including industrial, and may be subject to contamination. Given this and its underlying geological conditions, it is anticipated that proposals for redevelopment of Anglia Square will need to be accompanied by a program of groundwater monitoring and reporting, as well as soil investigation, sampling and chemical analysis to assess the risk from potential underlying contaminants. Ground gases are likely to be present in the sub-soil underlying the site, and thus gas monitoring, assessment and reporting are likely to be required to characterise the site in relation to the gas regime. Any subsequent planning application(s) should be accompanied by a suitable Contaminated Land Assessment.
- 3.25 **Flooding and drainage:** Anglia Square is located relatively close to the existing watercourse of the River Wensum that flows through the City Centre. The underground hydrology of the site will be impacted by the presence of the river which will complicate the future construction of the site, and in particular the foundation design, where it will be required to support taller buildings. 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.
- 3.26 **Landscape and trees:** the site includes a group of ten London Plane trees and two lime trees fronting onto St Crispin's Road which soften the impact of both the road and the existing dominant buildings of Anglia Square. The wider group is designated as Open Space under Local Plan policy DM8.

3.27      **Key Views:** the site presents a visual gateway to the city, however the existing approach from the north provides an aspect over surface level car parks and the dated, partially vacant buildings of Sovereign House and the shopping centre.

## 4. Recent Planning History

- 4.1 The site now occupied by Anglia Square was originally cleared as part of the construction of the inner ring road (St Crispin's 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 is still undeveloped.
- 4.2 There have been a number of consents granted for the Anglia Square site in recent years.
- 4.3 Planning consent was granted in October 2009 (08/00974/F) for comprehensive regeneration of Anglia Square and environs for mixed use development, including approximately 200 residential units, a foodstore (clarify size), a bridge link from St. Crispin's, 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 Crispin's Road.
- 4.4 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 Crispin's Road, and closing of subway. Also, additional retail and other town centre uses (Class A1, A2, A3, A4) totalling 3,565 sqm net, a creche (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.
- 4.5 Planning consents were also granted for latter 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.
- 4.6 Two further planning permissions were also granted to facilitate the delivery of the development as set out above (references 11/00162/O and 11/00163/C).



4.7 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.

## 5. Vision and objectives

5.1 The council is committed to ensuring the comprehensive redevelopment of Anglia Square which has the potential to act as a catalyst for wider change within the wider northern city centre area in combination with the redevelopment of other key sites including Duke's Wharf, the former Jarrold's printwork site on Whitefriars and the adjacent Barrack St site, St Mary's Works on Duke Street, and St George's Works.

5.2 Anglia Square affords the potential to deliver a significant and positive addition to the City. The current retail centre is easily accessible and well located but lacks a critical mass, diversity of tenants and is influenced by the degraded physical environment in the area. Café and restaurant offers are limited, the cinema is poorly integrated and much of the development is below market standard. Furthermore the night-time economy is limited with few shops/services open after standard shopping hours limiting natural surveillance and offering the potential for anti-social behaviour. Potential exists to deliver a significant mixed use quarter and to transform the existing retail offer with more and improved format stores, alongside the addition of an enhanced leisure role and a greater provision of food and drink outlets that operate across a far wider period of time than exists at present.

5.3 The NCCAAP contained a considerable amount of information about the aspirations and vision for the regeneration of the wider area. This included much that is specific to Anglia Square. Much of this vision is considered to remain relevant to date notwithstanding the time that has lapsed since the plan's adoption. The following vision and objectives reflect and update those in the NCCAAP, and provide a high level overview of the Council's aspirations for the redevelopment of the site and surrounding area. They also have been updated to address concerns raised through the public consultation about the impact of any future development on the diverse character and communities which exist in the surrounding area.

### 5.4 Proposed 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 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.

### 5.5 Proposed objectives:

The development of the site should:

- 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;
- achieve sustainable, energy efficient and high quality design and create an attractive environment for people living in, working in and visiting the area;
- reinvigorate the local area's economy, including providing for new employment opportunities;
- 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, with commercially attractive retail units based around an appropriate shopping circuit to maximise footfall to all units and thus ensure the long term viability of the retail offer, and acting as a catalyst for the wider economic regeneration of the northern city centre;
- 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;
- provide enhanced tourism, arts and cultural provision including potential for hotel and student accommodation, as well an enhanced evening economy that will include restaurants, cafes, bars and a cinema;
- provide for improved public transport facilities in the immediate vicinity of the site;
- enhance opportunities for pedestrian and cycle movement through the site suitable for all, including those with disabilities, and linking with the wider area; and
- encourage the development of a balanced community including contributing to the provision of enhanced community facilities and recreational opportunities to meet local needs and complement the existing local community and the diverse mix of uses that already exist within this part of the city centre.

## 6. Policy context

### **National Planning Policy Framework (NPPF)**

6.1 The National Planning Policy Framework (NPPF, 2012) emphasises the importance of delivering a wide choice of high quality homes and creating sustainable, inclusive and mixed communities. It attaches great importance to good design, enhancing the historic environment, and promoting competitive town centre environments, and stresses the important role that residential development can play in ensuring the vitality of centres. The NPPF states at paragraph 11 that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise, in accordance with planning law<sup>3</sup>.

6.2 It should be noted that the Government proposes to amend the NPPF, although the timescale for this is not yet clear.

### **Joint Core Strategy (JCS)**

6.3 The adopted JCS provides the policy context for Anglia Square until 2026 and provides a framework for future development of the site. JCS Policy 11 promotes 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. Redevelopment of brownfield sites will contribute to the economic, social, physical and cultural regeneration of the city centre. The policy states that housing densities in the city centre will generally be high but that family housing will also be provided to achieve a social mix.

6.4 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.

6.5 JCS 11 also highlights the importance of improvements to the public realm, open spaces, walking and cycling provision and sustainable transport access. In particular the city centre key diagram proposes improved public realm linking Anglia Square with the city centre.

6.6 In addition, JCS policy 19 identifies Anglia Square/Magdalen Street as a Large District Centre, where new retailing, services, offices and other town centre uses will be encouraged at a scale appropriate to its form and

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<sup>3</sup> Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990.

function. The Large District Centre is intended to meet the shopping needs of residents of north Norwich and provide for a mix of activities. Currently the Centre lacks a sufficient diversity of stores to meet this role.

### **Norwich Development Management Policies Plan (DMPP)**

- 6.7 Many of the DMPP policies are relevant to the Anglia Square site; these are set out in Appendix 1. Section 7 below (Policy Guidance) makes reference to the most relevant local plan policies.

### **Northern City Centre Area Action Plan**

- 6.8 The Northern City Centre Area Action Plan 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. The area action plan was based on extensive public and stakeholder consultation and many of its key principles are reflected in the current policy framework, so still have relevance. See Appendix 1 for a summary of the NCCAAP proposals relating to Anglia Square.

- 6.9 Following the expiry of the NCCAAP in March 2016 there is now limited direction to support the development of this important area within Norwich. This document however, provides important baseline information with regards to the potential for development in this area and the previous policy contains some principles which remain relevant today. However, the overall vision for the area has changed to reflect changes in planning policy and the current economic and market context.

### **Emerging Greater Norwich Local Plan (GNLP)**

- 6.10 Broadland District Council, Norwich City Council and South Norfolk Council, working with Norfolk County Council have agreed to produce the Greater Norwich Local Plan. The GNLP will have an end date of 2036. The production of the GNLP is at an early stage, with the Call for Sites recently completed. It is anticipated that an allocation will be included in the GNLP to reflect the potential of the site and to encourage its redevelopment should the particular scheme under consideration not be pursued. However, the GNLP is not expected to be adopted until 2020 and it is not considered necessary to have the GNLP in place before planning permissions are issued to facilitate the comprehensive redevelopment of the area.

## 7. Policy Guidance

### Housing

- 7.1 The emerging proposals for Anglia Square published in November 2016 (see <http://www.angliasquare.com/>) suggest that in excess of 1,000 residential dwellings will be provided as part of a comprehensive redevelopment of the site.
- 7.2 The policy context for housing provision is provided by Joint Core Strategy policy 4, whilst DM12 in the Development Management Policies Plan sets out the policy principles that apply to all residential developments, 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.
- 7.3 JCS policy 4 reflects evidence on housing needs and seeks that between 2008 and 2026, 33,000 net additional homes (1,833 per year) will 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. Since adoption of the JCS, due to market conditions, delivery of new housing has been running at levels below that necessary to achieve the levels set in the JCS both within the City Council area and across the wider NPA notwithstanding a very large stock of unimplemented planning consents.
- 7.4 JCS policy 4 requires that 33% of all housing on larger development sites is delivered in the form of affordable housing. It also requires proposals for housing to contribute to the mix of housing required to provide balanced communities and meet the needs of the area.
- 7.5 As required by government the local authorities keep housing needs under review. The latest housing needs assessment (the Strategic Housing Market Assessment for Central Norfolk) was published in January 2016 and is available [here](#). This looks across a longer period than the Joint Core Strategy (to 2036) but in general terms it shows the need for a similar annual rate of development across the NPA (1,700 dwellings per year). This has yet to be tested and incorporated into the development plan so will not carry full weight in the decision making process.
- 7.6 The study suggests that a very considerable proportion of housing need in the NPA is derived from the City's population as this tends to grow more rapidly than other parts of the NPA due to both in-migration and natural growth. Almost a half of the entire housing need of the NPA (47%) is derived from the City and, given the limited capacity of the City Council's area to accommodate new development, it is likely that provision will need to be made through the GNLP to meeting some of these needs outside its

boundary. The redevelopment of Anglia Square provides the opportunity to meet a significant element of this need within the city centre.

7.7 The study also looks at property size and tenure issues. Of the predicted needs for market housing arising from the City, approximately 38% of the needs will be for 1 and 2 bedroomed properties. 35% of all housing needs of the City are generated by households who are not able, or predicted to be able, to meet their own needs in the housing market (either by private rented or owner occupied housing) and therefore are in need of affordable housing. Of these households, 60% will have a need for 1 and 2 bedroomed properties.

7.8 It is also relevant to note the position on housing land supply as this has been clarified following a recent decision of the Secretary of State in relation to a planning appeal at Wymondham (in the South Norfolk part of the NPA – see appeal ref APP/L2630/W/15/300704, dated 8th September 2016). This concluded that the total land supply in the NPA demonstrated was 4.22 years, and that the shortfall amounts to some 2,189 dwellings. This is a significant planning consideration which effectively limits the weight that can be applied to policies constraining housing supply in planning judgements. However, it should be noted that the shortfall is not especially great in the context of the wider NPA and it is possible that the shortfall may be recovered within the next year, especially with a contribution from this site.

7.9 In relation to the specific issue of housing in Anglia Square, the policies in the NCCAAP set appropriate targets for the delivery of housing in the plan area: policy LU3 setting a minimum of 900 dwellings to be delivered across the area as a whole and policy AS1 requiring at least 250 of these to be provided within the mixed use allocation at Anglia Square. Such targets not only reflected the overall housing needs at the time, but also the benefits that residential development would bring to Anglia Square in particular.

7.10 Taking the above into account there is clearly no policy constraint on proposals for Anglia Square that would deliver significantly more housing than previously envisaged either in the Northern City Centre Area Action Plan or in previously consented schemes. However, without further analysis to determine the practical capacity of the site to accommodate development, it is not considered appropriate or possible to set a maximum dwelling figure at this stage. In practice the residential capacity of the site will require careful balancing of the following considerations:

- The constraints on the scale of development (both in terms of height and massing and the infrastructure that is needed to support a sustainable development whilst respecting local heritage and retaining a balanced community);
- The need to deliver an appropriate mix of accommodation sizes and tenure types;
- The desirability of including other land uses as part of the mix proposed (such as employment generating uses, community and leisure facilities); and



- The need to ensure that any proposed redevelopment is capable of being delivered.

7.11 Recent government announcements highlight a continuing focus on housing delivery including a pledge to ‘take unprecedented steps’ to boost housing delivery and to radically increase brownfield development. The Secretary of State for Communities and Local Government announced on 3rd October 2016 the intention to “bring forward a package of measures to encourage urban regeneration and to build on brownfield land. We want to radically increase brownfield development and bring life back to abandoned sites. That means delivering high quality housing for families, bringing new energy to our high streets and town centres ... .. abandoned shopping centres being transformed into new communities ... .. and increasing density of housing around stations to build homes that people want to live in.” The Housing White Paper Fixing our broken housing market was published in February 2017, and sets out a range of measures to enable more new homes to be built. Its aims include planning for new homes in the right places to meet demand, building homes faster, and diversifying the housing market. The White Paper is currently subject to public consultation ending in May.

7.12 Various other forms of residential accommodation may also be appropriate within the Anglia Square development, in addition to general market housing and affordable housing. Given its sustainable location and the proposed high density form of development, the site could be suitable for an element of student accommodation or specialist housing for the elderly, in accordance with the criteria in policy DM13.

7.13 In summary, alongside the enhanced retail function of Anglia Square, this site is considered to be a suitable location for a significant amount of residential development, having regard to its sustainable location within the city centre and its identification as an ‘area of change’ in the 2011 Joint Core Strategy.

## **Employment**

7.14 The emerging development proposals include a range of retail and leisure uses on the Anglia Square site with the potential to generate employment opportunities in the area, but do not include the provision of office development or other forms of employment development.

7.15 The Northern City Centre Area Action Plan previously supported office development as a component of mixed use regeneration in this area, but did not necessarily prioritise it. Policy DM19 of the Norwich Local Plan implements the strategic priorities of the Joint Core Strategy (Policies 9 and 11) in identifying land to deliver a net increase at least 100,000 sq.m of new office floorspace in the city centre and to secure provision of high quality office premises. It seeks to protect high quality office space and encourage the upgrading of poor quality and smaller offices, as well as identifying an



Office Development Priority Area for office development which is analogous to the area in the east of the city centre for mixed use and commercial led regeneration, as outlined on the JCS city centre key diagram. The employment growth strategy for the city centre draws on evidence of need from the 2008 Greater Norwich Employment Growth and Employment Sites and Premises Study prepared by Arup and Oxford Economics to support the JCS (the Arup study)<sup>4</sup>.

7.16 The long term future of office employment in the city centre rests on the availability of modern office floorspace of exceptional quality in attractive and accessible locations, as well as the retention and upgrading of existing office premises where feasible. Recent commercial market intelligence suggests a current lack of market demand for large scale offices, a shortage of smaller office suites, and a substantial pool of hard to let, poor quality office floorspace in the city centre. Sovereign House is a vacant former office building located on the Anglia Square site which has been vacant since the late 1990's and is now in a state of considerable disrepair. The NCCAAP envisaged the demolition of Sovereign House as part of the comprehensive development of the site and the previous planning consents also included its loss. The building is considered to be unsuitable for conversion or retention for office use and its demolition as part of a comprehensive redevelopment of the site is supported.

7.17 An element of employment development is appropriate on this site, and would be supported as part of the mix of development. However the level of provision is very unlikely to replace that of the previous onsite offer. Thus whilst offices would be acceptable, their inclusion will be subject to local market demand. Indeed, the designated Office Development Priority Area (ODPA) includes a zone in the south-east of the city centre between the railway station and Queens Road, taking in Rose Lane/Mountergate and King Street/Rouen Road, which benefits from sustainable transport links and a high level of pedestrian accessibility. Thus although it had been considered as an area with some potential for office growth in the 2008 Norwich Area Employment Study, Anglia Square was not considered to offer the facilities nor the degree of market attractiveness necessary to support high quality office development and was consequently excluded from the ODPA. The undeveloped part of the St James Place development at Barrack Street/Whitefriars was however identified as part of the ODPA and provides the opportunity for new high quality, centrally located office floorspace.

7.18 Despite Anglia Square's location outside the OPDA it does provide a significant opportunity to connect to other local sites and deliver other desirable uses which would support local facilities, city centre services and employment opportunities in the area. On this basis the emerging proposals

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<sup>4</sup> Greater Norwich Employment Growth and Sites & Premises Study, Arup/Oxford Economics, June 2008. Link: <http://www.greaternorwichgrowth.org.uk/dmsdocument/270>

for the site including convenience and comparison retail, cafes, restaurants, leisure uses, and an increased residential offer, would be complemented by an element of offices within the scheme. The artistic community currently based in Gildengate House and the surrounding area has potential to bring some benefits to the redevelopment in terms of complementing the cultural and leisure offer. The developer, subject to demand and viability, will be encouraged to provide some flexible studio/workspace accommodation as part of the overall mix of uses, to enable a number of artists or makers to be accommodated within the development to complement the existing cluster within the wider northern city centre area. The development also offers the potential to include some live/work units for this and other live/work requirements.

## **Retail**

- 7.19 The emerging development proposals include new retail units to provide an enhanced retail offer in terms of quality and quantity.
- 7.20 The area comprising Anglia Square, Magdalen Street and St Augustine's Street was originally allocated as a Large District Centre in the 2004 Replacement Norwich Local Plan. This was carried forward into the NCCAAP, now expired, and is retained in the adopted Development Management Policies Local Plan and JCS. Policy LU2 in the NCCAAP envisaged the large district centre to be anchored by a new foodstore development, along with small specialist shops, cafes and cultural uses throughout the centre, in addition to residential, office, replacement car parking, and leisure provision.
- 7.21 The adopted Norwich Local Plan (2014) carries forward the Large District Centre designation, identifying it on the Policies Map. Policy DM20 in the DMPP manages change in primary and secondary retail areas and large district centres, and DM21 manages uses within district and local centres. The DMPP policies are supplemented by Main town centre uses and retail frontages 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 which include: seeking to maintain a minimum of 60% of 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.
- 7.22 The Large District Centre designation is reflected in the adopted Joint Core Strategy's hierarchy of centres where the development of new retailing, services, offices and other town centre uses is supported at a scale appropriate to its form and function (JCS Policy 19).
- 7.23 The Large District Centre has a principal catchment area serving Norwich's northern suburbs and extends out as far as the outer ring road. The Greater Norwich retail and town centres study (GVA Grimley, 2007)

identified the need for a new supermarket and for further comparison floorspace to promote the centre's viability and enable it to fulfil its role as a Large District Centre. This evidence is now dated and a study (the Greater Norwich Employment, town centres and retail study) has been commissioned as part of the emerging Greater Norwich Local Plan to provide up-to-date evidence on retail provision and wider employment issues. The updated evidence is expected to be published in spring 2017 and is likely to inform consideration of any planning application for the anticipated development at Anglia Square, dependent on the date of final publication.

7.24 Anglia Square currently comprises a limited, predominantly value-led retail offer. It 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 that will compliment rather than compete with the City Centre, significantly enhancing the vibrancy of the large district centre and contributing to a revitalised physical environment. An enhanced retail offer at Anglia Square would be distinct from the primary retail functions of the city centre and would have a greater focus on supporting the convenience shopping needs of its catchment area thus helping to underpin the viability of existing businesses and future investment in the area.

7.25 The NCCAAP envisaged a maximum of 3,600 sq m of convenience floorspace in Anglia Square which reflected its position and role in the retail hierarchy at the time. However in the planning consent issued in 2013 it was considered more appropriate to secure, by condition, a minimum convenience floorspace of 2,350 sq.m, to be located within a single unit, in order to ensure the presence of an anchor foodstore and to underpin the viability of the large district centre. The JCS also envisages a major new foodstore at Anglia Square as the main contributor to planned convenience floorspace growth in Norwich city centre over the plan period. However given the recent provision of a number of small scale convenience stores in the city centre, the JCS identified need for convenience floorspace (based on the assumptions of the 2007 retail study) has largely been met. In addition, the grocery sector has evolved significantly since 2013, with operators pulling back from superstore formats, meaning such formats are unlikely to be deliverable at the site, although discount retailers, such as Aldi and Lidl, are continuing to expand. The level of provision of convenience floorspace within the proposed development should be sufficient to ensure the viability of the large district centre and enable it to serve its wider catchment, with the proviso that it should reflect market demand and the findings of the updated retail study which is expected in early 2017, prior to the submission of a planning application.

7.26 There is potential for additional comparison retailing in Anglia Square as part of the overall retail offer. JCS policy 11 seeks opportunities for an

additional 20,000 sqm of comparison floorspace in the city centre by 2016, which has not been realised, largely as a result of a lack of impetus for major retail floorspace growth and the trend for greater diversification of uses, in particular a marked increase in the number of supporting services especially restaurants, bars and cafes at the expense of shops, and an expansion of convenience retailing focused on the high street. The city council's latest retail monitor shows that there has been relatively little change in the overall quantum of city centre retail floorspace over the period of the JCS since 2008, showing a net loss of floorspace of some 2.2% or just over 5100 sq.m over that period<sup>5</sup>.

7.27 The Council will encourage the provision of a higher quality retail environment with additional retail floorspace, whilst acknowledging that Anglia Square will continue to perform a different role to the primary retail area of the City Centre, with a greater focus on serving the convenience needs of the largely residential areas to the north, east and west. An enhanced retail offer at Anglia Square will enhance the vitality and viability of this sustainably located site with greater footfall that will underpin the viability of existing businesses and future investment in the area both in terms of new leases and physical improvement. This will build investor confidence in the role of the centre that will in turn create the right environment for a high quality development that reinforces Anglia Square's role as a destination in its own right, as well as creating a positive gateway to the City Centre.

7.28 The redevelopment of Anglia Square therefore provides a major opportunity to create a new shopping area alongside complementary leisure and other main town centre uses, with linkages to and regeneration benefits for the northern city centre area as a whole. As part of this the Council will expect the developer to enhance the linkages between the redeveloped Anglia Square and businesses in the wider area, through detailed design and provision of appropriate signage for example.

7.29 Improvements to the quality and mix of retail, leisure and other main town centre uses at Anglia Square will be supported. These uses should be of a scale and nature proportionate to the role of a Large District Centre, as set out in the Joint Core Strategy. They should primarily serve the needs of the existing local community and residents of the new housing but also act as a recognised retail/ leisure destination in its own right that complements the surrounding area and the city centre offer. The offer does not need to replicate other District Centres within Norwich but can create its own distinct offer by the types of uses offered and the quality and diversity in the design of buildings and spaces and streets around them,

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<sup>5</sup> Norwich City Centre Shopping Floorspace Monitor & Local & District Centres Monitor, Norwich City Council, October 2016

- 7.30 As part of the wider and comprehensive redevelopment of Anglia Square it is envisaged that much of the existing retail accommodation will be either demolished, reconfigured or refurbished to provide new, modern retail and leisure accommodation. The amount and quality of the new housing will influence the quality and mix of the retail and leisure offer, as will modern trends in retailing including the growth of online shopping and changing store formats. However, it is essential that the retail offer will at least match that of the existing retail offer, retaining and preferably enhancing the convenience offer with purpose built units which meet modern needs, in an improved environment.
- 7.31 The enhanced retail and leisure provision at Anglia Square will also assist in creating a sustainable community with new jobs, shops and services available for the future residents catering for their everyday needs on site. Meanwhile the creation of a new residential neighbourhood will generate additional footfall to underpin the viability and long term sustainability of the retail function of the Large District Centre giving it a clear financial injection that will boost investor confidence and attract new tenants to the area.
- 7.32 NCCAAP policy AS2 required at least 25% of new retail units to be smaller than 200 sq.m in order to promote a mix of retail provision. It is still considered desirable that redevelopment proposals include a range of retail unit sizes to ensure a mix of retail provision and help to provide jobs and support a distinctive and independent local shopping character.
- 7.33 It will be important to take a flexible approach to the future redevelopment of Anglia Square in order to maximise the prospects for a viable, deliverable scheme. It is further recognised that residential and non-retail uses are playing an increasingly important role in ensuring the vitality and viability of centres, and will be necessary to create a comprehensive mixed use scheme that can meet the aspirations of the local community and the City Council.

## **Transport and movement**

- 7.34 Policy DM28 of the adopted DMPP encourages sustainable travel, including cycle and pedestrian links, and maximising accessibility to and permeability of development sites for pedestrians.
- 7.35 The redevelopment of Anglia Square has the potential to achieve the council's aspirations for sustainable travel, originally set out in the NCCAAP and taken forward in the DMPP, which still remain valid. These include improvements to cycling, walking and public transport infrastructure as a means to reduce the impact of traffic in the northern city centre area. Currently, there are poor connections through the area for all modes of transport. The historic streets of St George's Street and Calvert Street were severed by construction of the inner ring road. Routes linking the inner ring

road with the major radial routes pass through historic streets which are significantly harmed by the volumes of traffic on them, whilst the inner ring road acts as a barrier to cycling and walking and hinders efficient connections to the city centre. Public transport routes are also relatively convoluted, particularly those linking to the north–west of the city.

7.36 The redevelopment of Anglia Square will be expected to deliver, amongst other things, enhanced pedestrian and cycle movement within the proposed development to tie into existing routes including the strategic cycle route network, and to facilitate enhanced public transport facilities adjacent to the site. It is especially important to enable the yellow pedalway to be re-routed onto a direct alignment between St George's Street and Edward Street through the development and for an appropriate design for the new route to provide sufficient space so as to minimise delay to cyclists and conflict between cyclists and pedestrians. A continuous, well designed and appropriately surfaced and delineated pedestrian and cycle route through the development will assist in connecting this part of the yellow pedalway in an appropriate way. To the north, the existing shared path on Edward Street is insufficiently wide to suitably continue this route and this development could help to facilitate improvements to the wider cycling and walking connections and create more space for cycling, walking and tree planting. The cycle route along Pitt Street will continue to be available for people to cycle on the existing shared path but the creation of a new enhanced pedalway through the site means it is unlikely to increase cycle users along Pitt Street. Therefore, there would be no requirement for significant enhancements to this route and landscaping should be priority along this road.

7.37 These improvements will complement the improved traffic flows achieved as a result of the completion of the St Augustine's Gyratory scheme including the New Botolph Street link road between Pitt Street and Edward Street.

7.38 The redevelopment will need to be designed in the light of the existing St Crispin's flyover. Following consultation with Norfolk County Council as highway authority it has been concluded that it is not appropriate to seek removal of the structure which has considerable design life remaining. Whilst removal of the structure would have some design advantages, it is not considered viable as:

- no funding exists for this proposal;
- the costs of removing the structure and putting in a replacement are likely to be so great that they would seriously jeopardise the viability of redevelopment of Anglia Square;
- the disruption caused by removing the structure would be huge; and
- the capacity of any at-grade road would be less than the current elevated flyover.



- 7.39 It is therefore considered unreasonable to seek removal of the flyover structure via the proposed development. However some works of improvement to the central reservation in terms of widening and landscaping will be undertaken as part of proposals to provide an at grade crossing of St Crispin's Road (see paragraph 7.53). The new development will need to find ways of addressing the flyover to improve the quality of the landscape adjacent to it at its current level.
- 7.40 In particular, it is expected that the following broad issues will be considered within a comprehensive Transport Assessment (TA) to support a future planning application:

- **Access:** Access to the site should be considered alongside the development of the masterplan to ensure the site is fully accessible to all modes of travel, both to and from the site. The NCCAAP anticipated that vehicular access would be taken from the inner ring road and egress integrated with the traffic gyratory system. However there may also be potential for vehicular access to parking areas for residential and servicing areas for the commercial uses from St Crispins Way, Edward Street, Pitt Street and New Botolph Street. Specific access proposals will need to be supported by detailed analysis and modelling of the scheme.
- **Movement:** A strategy will be required within a Framework Travel Plan to set out the movement principles for future residents, employees and visitors. Pedestrian and cycle links should be created within the proposed development to tie into and strengthen connections with existing routes both north-south and east-west, which maximise footfall to the entire retail frontage with greater permeability through the development to enhance the connectivity with other key attractions within the city centre. Access should be provided for taxis and the mobility impaired in accordance with current design standards. The presence of the Norfolk and Norwich Association for the Blind (NNAB) facility to the north of the site means that considerations for the visually impaired in surface treatments will be particularly important.
- **Servicing:** A comprehensive servicing strategy will need to be developed with provision of street level servicing during a core period and accessibility to bespoke service yards to cater for the demand of future retail and leisure occupiers which must tie in with the location of the proposed pedestrian and cycle crossing of St Crispin's Road on the alignment of St George's Street. Common areas which are required to accommodate service vehicles should be designed to accommodate the swept paths of larger vehicles and encourage manoeuvres which are safe and practicable
- **Public Transport:** The need for additional bus stop facilities on Magdalen Street should reviewed and assessed. The desirability of improving the existing bus stops on Magdalen Street and retaining the central bus hub rather than splitting the services between Magdalen Street and Edward Street should be examined, and pedestrian and

cycle links through the proposed development should be carefully developed to tie in with this key public transport node as appropriate.

- **Parking:** The overall level of parking provision to serve the development will need to be reviewed in line with the future movement characteristics of the proposed development and the physical constraints of the site, and should comply with Norwich City Council parking standards and guidance as set out in Appendix 3 of the DMPP. The level of public parking provision in a replacement multi-storey car park must be assessed against the overall capacity of public off-street parking across the city centre in accordance with policy DM29, and the need to provide parking to support the role of the Large District Centre. Space should be provided for car club vehicles within the site and provision made for electric car charging points, in accordance with policy DM31.
- **Travel planning:** A Framework Travel Plan will be important in managing and influencing future travel behaviour and encouraging the use of more sustainable travel modes, and should include measures and objectives to promote cycling, walking and the use of public transport.

## Design

- 7.41 Design issues are covered in a number of areas within this Policy Guidance Note including Transport and Movement, Public Realm and Open Space, Heritage and Views, and Environment. This section however deals with several specific design issues not included elsewhere in the document, including amenity, fire and safety, permeability and air quality.

### Amenity

- 7.42 Policy DM2 is concerned with protecting the amenity of existing and future occupiers and the provision of external amenity space within residential developments.
- 7.43 Any future planning application should seek to balance a good standard of amenity for all existing and future occupiers taking account of the need to deliver a dense, urban development and the nature of existing development, which is concentrated away from the western edge of the site .. It should ensure that the development will not unduly result in unacceptable impacts on the amenity of existing and future occupants in terms of overlooking, overshadowing, overbearing, noise and loss of privacy for example, and will provide for a good standard of amenity for future residents including adequate levels of light and outlook. In particular the development should seek, where possible to maximise both the number of double aspect apartments, and the amount of useable external amenity space, ensuring that the latter is well-designed, has access to natural light and is accessible to the new residents.



### *Fire and safety*

- 7.44 The design of development for Anglia Square will also have to take account of fire hydrant requirements. Norfolk Fire and Rescue Service (NFRS) states that the level of hydrant provision for residential development will be in accordance with standing arrangements (normally one per 50 dwellings although this will have to be clarified once the mix, type and layout of housing is clear) and their location must ensure that no apartment is more than 150 metres from a fire hydrant. Fire hydrants may also be sought in respect of commercial development; again the requirement will be clarified once the mix and type of commercial uses is clear. The NFRS also encourages the installation of sprinklers in all domestic and commercial development.

### *Permeability*

- 7.45 The design of the development and public realm should also seek to provide permeability to and from all surrounding directions and achieve legibility of these routes, whilst ensuring that footfall is maximised past key frontages, having regard to the commercial requirements of the retail element. This is an important objective in design terms and is referred to in more detail in the Transport and Public Realm and Open Space sections (see paragraphs 7.40 and 7.61-7.62 in particular). A permeable and legible development will not only reinforce pedestrian and cycle movements throughout the wider area but will increase usage of routes within Anglia Square resulting in increased natural surveillance, with benefits for crime reduction.
- 7.46 Natural surveillance should be maximised through the design of the development including the design of communal areas and the developer is encouraged to seek Secured by Design certification for each stage of development.

### *Air Quality*

- 7.47 The site is surrounded by a number of busy roads which are heavily trafficked. The site lies in an Air Quality Improvement area, the gyratory system was introduced to deal with air quality issues in this location. Proposals 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.

### **Leisure**

- 7.48 Policy DM23 is concerned with supporting and managing the evening and late night economy, and encourages a diverse range of complementary leisure, evening and night-time uses which appeal to a wide range of ages and social groups. It also seeks to ensure that development does not harm

the character and function of the city centre and district and local centres, undermine their vitality and viability or lead to significant problems of crime, disorder and noise nuisance which would impact unacceptably on the amenity of those living and working in the area or threaten public safety and security. This is reflected in national policy which encourages safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion (NPPF paragraph 69).

7.49 The Norwich sub region retail and town centres study estimates that a substantial amount of space may be required for supporting service related uses, such as leisure and tourism. The study identifies a possible need for 3,000 sq. m of new café, restaurant and bar space to be provided by 2016 (based on a typical proportion of 15% of floorspace in mixed use retail schemes being devoted to such services). Although the post-2008 recession has curtailed the expansion of the retail sector to some extent, there remains significant impetus for development for new evening and night uses, diversification of pubs and bars into new formats and expansion of the leisure offer into additional areas of the centre.

7.50 The NPPF requires that Local Planning Authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date development plan. Anglia Square, being part of a Large District Centre, is therefore a sequentially preferable location for main town centre uses, including leisure and entertainment facilities.

7.51 The strategic approach is set out in policy 11 of the JCS which states that the city centre's role will be promoted by expanding the use of the city centre to all, in particular the early evening economy and extending leisure and hospitality uses across the centre with late night activities focused in identified areas. The Norwich city centre key diagram within the JCS includes an indicative map of the main leisure areas and the late night leisure areas. Policy DM23 provides additional detail and defines the city centre leisure area and late night activity zone on the Policies map. Anglia Square falls within the city centre leisure area so is a preferred location for new leisure and hospitality uses. It does not fall within the Late Night Activity Zone, therefore late night activities such as nightclubs, sexual entertainment venues and drinking establishments which routinely open beyond 12 midnight are unlikely to be acceptable in this location. However, new hospitality uses, such as cafes, restaurants and pubs are acceptable as well as D2 leisure uses.

7.52 In accordance with policy DM23 the intention to provide a new cinema in a central location within the site to form a focal point for an extended evening economy is welcomed. New uses surrounding the cinema will need to be compatible with proposals for wider residential development and complementary to the remainder of the retail-led large district centre. Previously there was a nightclub in the area. It is considered that

replacement of this use should be avoided due to impact on character of the area and the potential for conflict with the proposed residential uses.

- 7.53 The emerging development proposals include the introduction of cafes, restaurants and bars to surround the proposed squares and the relocated cinema. This is supported in principle and will extend activity, along with the proposed accompanying residential use into the evenings to the benefit of the wider area. Other onsite leisure uses are likely to be acceptable such as, hotel, gym, crèche uses and exhibition and community spaces.

### **Public realm and open space**

- 7.54 Policy DM8 of the Norwich Local Plan (Open space) requires the provision of informal publicly accessible recreational open space onsite and provision for younger children's play space in developments with in excess of 100 child bed spaces. Policy DM3 (Design Principles) sets out requirements for layout and siting, and for built and natural environment features. Policy DM2 (Amenity) requires provision of external amenity spaces within residential developments. New areas of public open space will be key to the development, acting as a new focal point that is recognised across the City as a place to meet.

- 7.55 These areas should be 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. Depending on the mix of housing and the number of child bedspaces provision will need to be assessed. Any additional provision needed may be better delivered by enhancement to existing provision in Gildencroft Park rather than direct provision within the redevelopment. Gildencroft Park is separated from the development by the busy road of Pitt Street. Here road crossings and signage will need to be improved to direct local people to the park, as well as improved landscaping to make it an attractive route. Also, connections to Leonards Street play area need to be improved.

- 7.56 There are two key priorities for this site: firstly, the provision of an enhanced public realm well provided for in terms of hard and soft landscaping and which provides opportunities for local entertainment and socialising; and secondly, to re-connect this site with neighbouring areas, removing buildings which restrict permeability in order to improve access to neighbouring areas whilst creating new attractive and landscaped routes across the site.

- 7.57 The development should be supported by an overarching 'landscape strategy' which could encompass 'green links', architectural greening, public realm, and set out principles for an emerging detailed landscape scheme.

### **Squares**

- 7.58 The provision of public spaces is supported provided they are clearly linked, complement future uses, and have a combined strategy in terms of

design, landscaping and function, and integrate the site with the wider area. Public open spaces have considerable potential to contribute to creation of a sense of place in the light of the vibrant and mixed community that live in the area.

7.59 The current emerging development proposals include a new principal public square at the heart of the site and a retail focussed secondary space at the location of the existing Anglia Square. Surrounding the main square would be cafes, restaurants and bars creating the focal point of a new north-south route through the site linking to the rest of the city. The cinema would be located with principal frontage to the main square helping to increase activity in this location into the evening. Detailed proposals will be required to demonstrate the landscaping and function of each of these public spaces. Any public space should be well surveyed, and through the use of landscaping, trees and multi-purpose street furniture. They should encourage people to stop and spend time and be designed to sustain a mix of activities and entertainment which could include festival activities, dances, farmers markets, and exhibitions.

7.60 New enhanced squares with clear function should be a focal point for the wider area. These spaces should be purpose built to accommodate multiple uses and act as potential entertainment space. Pedestrian movement should dominate, but the spaces must also be designed to account for cycle movement north-south through the site. The squares will be surrounded by active frontages with a range of complimentary uses, as previously set out. The hard and soft landscaping within the squares should serve to visually enhance the area, provide seating and activities for a range of users including children and enable environmental enhancement via measures such as trees, to improve air quality and tree pits to aid sustainable drainage.

7.61 The provision of community noticeboards/screens and clear signage and directional landscaping will also be used to provide information to future users.

### *Connections*

7.62 A key priority is to connect the redesigned Anglia Square, for pedestrians, to neighbouring areas. Currently, the dual carriageway of St Crispin's Road (A147) severs the site from the city centre and prevents it from being effectively integrated into the historic street pattern of Norwich. There are current proposals for a surface level crossing, which will link the city centre core to the south via St Georges Street crossing into Anglia Square. This will greatly improve pedestrian accessibility to the site from the south. Future development proposals need to provide clear lines of sight along this crossing from the south and through the site, with appropriate hard and soft landscaping to enhance this link, and tactile paving and other appropriate measures to aid the visually impaired. The developer will be

encouraged to work with the Norwich Access Group on the detailed design of the development to maximise accessibility for those with disabilities.

- 7.63 The development should then continue the quality of this link through the site and across Edward Street to the north, from where the Council is seeking negotiation with landowners to accommodate pedestrians and cyclists along a new enhanced route via Edward Street and Heath Road beyond. Similarly, street linkages running east/west across the site (including a route reflecting the old alignment of Botolph Street between Magdalen Street and St Augustine's Street and other east-west linkages that enhance the permeability of the development) will also be encouraged with a green link connection along St Crispin's Road and Pitt Street to Gildencroft Park following the old alignment of Botolph Street. This will in turn maximise footfall in this area. New primary links should be ground level, wide streets, suitable for pedestrians and cyclists with a good mix of hard and soft landscaping, which should positively link key places and green spaces, but with potential for less wide secondary routes. Routes for pedestrians, cyclists and vehicles should be integrated to provide a network of supervised areas, in order to reduce crime and anti-social behaviour, in accordance with Secured by Design.

#### *Public realm*

- 7.64 The future redevelopment of this site should recognise that Anglia Square is a key gateway into the city centre.
- 7.65 The incorporation of taxi drop off points, premises servicing, provision for cyclists, cafe outdoor seating and activity areas within a simple pedestrian priority streetscape will require a robust technical solution to ensure that a safe environment is provided for all users. In addition, within the existing wider area there are numerous examples of street surfaces, street furniture, signage, green areas and trees or shrubs, which give the area its character and enhance its heritage. Such items can be very small in scale or can be prominent and high profile. High quality street furniture will significantly contribute to the overall quality of the development and could help to blend the development with the wider historic landscape. Further information about the specification of new streetscape works features can be found in the city council's streetscape design manual. Appropriate public art will be encouraged to create a sense of place.

#### *Land under the flyover*

- 7.66 The land underneath the flyover on Magdalen Street currently blights the street scene and discourages people from visiting Anglia Square and the northern part of Magdalen Street. The enhancement of this area for the benefit of local residents is a long-standing aspiration of the city council and would help underpin regeneration of the wider Anglia Square area. It also presents an opportunity to reconnect both ends of Magdalen Street through the provision of an active use. There is an opportunity for the development to facilitate future improvements to this area, which should where possible be

designed into the scheme. This could include a visual and functional link between the area under the flyover and Anglia Square which could potentially create the appropriate environment for investment that can act as a catalyst for developer confidence to also enhance this area.

7.67 Many ideas have been proposed for use of the area under the flyover over past years, ranging from provision of an active frontage by infilling the space with buildings, provision of market stalls, a landscaped open space with seating and interactive lighting, and use as an open air cinema. The Northern City Centre Area Action (NCCAAP) proposed that the area under the flyover to the west of Magdalen Street be landscaped up to the buildings of Anglia Square with provision for some market style stalls to be located here. On the east side, which is currently a city council owned surface car park, it proposed a retail unit (or units) underneath the flyover to reinstate a continuous frontage onto Magdalen Street. It also proposed that on both sides of Magdalen Street there should be improved waiting and information facilities for bus passengers. There is currently sufficient space for buses to pick up and drop off passengers. However, the additional demand for bus use generated by the development of Anglia Square may necessitate the redesign of the bus stops near the flyover to provide greater capacity.

7.68 The 2013 consent addressed the need to improve this long-term derelict and vacant area and made provision for a commuted sum to improve the area under the flyover to the west of Magdalen Street through enhancements to the public realm and inclusion of an element of informal open space.

7.69 A number of potential uses were suggested for the area under the flyover during the consultation on the draft Policy Guidance Note, which strongly reflect previous ideas set out above including a space for performances, market stalls, and built-under retail, plus suggesting its use for units for start-up businesses. The emerging development proposals will facilitate the enhancement of land under the flyover to the west of Magdalen Street and detailed exploration of an appropriate scheme will be necessary, in order to deliver a high quality urban environment in this area which will benefit the businesses in Anglia Square and the local community, ensuring a vibrant use for this space which reflects the character of the local area. The Council is exploring what is feasible in order to inform any planning application for the new development at Anglia Square, which will need to indicate how it would address or assist the objective to improve the quality, use and appearance of this area.

### *Private spaces*

7.70 A residential-led redevelopment of Anglia Square has the potential to include a number of roof gardens where this would not impact on amenity or the provision of renewable energy or other necessary infrastructure. Any such provision would need to allow for sufficient soil depths to support appropriate scale planting schemes, whilst the irrigation and drainage of



these areas will be vital to the ongoing success of the planting scheme. This will assist with surface water drainage and run-off attenuation.

- 7.71 These spaces should also be useable for residents and should provide access to natural light.

### **Trees**

- 7.72 Policy DM7 of the DMPP requires significant trees and shrub masses to be retained unless there are exceptional circumstances.

- 7.73 There is a limited amount of greenery, landscaping and trees across the Anglia Square area. The majority of small trees are self-sown and do not contribute to the overall character of the area, which is largely dominated by high buildings and hardstanding, with limited amenity value. However, there is a row of London Plane trees within the grassed area adjacent to St Crispin's Road to the south of the application site. These trees provide significant landscape value to the surrounding area and are good quality, healthy trees, which should, where feasible be retained in the redevelopment of the site due to their significant amenity value within the Conservation Area.

- 7.74 There is an opportunity, across the development, including within the squares, to incorporate a number of additional trees to provide amenity and ecological value as well as to help to manage surface water drainage, through the provision of tree pits. Further guidance with regards to landscaping and tree planting can be found in Norwich City Council's adopted Landscaping and Trees SPD (2016).  
[https://www.norwich.gov.uk/downloads/download/1882/trees\\_and\\_landscape\\_spd\\_adopted\\_june\\_2016](https://www.norwich.gov.uk/downloads/download/1882/trees_and_landscape_spd_adopted_june_2016)

- 7.75 Any subsequent planning application should be accompanied by an appropriate tree survey, comprehensive landscaping scheme and ecological assessment for the whole site, showing clear links to the surrounding area.

### **Community**

- 7.76 The NPPF encourages local planning authorities to plan positively for community facilities and other local services to enhance the sustainability of communities and residential environments. The principle of supporting improved community facilities is reflected in JCS policy 7 (Supporting Communities), and set out in DMPP policy DM22 (Planning for and enhancement of community facilities). Policy DM22 encourages the development of new or enhanced community facilities where they contribute positively to the well-being and social cohesion of local communities, and gives preference to locations within or adjacent to the city centre or local and district centres.

- 7.77 NCCAAP policy LU4 required enhanced community and leisure facilities to serve the community in the northern city centre and policy AS1

required new community facilities to be provided as part of the redevelopment of Anglia Square. These measures were subject to public consultation through the plan development process and reflect stakeholder views. Survey work carried out in 2011 identified provision of meeting facilities for community and voluntary local groups as the key local community priority. The 2013 consent supported the provision of improved community facilities and concluded that the most appropriate approach at that time was to secure a commuted sum, through a Section 106 agreement, to enhance the nearby St Augustine's church hall to serve residents of the new development and existing residents in the area.

7.78 The requirement for enhanced community facilities in the NCCAAP is still relevant to the current development proposals. However the scale of the proposed housing development, with at least 1,000 residential units envisaged (as compared to 250 units envisaged in the NCCAAP) would justify consideration of significantly enhanced community provision over that envisaged in the NCCAAP.

7.79 The level and nature of community provision should relate to the viability, scale, layout and range uses of the proposed development. Provision of certain community facilities would be appropriate within the development itself, for example the relocation of a doctor's surgery which would be welcomed in principle. Ideally the location and nature of enhanced facilities should assist existing local facilities which serve both the established community and future new residents. This could potentially be achieved by enhancing an existing local facility.

7.80 Given the scale of the emerging proposals and the changing nature of the existing local community (the Magdalen Street community is now one of the most ethnically and culturally diverse in the city) the previous requirement to enhance St Augustine's Church Hall may no longer be appropriate. There is a need for early community engagement by the developer to clarify what new community facilities may be appropriate. This may include some off-site improvements to St Augustine's Church Hall in addition to other enhancements, dependent on the evidence. This engagement would also inform the nature of community provision within the development itself, for example not only medical facilities referred to above but also an element of office space which could be used by local community groups potentially affected by the development proposals.

7.81 In terms of educational provision, the additional number of children generated by the development who will require school places will be determined by the nature of the development, and how this will be met will depend on the outcome of viability work (see paragraphs 7.114-7.124).

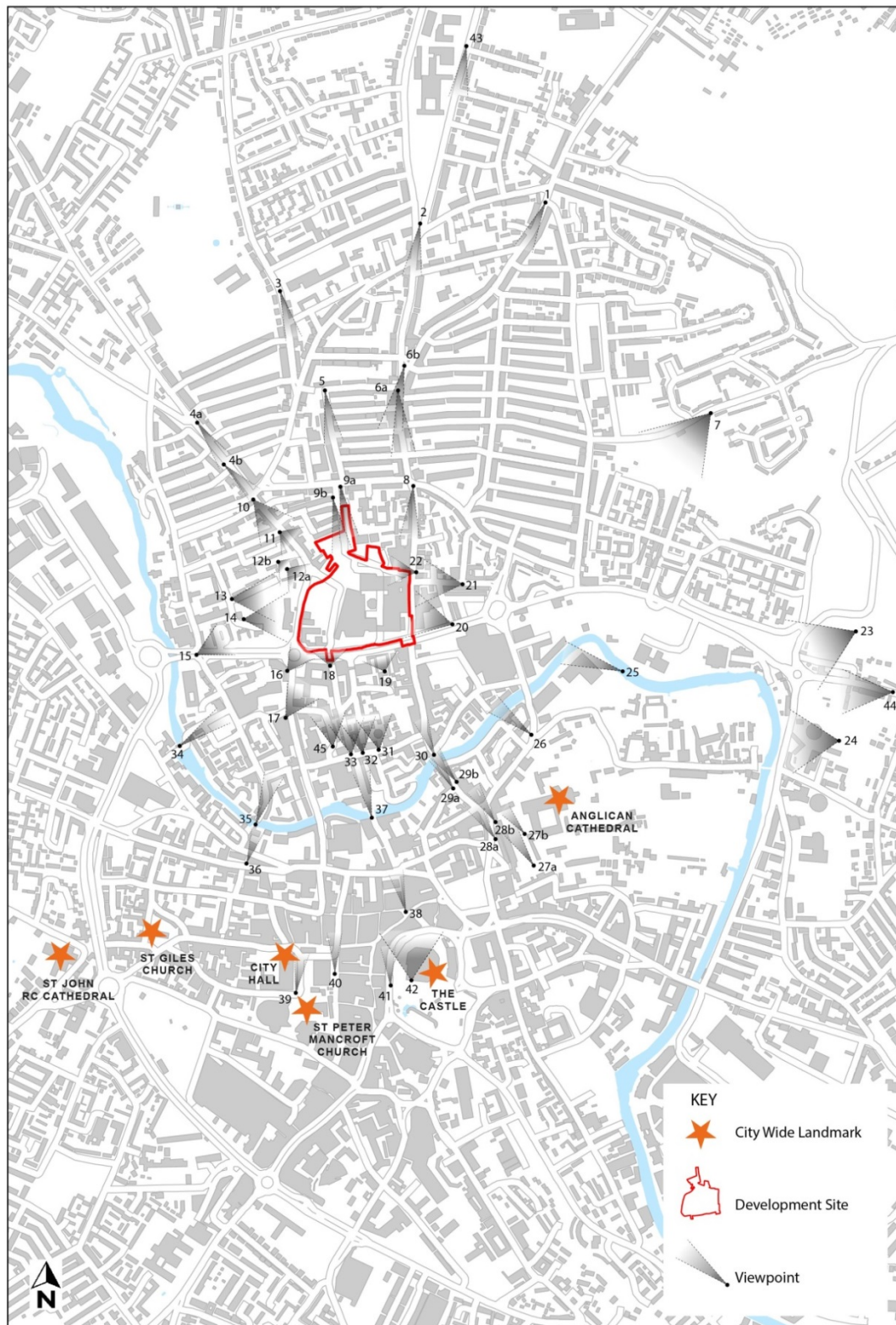


## **Heritage and views**

- 7.82 Policy DM3 in the Development Management Policies Plan gives significant weight to a number of key design principles including the need to protect and enhance significant long views of major landmarks identified in Appendix 8 of the local plan, including the St John's Roman Catholic Cathedral, Norwich Cathedral, and City Hall. The NCCAAP also identified major local landmarks and key strategic views in the northern city centre in figure 11A. This includes a key strategic view of Norwich Cathedral which is interrupted by Sovereign House, and several existing strategic views of St John's RC Cathedral and St Giles Church.
- 7.83 Policy DM9 aims to ensure that development has regard to the historic environment and takes account of the contribution heritage assets make to the character of an area and its sense of place. This policy is supplemented by the adopted Heritage interpretation SPD (December 2015) setting out best practice for development in historic areas where heritage interpretation may be required.
- 7.84 In addition the NPPF seeks high quality sustainable design and positive improvements through new development proposals in conservation areas, and provides guidance in respect of significance, heritage assets and setting. Policy 2 in the Joint Core Strategy requires the use of Building for Life as a way of assessing design quality. Building for Life 12 is the current version and this will be used to structure the pre-application discussions. The NPPF expects councils to ensure an independent design review is conducted for proposals of this scale. The Council expects to work with the developer to commission an independent design review at an early stage of design development and prior to the submission of the planning application.
- 7.85 The Anglia Square site falls within the City Centre Conservation Area (Anglia Square character area) and is also within the vicinity of the Northern City and Colegate character areas. The site is in the vicinity of a number of statutorily and locally listed buildings and also falls within the Main Area of Archaeological Interest. The NPPF states that the presence of heritage features and conservation areas are not in themselves a barrier to high density or innovative solutions, provided that the impact of proposed development on them is demonstrated to be acceptable. Accordingly, a future planning application will need to be accompanied by a Heritage Impact Assessment which recognises Anglia Square's history and role in the city, and addresses what effects the proposals will have on the identified heritage assets, and the surrounding townscape. The Anglia Square character area appraisal states that the Anglia Square complex is of poor townscape quality (identifying the structures as 'negative buildings') which has limited association with its immediate surroundings. Sovereign House is identified as a negative landmark and has permission for demolition through planning consent granted in 2009. Overall the character area appraisal site identifies the site as currently being of low significance.

- 7.86 The site provides an opportunity for significant enhancement to the character of the conservation area as well as to the setting of local heritage assets. The character area appraisal provides guidance for redevelopment of the site, including the need to respect the existing scale of development on Magdalen Street and St Augustines Street, and states that large-scale buildings would be appropriate near the ring-road.
- 7.87 A future planning application will need to address how the proposals can successfully integrate and improve upon the existing townscape character. It should also have regard to all local heritage assets and their settings and make reference to relevant heritage guidance documents including Historic England's guidance in respect of tall buildings and the setting of heritage assets. Opportunities should also be taken to include heritage interpretation of this important site in the redevelopment, in accordance with the adopted Heritage Interpretation SPD.
- 7.88 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, as well as to new higher quality architecture as part of the redevelopment of the site. Sitting at a low point relative to the surrounding area, long distance views exist towards and across the location from elevated positions on several routes that approach the area from the north and east. There are also many views towards the site from within the city centre conservation area to the south. These are illustrated in map 3. The visual impact of development proposals on the site will need to be tested from each of these viewpoints to establish whether the proposals will be visible. Where the proposals will be visible and affect historically and aesthetically sensitive viewpoints, fully rendered images will need to be supplied with a planning application.
- 7.89 Views from the public spaces within the development to landmark buildings surrounding the site, such as St Augustine's Church, are also important. Such views give aesthetic pleasure, celebrate the surrounding heritage and act as waymarkers to orientate people as they move through the city. In addition, the development provides an opportunity to create a publicly accessible viewing platform or similar at the highest point of the development to maximise views of the surrounding city from within the site.

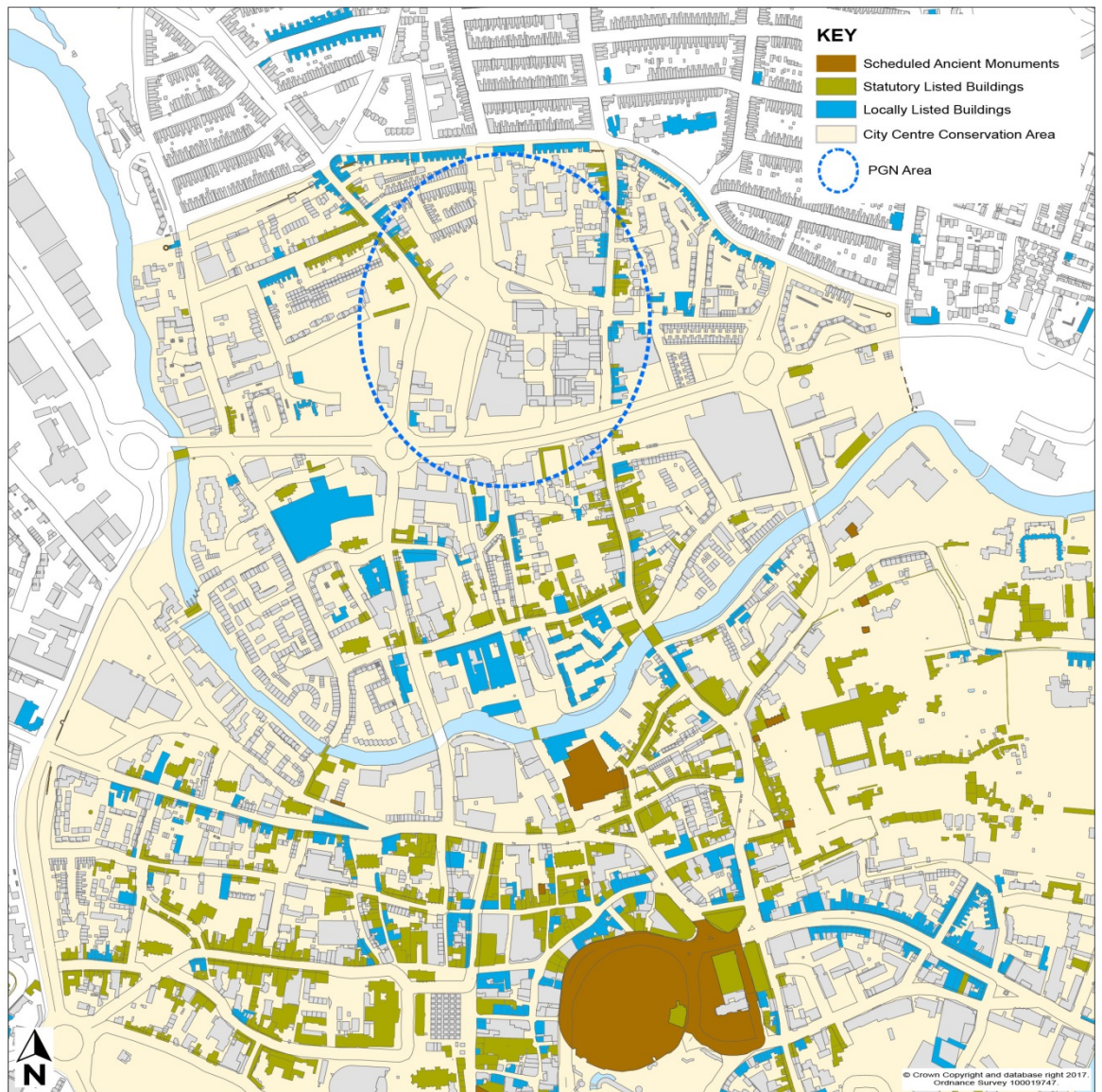
**Map 3: Key viewpoints and vistas**





7.90 New development should be sensitive to the scale of existing buildings in its vicinity and must respect the setting of historic assets. Certain vistas and viewpoints within this part of the conservation area may determine where development can occur in the site boundary, without negatively affecting the setting and significance of the identified heritage assets. Map 4 shows the heritage assets in the vicinity of Anglia Square.

**Map 4: Heritage assets**



7.91 The local plan identifies the main gateways to the city including at St Augustine's Street and at St Crispin's roundabout. Policy DM3 states that these may be appropriate locations for new landmark buildings of exceptional quality. There may be scope to provide a landmark building within the site, in order to reinforce the sense of place and make effective use of this highly sustainable urban site. A landmark building does not necessary 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 which falls within the Northern City character area. Moreover the Anglia Square character area assessment within the conservation area appraisal states that taller buildings are likely to be more appropriate near the southern end of the site, adjacent to the St Crispin's gateway. Any proposed tall buildings will need to be carefully designed, positioned and oriented to complement the historic streetscape and respect key views across the city centre from and through the site. It will also be essential that it is submitted as a fully detailed application rather than in outline so that its impact can be accurately evaluated.

7.92 A planning application will be required to provide an architectural solution that recognises the 'gateway' nature of the site, particularly in terms of arrival from the north of the city – where the site acts as the specific interface between the city centre and the lower scale suburbs. The architectural treatment to Edward Street represents a significant opportunity.

7.93 A future planning application must be supported with a Heritage and Townscape Assessment to include:

- A full assessment of the site including existing structures proposed to be demolished, and providing justification for demolition;
- An analysis of the visual impacts of the proposed built form on the wider views of the site, and how the site affects identified local and strategic views;
- An analysis of the impact of the proposed development on identified historic assets in the city centre conservation area, and especially those in the Anglia Square, Northern City and Colegate character areas.

7.94 There are no designated archaeological heritage assets as defined in the NPPF recorded on the study site, but Anglia Square is located within an Area of Main Archaeological Interest.

7.95 The archaeological evidence from the study area recorded in the Norfolk HER and other resources suggests a low potential for archaeology of the early Prehistoric and Roman periods, whilst the potential for late Prehistoric archaeology is uncertain.

7.96 The site has a high archaeological potential for the Anglo-Saxon, Medieval and Post Medieval periods, however past post-depositional impacts as a result of previous nineteenth and twentieth century developments are considered to have had widespread negative archaeological impacts on the area. However, evidence from the previous planning applications submitted on this site suggests that 19<sup>th</sup> and 20<sup>th</sup> century ground disturbance is not as widespread as one might think. Therefore, further archaeological mitigation is likely to be required and this is expected to include supplementary evaluation, excavation, post-excavation and publication works. This information should be submitted in support of any future planning

application(s). It is anticipated that archaeological remains relating to St Botolph's and St Olave's Church and the Late Saxon city defences would be of regional importance, whilst any other archaeological remains now present on the study site would be of local importance.

## Environment

### Energy Efficiency

7.97 Policy 10 of the NPPF supports the delivery of renewable and low carbon energy and associated infrastructure and states that this is central to the economic, social and environmental dimensions of sustainable development. 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.

7.98 It is now widely understood that reducing energy and water use is of primary importance in order to reduce carbon emissions. Accordingly, this development should, where possible:

- Demonstrate sources of 'decentralised and renewable or low-carbon energy' to provide at least 10% of the schemes expected energy requirements, and where possible exceeding this provision and/or use building construction efficiency to reduce energy requirements and thus carbon emissions by 10% or greater;
- Demonstrate how the scheme has seized opportunities to make the most of any available local economies of scale to maximise provision of energy sources of 'decentralised and renewable or low-carbon energy sources';
- Maximise opportunities for sustainable construction; and
- Be designed and built to meet, as a minimum, 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. All new development should adhere to the surface water management hierarchy outlined in Part H of the Building Regulations.
- Orientate new buildings, where possible, to allow for solar gain.
- Consideration should be given to the use of passivhaus standards, taking into account viability.

### Flooding

7.99 Policy 10, Paragraph 99 of the NPPF states 'Local Plans should take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape. New development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure'. Policy 11

goes on to say 'when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere'. Paragraph 103 of the NPPF states that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test.

7.100 Policy DM5 of the Norwich Local Plan requires 'All development proposals will be assessed and determined having regard to the need to manage and mitigate against flood risk from all sources'.

7.101 The Norfolk County Council Flood Risk Management Strategy includes a number of policies which are relevant to this development, including Policy UC 10: Planning, which states that 'the Lead Local Flood Authority will raise objection to any developments or plans that might lead to an increase in flood risks' and Policy UC 11: Securing Sustainable Drainage that states 'the Lead Local Flood Authority shall, using all available legislative and regulatory measures, seek to secure the implementation of Sustainable Drainage Systems (SuDS).'

7.102 Mitigation measures to deal with the existing risk of surface water flooding to the development from offsite and surface water arising from development proposals should be proposed to manage and minimise the risk of flooding on the development site and where possible reduce the risk. The development will need to provide a robust demonstration that the risk of flooding elsewhere is not increased.

7.103 Sustainable drainage (SuDS) measures appropriate to the scale and nature of the development shall be incorporated in all development proposals. There are multiple benefits to incorporating SuDS within the development, such as the presence of landscaping and green spaces.

7.104 The site is also located within Norwich's Critical drainage catchment area. Policy DM5 goes on to state that 'within the critical drainage catchments . . . development proposals involving new buildings, extensions and additional areas of hard surfacing should ensure that adequate and appropriate consideration has been given to mitigating surface water flood risk. Developers will be required to show that the proposed development:

- a) would not increase the vulnerability of the site, or the wider catchment, to flooding from surface water run-off from existing or predicted water flows; and
- b) would, wherever practicable, have a positive impact on the risk of surface water flooding in the wider area'.

7.105 Policy DM5 recommends that 'development must, as appropriate, incorporate mitigation measures to reduce surface water runoff, manage



surface water flood risk to the development itself and to others, maximise the use of permeable materials to increase infiltration capacity, incorporate on-site water storage and make use of green roofs and walls wherever reasonably practicable . . . and development proposals will be required to maximise the use of soft landscaping and permeable surfacing materials'.

- 7.106 Any future application must be accompanied by a suitable Flood Risk Assessment (FRA) to properly assess the risks of all sources of flooding to the site and sustainable drainage strategy for disposal of surface water from the site. Existing surface water flow paths exist in the area and need to be maintained and separated from any proposed sustainable drainage scheme (to prevent it being overwhelmed). The development will need to consider appropriate flood management and resilience such as raised floor levels and entrances and positively manage flow paths (i.e. along main routes through the site) which do not affect any emergency access or egress. Further guidance with regards to drainage is outlined in the 'Sustainable Drainage Systems non-statutory technical standards for sustainable drainage systems' (March 2015). This document states that runoff rates from new developments on previously developed land should be as close as reasonably practicable to the greenfield runoff rates, but should never exceed the rate of discharge from the development prior to redevelopment for that event. Sustainable drainage techniques and measures such as SUDs, green walls/roofs, tree pits, rainwater harvesting, permeable paving and attenuation, amongst others, should be designed into the scheme at an early stage and maintained throughout to prevent the risks of flooding, including surface water flooding in this location. The majority of these measures will also provide enhancements in terms of ecology.

### *Ecology and biodiversity*

- 7.107 Policy DM3 requires new development to make appropriate provision for green infrastructure as an integral part of the overall design. Where reasonably practicable this should include safeguarding and enhancing wildlife habitats, habitat links and creating a biodiversity rich environment through design of the buildings and landscaping. There is potential for biodiversity enhancement through the proposed development which should be addressed in the Ecological Assessment submitted with the application. The County Ecologist has raised the potential existence of a swift population just north of Anglia Square, which should be further investigated within the Ecological Assessment. Please note that there are also references to ecology and biodiversity issues in the Public Realm and Open Space section ( for example at paragraphs 7.59, and 7.72 - 7.73), and under Flooding (paragraph 7.106).

### *Minerals and Waste*

- 7.108 The land covered by the draft PGN is underlain by a Mineral Safeguarding Area (sand and gravel). However, it is considered that prior extraction of minerals would not be appropriate for the redevelopment of Anglia Square and the surrounding area due to:



- the constrained site location within an urban area, and
- the likelihood that any mineral resources underlying the site would have been removed or sterilised by the original Anglia Square development.

7.109 The redevelopment of Anglia Square and the surrounding area would be likely to produce a substantial amount of secondary aggregate from the demolition of the existing buildings, which will however need to be appropriately dealt with during the course of the development. Re-use of this on site as part of the construction process would be supported.

### **Phasing**

7.110 A proposed approach to the phasing of redevelopment is set out in the developer's emerging proposals (see <http://www.angliasquare.com/> ).

7.111 Because of the size of the potential development area it is inevitable that a comprehensive redevelopment of the area will involve a degree of phasing. This has also been true of previous planning approvals for the site which have both been phased.

7.112 It may take several years to complete the development that is proposed and during this period the market may change considerably. For this reason it is considered appropriate for some degree of flexibility to exist in the level of detail on the nature of uses and detailed design that will come forward in the later phases of the development. Longer term redevelopment options include the potential demolition of Gildengate House.

7.113 The following are suggested as appropriate objectives as to what the Council will seek with regard to the phasing:

- To maximise the prospects of the vision for the comprehensive redevelopment of the site being achieved by completing much of the site clearance and demolition works in the early phases;
- To minimise disruption to the operation of the large district centre by maintaining appropriate levels of car parking and safe and convenient pedestrian links from St Augustine's St to Magdalen St via Anglia Square throughout as much of the period of redevelopment as possible; To minimise the disruption to the operation of existing shops and community facilities throughout the phases of the redevelopment; and
- To ensure that infrastructure is provided in a timely and sustainable manner.

## **Viability**

- 7.114 Anglia Square itself was purchased by Columbia Threadneedle plc in 2014.
- 7.115 Ensuring that the proposed redevelopment of Anglia Square will be viable will be a key consideration affecting the deliverability of what is proposed. In the absence of public ownership or significant public funds to support redevelopment of the site, development proposals must prove sufficiently attractive for private sector investment or development will not happen.
- 7.116 There is considerable national planning policy and guidance available on viability in planning. This requires that considerable attention is given to ensuring that development proposals brought forward through Local Plans are viable and deliverable but advises that decision-taking on individual applications does not normally require consideration of viability. However, where the deliverability of a development may be compromised by the scale of planning obligations and other costs, a viability assessment may be necessary.
- 7.117 No information has been received by the Council yet in relation to the viability of the proposed redevelopment. However, it is anticipated this will be necessary, as there are clearly very significant demolition and clearance, infrastructure and build costs that will be faced by the developer before any residential properties can be sold. It is also possible that the scale of works remaining may serve to suppress values that are obtained in the early phases of the development. These factors alone suggest that the full range of Community Infrastructure Levy payments and planning policy requirements may render the scheme unviable and therefore it may be necessary to go through an open book viability assessment exercise.
- 7.118 National planning policy guidance suggests that in assessing viability of development proposals decision taking should normally be based on current costs and values. However it acknowledges, “where a scheme requires phased delivery over the medium and longer term, changes in the value of development and changes in costs of delivery may be considered.” Consideration of such issues are likely to be very important in any viability assessment in relation to Anglia Square. Not only will the development proposed take several years to complete but also current sales values achieved in the residential areas around Anglia Square may not reflect sales values that will be achieved in the redevelopment, particularly in its latter phases. If the development is delivered as proposed the values achieved may be far closer to values seen elsewhere in the City Centre rather than those currently seen in areas to the north of the inner ring road. Any viability assessment will need to include provision for review in the latter phases.

- 7.119 The Council has published further guidance on its approach to assessing viability in its Affordable Housing Supplementary Planning Document (SPD) in 2015. This is available via the following link: [https://www.norwich.gov.uk/info/20022/planning\\_policy/1622/affordable\\_housing\\_supplementary\\_planning\\_document](https://www.norwich.gov.uk/info/20022/planning_policy/1622/affordable_housing_supplementary_planning_document). It contains further information on the level of information needed in support of viability exercises and the approach to be taken towards prioritisation of objectives where schemes are not able to meet all policy requirements.
- 7.120 The SPD was produced following the adoption of the Community Infrastructure Levy (CIL) by the Council. Effectively the current approach to CIL is that CIL payments take priority over securing other planning policy objectives on developments where viability does not allow both to be achieved. This applies in all cases as under CIL regulation 55 the Council has resolved not to grant exceptional circumstances relief from the liability to pay CIL on any chargeable development (although when it adopted this approach it should be noted that it also resolved this approach would be subject to a future review).
- 7.121 This is potentially significant in relation to the redevelopment of Anglia Square insofar as there is a very significant amount of vacant floorspace currently on the site. Under the CIL regulations existing buildings with a lawful use can effectively be offset against the level of CIL payable on a redevelopment. However, the definition of a lawful use for these purposes is as follows: “a building which contains a part that has been in lawful use for a continuous period of at least six months within the period of three years ending on the day planning permission first permits the chargeable development”. Therefore, unless a lawful re-use is introduced for a period of six months prior to the granting of planning permission for the redevelopment of Anglia Square this definition means that not only would the redevelopment have to bear the costs of demolition and clearance of some of the existing buildings on Anglia Square but also there would be no ability to offset much of the floorspace lost (such as Sovereign House) against CIL liabilities. It is possible that this will impact significantly on the viability and deliverability of the redevelopment proposals.
- 7.122 If it is necessary, in order to avoid prejudicing the redevelopment of Anglia Square, Council officers’ have indicated a willingness for the Council to consider whether it may be appropriate to either review its current approach to granting exceptional relief from CIL or seek to revise its CIL charging schedule that is applicable to the Anglia Square area.
- 7.123 Such an approach may allow more flexibility in the approach to negotiating planning obligations needed for the development and may allow an approach similar to that applied prior to the adoption of CIL. Attention is drawn to the approach to the prioritisation of planning obligations that was adopted by Cabinet in March 2011 but was superseded following the

adoption of CIL and the new SPD. For information this previous approach is attached as Appendix 2. This suggests that site specific critical requirements (such as the delivery of a high quality public realm within the scheme, provision of a new surface crossing of St Crispin's, improvements to land under the flyover and other matters needed to link the development into the urban fabric of Norwich) should take priority over other policy requirements.

- 7.124 Irrespective of the approach that is taken towards viability it is clear that unless the development is capable of meeting the current requirement for CIL and planning policy requirements in full it will be necessary to go through an open book viability exercise. Attention is drawn to the latest guidance [note](#) from the information commissioner about the tests for determining whether information submitted through this process can be treated in confidence in the light of the Environmental Information Regulations. In view of the potential significance of the approach to CIL and the negotiating a sec 106 agreement it is anticipated that sufficient information will need to be published into the public domain to enable the public to understand the reasons for decisions the Council are making on this matter. This may not be available at the time any application is submitted but it is anticipated that at least a summary of viability information will need to be published in advance of a decision being made on any planning application.

## 8. Information required to support a planning application

8.1 The full range of plans and documentation required to support a planning application is set out in the Council's validation requirements, available on the city council's website

([https://www.norwich.gov.uk/info/20017/planning\\_applications/1141/apply\\_for\\_planning\\_permission](https://www.norwich.gov.uk/info/20017/planning_applications/1141/apply_for_planning_permission)). The following documents are specifically required to support a future planning application for Anglia Square.

- Design and Access Statement
- Illustrative masterplan
- Planning Statement
- Statement of Community Involvement
- Heritage and Townscape Assessment
- Transport Assessment
- Framework Travel Plan
- Open space assessment
- Arboricultural assessment
- Landscape and Design Strategy
- Ecological assessment
- Air Quality Assessment
- Noise Assessment
- Contaminated Land Assessment
- Archeological Assessment
- Flood Risk Assessment
- Surface and Foul Water Drainage Strategy
- Energy Water and Construction Statement
- Daylight and sunlight studies

8.2 Applicants are also encouraged to submit a Health Impact Assessment in accordance with the Greater Norwich Development Partnership [Health Impact Advice Note](#), 2012.

8.3 Any application will be subject to an EIA Screening Request to determine whether an Environmental Statement is required to assess the likely impacts of development.

## 9. Conclusions and Next Steps

- 9.1 The comprehensive redevelopment of the Anglia Square site has the potential to regenerate not only the site itself but also to act as a catalyst to radically transform the northern city centre.
- 9.2 The council is committed to working to bring forward a viable mixed use development on the site, and to this end has produced this PGN with input from the site owner / developer. The guidance provided in the main body of this document sets out key planning principles to guide the redevelopment of Anglia Square and surrounding land, and accords with the existing planning policy framework - the NPPF, JCS and DMPP - whilst reflecting many of the aspirations and principles of the expired NCCAAP where relevant.
- 9.3 New development in this location has the potential to make a positive contribution to the local area including the delivery of affordable housing, public realm enhancements, pedestrian and cycle links, enhanced public transport, community facilities, an improvement to existing spaces including the land under the flyover. However, as previously discussed in this report, there may be issues of viability which would affect delivery and these matters will need to be carefully balanced when considering the potential redevelopment of this site.
- 9.4 Weston Homes and Columbia Threadneedle are currently involved in detailed design discussions with the local planning authority and key stakeholders, leading to the development of detailed plans which will then inform an additional public consultation likely to be in March/April, prior to submission of a planning application or applications in late Spring 2017.

## **Appendix 1: Relevant planning policies**

The following policies are considered the most relevant, however this is not an exhaustive list as the relevance of certain policies will depend on the precise nature of proposals coming forward.

### **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
- JCS20 Implementation

### **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
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM18 Promoting and supporting centres
- DM19 Encouraging and promoting major office growth
- DM20 Protecting and supporting city centre shopping
- DM21 Protecting and supporting district and local centres
- DM23 Supporting and managing the evening and late night economy
- 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

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

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

**Supplementary Planning Documents (SPD)**

- Heritage Interpretation SPD, adopted December 2015
- Landscape and Trees SPD, adopted June 2016
- Affordable housing, adopted March 2015
- Main town centres and retail frontages, adopted December 2014
- Open space & play space SPD, adopted October 2015

**Northern City Centre Area Action Plan (2010, now expired)**

The NCCAAP allocated Anglia Square in Policies AS1-4 for comprehensive redevelopment including:

- a convenience retail foodstore with maximum net convenience floorspace of 3,600 metres as well as further small scale retail development (also referred to in policy LU2);
- a minimum of 250 residential units;
- a community hub (also referred to in policy LU4);



- employment provision comprising offices or live-work units;
- a cinema together with restaurants and bars;
- enhanced open space, including the enlargement or replacement of the square (also referred to as policy PR1).

The policies also outlined some generic requirements on the scale of buildings, the need to provide for decentralised and renewable or low carbon energy, the need to incorporate highway measures including the gyratory system (now provided) and the consolidation and replacement of car parking on the site. The document also highlighted a need for a new enlarged central square to be used for events, and improved accessibility, safety and views in the area.

Other non-site specific policies of relevance were LU3 which identified a need for 900 residential units in this area over the plan period (256 were delivered); MV1 which identifies a need for improved pedestrian and cycling facilities as well as a new bus interchange on Edward Street; PR2 which sought enhanced open space under the flyover with potential for permanent retail units; and policies TU1 and TU2 which provided some urban and design context including strategic views.

## Appendix 2:

### Planning Obligations- A Framework for Prioritisation (as agreed at Cabinet on 16<sup>th</sup> March 2011)

#### **A) Criteria for determining priorities for Developer Contributions (In event of a development proposal being proven to be unviable)**

The following criteria provide a framework (for use by Officers and Planning Applications Committee when determining individual planning applications) for ranking requirements for developer contributions which may be covered by planning conditions, s.106 agreements or planning obligations. The Framework is based on attributing a ranking of requirements based on the following categories, listed in priority order.

1. **Site Specific Critical Requirements** – Irrespective of the regeneration benefits of a particular scheme there are certain requirements that must be delivered in full. Without these being delivered planning permission cannot be granted.
  - Where the requirement is a vital component or integral part of the scheme  
E.g. on/off-site highway improvements
  - Where implementation can only happen as part of development e.g.  
riverside walk
  - Requirements which provide a “once and for all opportunity” e.g. bridges
  - Where the ability to provide the requirement is lost once the site is developed e.g. restoration of historic buildings as part of the scheme
2. **Essential policy requirements** – The following requirements are important, are set by policy and required in order for development to go ahead. However, it is recognised in the current financial climate that development may not be viable where all these requirements are met in full. Where development brings with it a considerable benefit to the existing environment and regeneration objectives it may be considered desirable to compromise on one or more of these requirements where necessary in order to deliver wider benefits. The normal list of Policy Requirements (below)
  - General transportation contributions/enhancements
  - Affordable housing
  - Education
  - Libraries
  - Play/open space
  - Way finding/signs
  - Heritage interpretation
  - Shop mobility

- Energy
- Sustainable construction
- Water usage

Where it can be demonstrated that wider regeneration benefits would occur and these would outweigh contributions foregone requirements will be ranked according to the following criteria. Higher priority will be given to requirements where there is:

- A site specific requirement identified in a Local Plan policy or a SPD e.g. community provision in the North City Centre Area Action Plan
- Evidence of need or existing deficiency in provision e.g. is the development in a particular part of the City deficient in open space provision; is there a high level of affordable housing already in this part of the City?
- A defined need for a particular amount of funding exists to deliver or complete a defined project well related to the site.

Lower priority will be given to requirements where there is a reasonable expectation that they may be able to met through contributions from other developments or other funding sources

3. Other related requirements – these would usually be scheme specific benefits, which are beneficial, but are not a policy requirement and could potentially be capable of being financed by other means (as in Circular 5/05)

### **Assessment Process.**

The process will also take account of:

#### ***Deferred payments***

As part of the open book process an assessment of the scope to defer payments and achieve full contributions at a later stage in the development will be made. This needs to be balanced against the risk of not securing contributions.

#### ***On site provision v commuted sums***

The on site requirements will be considered against the potential to secure commuted payments in lieu.

***Note: it is not intended to compromise the quality of design of development proposals.***

### **B) S.106 –Process for Negotiations.**

1. Case officer draws up comprehensive list of s.106/related requirements (in accordance with Circular 5/05) (which impose a cost on development) at “informal” or pre planning application stage. This list should include those requirements secured on behalf of other agencies e.g. education and library contributions for Norfolk County Council (in accordance with County Council standards and protocol)

2. In the event that:

- the developer claims the scheme will not be viable if the full list of planning obligations is to be provided, and
- where it is considered that the development may be needed to meet the aims of the development plan.

The City Council may instruct an independent valuation expert, such as the District Valuer to undertake an “open book” appraisal of the scheme to verify the viability of the full scheme including all s.106 requirements (for simpler and smaller cases there may be sufficient experience in-house). The appraisal should be based on residual valuation methodology and for housing schemes the Homes and Communities Agency model will be used unless otherwise agreed. Costs of this work to be met by the developer. The results of the appraisal will be shared with the developer but the detail will remain confidential and summarised in any report to planning applications committee

3. Case officer refines list as a result of discussions with spending departments to coordinate corporate input and alerts local members and portfolio holder to fact that exercise is being conducted to see if any relevant views exist on local priorities.

4. The appraisal process will include:

- An assessment of all costs and values based on **current** prices and valuations (at the time of the appraisal) and may not therefore reflect the actual price that the developer has paid for the site)
- a reasonable level of profit which is acceptable from the development in the light of development risks, which may require private housing to be dealt with separately from affordable housing e.g. 18-20% (on capital value) and affordable housing (6% of cost.)
- clarification about the level of developer contributions which can be met from the development and allow the scheme to be economically viable, including the impact of deferred payments
- more than one iteration of data may be required. One should include the “normal” s106 requirements and 40% affordable housing (with an assumption of nil grant aid from the HCA and affordable rents<sup>6</sup>). Planning officers will advise of other iterations that would be required to be submitted.

5. Following receipt of appraisal report and understanding of the viability of the scheme, case officer prioritises list of s.106 requirements according to the criteria in the framework to determine whether or not it is appropriate to

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<sup>6</sup> Practice regarding affordable housing contributions is subject to considerable uncertainty at present. However, it is understood that providing grant to secure increased provision of affordable rented housing on private residential led schemes will be a very low priority for HCA funding. If grant is likely to be forthcoming it is likely that obligations will need to be renegotiated.

recommend approval for the scheme without the full requirements being met. The appraisal report will be shared with the developer/applicant.

6. Corporate officer discussion (Including County Council officers where appropriate) to reach agreement about priorities, and if agreement cannot be reached to recommend a proposal, in particular to:
  - Determine the proportion of the needs arising from the development that can be delivered through potential commuted sums and
  - Ensure that any commuted sums will also be capable of delivering worthwhile community benefits (through identifying works that will be delivered, costs involved and other sources of funding).
7. Agree with the developer to secure requirements in priority order according to overall level of contribution that can be provided on the basis of economic assessment of whole scheme. If the developer does not agree and will not sign the s.106 agreement then there is little point in pursuing further, and a report for refusal of planning permission would then be drafted.
8. Report to Planning Applications Committee (which should be prepared in consultation with the Portfolio holder for Environment) to include:
  - An explanation of the exceptional circumstances and how the proposal will meet the needs of the development plan, in order to justify a recommendation of approval with reduced s.106 requirements. This principle should be established first before any consideration of the relative priorities that should be given to specific planning contributions
  - The recommendations about planning obligations priorities based on an assessment of needs the costs of identified improvement works or provision of new facilities and the ability of the development to contribute to meeting these. This should set out the implications of accepting reduced contributions, including those collected on behalf of the County Council.
  - The timeframe that the viability assessment remains valid, if the scheme does not commence immediately. This will normally be 18 months after planning permission is granted or a longer time to be agreed with the local planning authority where it is agreed that there has been no change in market conditions.
  - Consideration of deferred payments to secure the full level of contributions at a later stage in the development.
  - Consideration of an “overage” clause to allow Council to “clawback” funding in the event of developer achieving larger profit than anticipated at the time of the appraisal. The overage clause would be capped to a maximum based on the balance of contributions the site is liable for after deduction of any contribution already made. If a “short dated” commencement condition is imposed and development is completed in a timely manner then this element would not normally be necessary.

9. The detailed assumptions and background information in the appraisal will remain confidential (shared only with the developer/applicant and where relevant other agencies such as Norfolk County Council, where contributions are secured on their behalf).