

Report to Planning applications committee

Item

Date 16 May 2013

Report of Head of planning services

Subject 13/00157/F University of East Anglia Earlham Road
Norwich Norfolk NR4 7TJ

5(4)

SUMMARY

Description:	Erection of new student residences building including temporary construction access.
Reason for consideration at Committee:	Objection
Recommendation:	Approve subject to conditions
Ward:	University
Contact Officer:	Mr Lee Cook Senior Planner 01603 212536
Valid Date:	14th February 2013
Applicant:	University of East Anglia Estate Services Limited
Agent:	Bidwells

INTRODUCTION

The Site

Location and Context

- 1.This application relates to land at the eastern end of the University Campus to the south of University Drive and west of Bluebell Road. The site itself is the remaining “plot” within an area of student accommodation developed as part of the East Development Master Plan. The new building is on the location of the former Waveney Terrace which terminated close to the rear of Orwell Close student housing to the west.
- 2.To the north of the site is a small building with circular annexes which houses a site sub-station. Newer student residences are located to the north (Victory, Kett and Browne House), east (Britten House) and south (Colman House). To the west are older buildings of Orwell and Wolfson Close which are of a distinct but different style to the newer residences. Much further to the south west is Nelson Court constructed in the 1990’s. Existing service vehicle and pedestrian routes run through the residences area.

Constraints

- 3.The application site falls within the specific area designation within the Local Plan as UEA Campus (EMP20). Other policies include the green link (SR12) and

strategic cycle network (TRA15) designation to the east of the site running along Bluebell Road. The "Prospect" is a local landscape feature located further to the south of the application site which affords views across the Campus area, river valley and University Broad.

4. The UEA Campus has evolved since the original Lasdun development in the late 1960's and as buildings have evolved out of the central core they have stuck more or less rigorously to the Lasdun "grid" layout. Within the area of the application site the "grid" is defined by the blocks to the north and west, walkways and roads and some residential blocks follow a freer curved form. The UEA in conjunction with English Heritage and the City Council have produced the conservation development strategy (2006) and also now a new landscape strategy (2010) to identify buildings of significance and inform new development and changes to buildings.

Topography

5. In close proximity the site is relatively level but generally the land is sloping down towards the river to the south and takes on a steeper slope from the south of Colman House.

Planning History

6. Waveney terrace previously occupied the site and was constructed in the 1970's. Orwell and Wolfson Close were constructed in the late 70's early 1980's. Applications 4/1990/1011/O and 4/1990/1012/O to provide for the erection of student residences providing approximately 700 bed spaces were approved in April 1991. This now forms Nelson Court to the south west of the site.
7. Application 4/2002/0351 /F for the erection of new student residential accommodation (Colman House) in two blocks, (one 4/5 storey and one 3/4 storey), to provide 401 study bedrooms with ancillary facilities, together with associated site works including hard and soft landscaping was approved by Committee on 20th June 2002. The same Committee were also recommended to approve application 4/2002/0503/F for the construction of temporary access off Bluebell Road close to the junction with North Park avenue to access site of proposed new student residences for the duration of construction works. However; this application was subsequently withdrawn.
8. Application 03/00351/F for the demolition of existing student accommodation and erection of new student accommodation comprising the formation of 886 study bedrooms to replace the existing 714 at Waveney Terrace in 5 no. 3, 4 and 5 storey buildings was approved by Committee on 19th February 2004 and subsequent changes to amend the scheme approved by Committee on 6th May 2004. Temporary standing of construction vehicles was agreed on the north leg of University Drive and achieved by diverting the footpath into Earlham Park. This temporary footpath & cycleway diversion created space for a controlled lay-by and was originally granted under application 4/2001/1017/F and renewed under 04/01375/F in order to help reduce construction impacts through that period of time.
9. Further development within the area to the north of University Drive includes application 06/00783/F for a development now known as the INTO building comprising of 415 student accommodation rooms for international students and

2,728 sq. m. academic teaching space arranged around landscaped courtyards. The centre being targeted at students of 17 years plus who have completed secondary education courses in their own countries. This scheme provided for the introduction of the experimental two way system along University Drive and for further improvement of cycle links to the University in the wider area. Through other development the University have also made contributions towards the implementation of the CPZ in the adjoining residential area.

10. Application 09/00660/F for the relocation of the existing temporary Islamic Centre on from Chancellors Drive to the land to the north of the current application site was approved in November 2009. The building remains on Chancellors Drive with the most renewal being approved under application 12/01957/F giving a further temporary period until 30 June 2014 allowing time for further UEA and user discussions and freeing the application site area for development.

Equality and Diversity Issues

Various issues relating to the development are reviewed below. The proposals for a new residences and associated facilities should help delivery of services for a range of users of the Campus however there are not considered to be significant equality or diversity issues.

The Proposal

11. The application is for the erection of new student residences building including temporary construction access. The proposed building is to house accessible bedroom and kitchen diner facilities for students on all floors of the building. On the north side of the ground floor there are 2 studio flats for senior residents and a flexible social space for student group activities. There is a 5th floor roof top plant room which helps step the building from 4th to 6th floors and a small roof top service room/greenhouse above the central stair on the west wing which in design assists in replicating roof nodules of other residences buildings in the area. This structure also serves as a pre-heat device for the buildings mechanical ventilation system.
12. As with other student residences the scheme provides no additional car parking. 2 disabled parking spaces which exist in this area are to be relocated as part of the development. Covered cycle storage and bin stores are to be provided in structures to the south of the new building. Some works to access ways and footpaths as well as underground services are proposed to enable routes around the building whilst remaining connected to infrastructure within the area. The scheme also includes some detail of replacement planting for the area.
13. The application includes additional information about temporary construction access to enable safe build of the development. Following initial public consultation, discussion has taken place with the applicant and additional/revised transport information provided to explain the operation of the works access and information provided on minor changes to the appearance of the building.

Representations Received

14. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 6 letters of representation have been received including 1 as a petition signed by 8 residents citing the issues as summarised in the table

below. Following re-consultation further 1 letter and 1 updated letter of representation have been received.

Issues Raised	Response
Fully support the UEA in its desire to be one of the countries leading universities but sometimes the needs of the neighbourhood take priority. Concern over work and disruption over last ten years from UEA and new school and on a further period of disruption.	Paras 26 to 35, 62
More students would mean more traffic, noise and parking problems.	Paras 35, 37, 56, 57
Concern on arrival and departure times for construction traffic. Inconvenience – disturbance from lights of cars which shine into houses from vehicles leaving UEA.	Para 62
Noise and dirt would be very disruptive for students and residents alike.	Para 62
The proximity of the building site to the existing residences will make life very difficult for those students living and studying there and when completed will dominate the buildings around it.	Paras 37 to 39
Building will be taller than others and would be more acceptable if restricted in height to make it more accepted when viewed from Bluebell Road	Paras 43 to 48
The proposed temporary access will cross a pedestrian/cycle path and a layby which is a designated resident's permit parking area and in an accident spot. It will have poor visibility and increase traffic. If the path is kept open or closed it will be very hazardous for those crossing the area making it potentially dangerous for pedestrians and cyclists alike.	Paras 50 to 53
The layby is used in the morning as a drop off point and if gone vehicles stopping elsewhere on Bluebell Road and large vehicles using the temporary access could cause tail backs, noise and traffic jams	Paras 50 to 52
There is no need for temporary access as there are already good roads on to the campus. An additional road was not needed when other residences were built and so it should not be needed now, access would cause inconvenience to local residents.	Paras 50 to 52

The loss of the layby as a parking area for residents and their visitors would be extremely inconvenient as there is little alternative parking available in the area and might force residents to seek parking on other nearby roads.	Para 52
Residents pay for a permit to park here which are usually done annually, we will be out of pocket with nowhere to park. Would the UEA give free parking to offset what is being lost in the layby. If UEA allow campus parking, this will cause issues and the considerable walking distance wouldn't work.	Para 53
Current rules on parking on verges outside homes on Bluebell Road should be relaxed if at all possible	Para 53
Perhaps Council/UEA could convert our front garden into more car parking spaces.	This would form part of separate applications for planning permission which are not directly relevant to consideration of the residences application
The UEA has already chosen to remove trees and hedgerow before permission has been granted. Hoped that if permission is not granted that the UEA will immediately replace these, but that if permission were granted, the UEA agree a timescale for replacement.	Paras 73 to 77

15. A public exhibition and on-line consultation process was held at pre-application stage in November 2012

Consultation Responses

16.**Anglian Water:** Have no comment to make on this planning application

17.**Fire Service:** No objection in principle but requests the provision of fire hydrants on site by way of condition and informative that cost to be met by developer on any permission

18.**Historic Environment Service:** Have advised that the area is within a location of previous buildings and construction activity where it is unlikely to be any archaeological interest remaining and no further assessment is required.

19.**Norfolk Constabulary:** No objection in principle. Comments that Constabulary had a pre-application meeting with the architect and highlighted burglaries from student's bedrooms and the theft of locked pedal cycles from racks located outside accommodation blocks as two key crimes affecting students living on campus. Has made comment on use of defensive planting; external doorsets and windows; access control; post boxes; and cycle parking. See assessment below.

20.**Environmental protection:** No objection in principle but notes conclusions of submitted reports in relation to contamination etc and suggests conditions and

informatives; see assessment below.

- 21.**Local highway authority:** No objection in principle but notes conclusions of submitted reports and information in relation to access, closing up of highway etc to be dealt with as part of the highways legislation; see assessment below.
- 22.**Natural areas (parks and open spaces):** No objection in principle. This part of the campus does not have any significant ecological value and main concern would be to ensure that there is adequate mitigation for any trees to be lost; see assessment below.
- 23.**Private sector housing:** Has previously commented in relation to Regulatory Reform (Fire Safety Order) 2005 and Housing Act 2004. Comments provided on how the property will need to be managed; future management of fire risk; and necessity to comply with building regulations and the escape route is designed to the specifications in the Regulatory Reform guidance. The University are already signed up to a code of practice (CoP) for their other accommodation and they will need to make sure that this accommodation is also signed up to the CoP. If it is not then they will need to apply for a licence with the City Council and comply with the licence conditions and the Management of Houses in Multiple Occupation Regulations (England) 2006.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

Building a strong and competitive economy

Promoting sustainable transport

Requiring good design

Promoting healthy communities

Meeting the challenge of climate change, flooding and coastal change

Conserving and enhancing the natural environment

Conserving and enhancing the historic environment

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

Policy 1 Addressing climate change and protecting environmental assets

Policy 2 Promoting good design

Policy 3 Energy and water

Policy 5 The economy

Policy 6 Access and transportation

Policy 7 Supporting communities

Policy 9 Growth in the Norwich policy area

Policy 20 Provision and support of infrastructure, services and facilities

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

EMP19 Development of educational and training facilities

EMP20 Development at University of East Anglia

EP16 Water conservation and sustainable drainage systems

EP17 Protection of watercourses from pollution

EP18 High standard of energy efficiency for new development

EP20	Sustainable use of Materials
EP22	High standard of amenity
HBE12	High quality of design, with special attention to height, scale, massing and form of development
HOU18	Development of new multi occupation buildings
HOU19	Residential institutions criteria
NE8	Management of features of wildlife importance and biodiversity
NE9	Landscaping of new development
SR12	Green Links network
TRA3	Modal shift
TRA5	Approach to design for vehicle movements and special needs
TRA6	Maximum parking standards
TRA7	Cycle storage
TRA8	Servicing standards
TRA10	Contributions for works required for access
TRA11	Contributions for transport improvements in wider area
TRA12	Travel plans for employers and organisations in the City
TRA14	Safe pedestrian routes
TRA15	Cycle network and facilities

Emerging policies of the forthcoming new Local Plan (submission document for examination, April 2013):

Development Management Policies Development Plan Document – Pre-submission policies (April 2013).

- 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
- DM6** Protecting and enhancing the natural environment
- DM7** Trees and development
- DM9** Safeguarding Norwich's heritage
- * **DM11** Protecting against environmental hazards
- DM13** Communal development and multiple occupation
- DM22** Planning for and safeguarding community facilities
- DM26** Development at the University of East Anglia (UEA)
- DM28** Encouraging sustainable travel
- * **DM30** Access and highway safety
- DM31** Car parking and servicing
- DM33** Planning Obligations and development viability

* These policies are currently subject to objections or issues being raised at pre-submission stage and so only minimal weight has been applied in its content. However, the main objectives of ensuring appropriate design, protecting amenity and ensuring safe passage around and within new development and prioritising pedestrian and cycle passage remains in place through Local Plan policies HBE12, EP22, TRA3, TRA5 and TRA8.

Supplementary Planning Documents and Guidance

- Transport Contributions from Development (Consultation closed)
- Energy Efficiency (Adopted - December 2006)
- Trees and Development (Adopted - October 2007)
- Development of Houses in Multiple Occupation (Adopted - June 2006)

UEA Strategic Principles Document (2010)
UEA Development Framework Strategy (2010)
UEA Conservation Development Strategy, adopted 2006
UEA Landscape Strategy (2010)

Other Material Considerations

Written Ministerial Statement: Planning for Growth March 2011
The Localism Act 2011 – s143 Local Finance Considerations

Principle of Development

Procedural Matters Relating to the Development Plan and the NPPF

24. The Joint Core Strategy and Replacement Local Plan (RLP) have been adopted since the introduction of the Planning and Compulsory Purchase Act in 2004. With regard to paragraphs 211 and 215-216 of the National Planning Policy Framework (NPPF), both sets of policies have been subjected to a test of compliance with the NPPF. Both the 2011 JCS policies and the majority of the 2004 RLP policies above are considered to be compliant with the NPPF. The Council has also reached submission stage of the emerging new Local Plan policies, and considers most of these to be wholly consistent with the NPPF. Where discrepancies or inconsistent policies relate to this application they are identified and discussed within the report; varying degrees of weight are apportioned as appropriate.

Policy Considerations

25. The Joint Core Strategy and Development Management Policies Development Plan Document – Pre-submission policies (April 2013) provide updated policy and guidance on carbon dioxide emissions and energy performance; water conservation; growth and economy within the policy area; biodiversity and protection; quality in the built environment; community facilities/buildings; transport impacts; and waste management. Regard has been had to the policies and documents listed above and suitable weight is given to those emerging policies where appropriate with the exception of DM3, DM11 and DM30 which are subject to objection.
26. The site is within the defined University Campus, as shown on the Proposals Map of the Replacement Local Plan, where the principle of University development is acceptable. Local Plan policy for the Campus is included within EMP20 and wider educational policy included within EMP19.
27. Both policies EMP19 and EMP20 meet the requirements of paragraph 72 of the NPPF to proactively promote development which will widen choice in education and the core planning principle in paragraph 17 to support economic development (which includes education as a public and community use) by enabling educational development and further growth within the UEA campus.
28. However, the requirement for the provision of additional student accommodation in association with the growth of the university may be considered to be onerous in view of the NPPF's emphasis on proactively driving and supporting sustainable economic development and focus on local planning authority requirements in relation to costs in paragraph 173. Therefore, whether this element of the policy should be applied to development proposals should be considered on a case by case basis. In this instance the development is promoting on-site accommodation to assist with projected growth of the University and is considered to be relevant.
29. EMP20 also meets the requirements of paragraph 132 that development affecting designated heritage assets such as the listed buildings at UEA or the Prospect should give great weight to the asset's conservation.
30. A building in the location now proposed was anticipated in the East Development

Master Plan, when the replacement residences were being designed. The earlier increase in academic buildings was accompanied by this significant increase in student residential accommodation at the eastern end of the campus and this has greatly assisted both the national and international attractiveness and enrolment levels and builds on the University's role in the local community and business growth.

31. The University is internationally recognised for its excellence. Its importance to economic growth in Greater Norwich is recognised by the JCS identifying it as part of a strategic employment site. As a consequence of the need for growth at the UEA, and to ensure that the growth is sustainable and does not have a negative impact on neighbouring areas and the attractive landscape setting on Campus the City Council has worked closely with the UEA on the production of masterplanning documents. Already endorsed by the Council these consist of the UEA Strategic Principles Document (2010) and the UEA Development Framework Strategy (DFS) (2010). Related documents include the Conservation Development Strategy and the Landscape Strategy, and these will in most cases be material considerations in assessing planning applications within the university campus.
32. The DFS for the UEA has been prepared in discussion with the City Council and with key stakeholders with the aim of producing a masterplan to inform the Local Plan/LDF process and to guide the release of land and planning applications to meet growth needs for the UEA up to 2030 and beyond as policy EMP20 becomes superseded. Emerging new Local Plan policy DM26 creates a newly defined University Campus than that currently detailed in EMP20. The DFS also includes reference to the application site as part of future development and expansion of facilities on and adjacent to the existing Campus and as such the proposal is in accord with this and emerging policy documents.
33. Within the emerging Local Plan policy DM26 is used to assess development within the UEA campus. No objections have been received on this revised policy and therefore significant weight can be applied to this policy. Within the Campus, as defined on the Policies Map, development will be permitted providing it is for university related uses and is in accordance with the UEA masterplan (DFS) and with any subsequent detailed guidance endorsed by the council for individual parts of the site. This for example will be similar to the process for the creation of the VADD for Earlham Hall and its environs. That site is currently being assessed under separate applications.
34. Under policy DM26 development must, where relevant: a) conserve the landscape and architectural significance of the UEA, retaining a green edge; safeguard and (where appropriate and practicable) enhance the biodiversity and geodiversity interest of the campus and protect significant vistas; b) implement the UEA Travel Plan, promoting public transport use, walking and cycling, both within and to and from the university, encouraging shared car use and minimising single-occupancy car trips to reduce the overall need to travel by car; and c) promote public access to open spaces. The application is considered to be compliant with these new policy requirements.

Housing Proposals

Housing Numbers

35. The DFS envisaged a requirement for up to 600 additional residential units to be provided on Campus by 2030. The current application follows a study to assess how many of those units can be accommodated within the East Development Masterplan area. The precise number for this site is informed by capacity studies by the applicant and agent in discussion with stakeholders and assessment of key site constraints. The development proposes 230 student bedrooms and 2 senior resident flats giving 40% of the target for future on-site accommodation which is

considered to be acceptable for this part of the Campus.

36. The scheme involves a similar style of layout to adjacent student residences with single bedrooms, with en-suite shower and w.c.'s, clustered in groups served by a shared kitchen/dining room. The development provides safe and accessible accommodation in line with policies HOU19 and DM13.

Impact on Living Conditions

Noise and Disturbance

37. The scheme is primarily for new student residences within an area of other student residences on the east side of the Campus. This area will serve existing students on Campus and will be managed as a Campus facility. Included within the north-west ground floor area is a communal space for student group activities. The new accommodation is therefore complimentary to other activities in this area and is unlikely to lead to local disturbance.

Amenity, Overlooking and Overshadowing

38. The units open onto shared communal external spaces within the development and on adjoining Campus land. The scheme will build on and also enhance the links into the green space to the south of the site and retain and enhance trees and planting within the site. The provision of planting and design features within the site will also enhance the amenity and outlook for students occupying this area. The building design and layout has regard to adjoining student residences and to housing beyond the Campus boundary. Organisation of rooms and distances between buildings is such that there will be no significant issue of overlooking.
39. Shadow calculations have been undertaken and whilst there is some impact within the residences area this is considered to be of limited impact to student amenity. Given the distance of the building to the site boundary there will be no significant loss of light to nearby properties. The east wing is designed to be lower and the building is stepped in height to produce both an interesting design and a bridge between lower buildings at Orwell and Wolfson Close which drop down to address the more domestic scale housing along the east side of Bluebell Road. The building also takes advantage of the slight drop in site levels to reduce any visual impact from the east. The proposals work well with reference to their relationship with adjacent properties and subject to conditions on landscape, materials and joinery it is not considered that the proposals would result in any unacceptable impact to adjacent properties in terms of setting, overlooking or overshadowing.

Design

Layout

40. The new block nestled in the middle of more recent early C21 development of residences will be the last plot within the 'East Development Masterplan'. An important aspect of this development is how this new building can successfully integrate into the surrounding context/'neighbourhood'. The existing residences have been laid out with a strong linear form with predominantly horizontal emphasis to follow the contours of the slightly undulating land. The proposals have been discussed at length at pre-application, and have been subject to a design review panel critique at an early stage and a process of public consultation.
41. The building is broken up into three linked blocks forming an irregular 'U' shape form with an open courtyard facing south. The footprint of the new block integrates both with the existing grid to the north and west and with curvilinear blocks to the south. The depth of the building is consistent with the existing residences, with the typical 'dual aspect with corridor' residence plan-form.

42. To the west and to the north of the building are relatively large open spaces and the building will assist in providing 'enclosure', especially the height of the west block as it will form the backdrop to a significant expanse of open space currently enclosed only to the north by Britten House and the south by Colman House. The existing space does 'bleed' out to the east to some extent, and unlike the attractive views over Yare valley to the south, which are looked out to by other buildings on the campus, the east views are featureless and of no significance. A strong building in the location to enclose the space within the campus would be advantageous, and to some extent will help to 'draw' the residences back towards the centre of the campus. The building layout also acts to close off the northern square and formalise this space within the "grid pattern".

Form, Scale and Height

43. In terms of the articulation of the building and interaction with surrounding spaces, the wrap around corner windows assist in 'turning corners' and easing the potential blockiness of the building forms. Some concern was expressed with the relative unrelieved prominent SE corner of the west block, and it is now intended for this to be a green wall, which will significantly soften the building's adjacent to the landscape edge which will be partially viewed when approaching from the south and east.
44. To the north the coloured projecting vertical bay will give some added legibility to the building, making it more of a landmark, which is appropriate considering that the ground floor will be used as a social room for the surrounding residences. In general the colours will fit in with palette of the existing coloured treatment of entrances of other residences.
45. To the east of the site the late 1970s residences are built in a more broken form and replicating a more domestic scale. On the opposite side of the Bluebell Road to the east is an estate of post-war two storey brick houses. The remainder of residences surrounding the site are 3 to 5 storey buildings. The proposed building is taller than adjacent buildings, and as such an approach has been taken to break the form so that it relates to the surrounding context as discussed above. Assessment has also been undertaken in relation to the valley terracing principle which governs building heights. The largest block to the west steps down to the north block and then down to the east block from 7 down to 5 storeys which assists with the setting and context of the building.
46. The building height has been further mitigated following Officer suggestion at the pre-application stage of designing elevations to appear as if there is a 'building on a building' with the top two storeys of the tallest west block and plant room being designed with different materials and fenestration. The line of this break in materials is roughly in line with the change in materials of the existing buildings so that the building is contiguous with the horizontal emphasis of the principal elements of their facades.
47. In terms of views from the residential area outside the campus to the east, the building will be set back at some distance from the site boundary and will be viewed behind a tree belt and through the existing lower height of the 1970s terraces and other newer residences. The building will also be seen in context with neighbouring residences and use of similar design features, colours and materials from the materials palette of the east development area will help blend the building within the context of the Campus development and have a softer impact than views within the Campus where it is intended to enclose space looking out of the east side of the site.
48. The design has been developed in line with the design features, stepped levels, coloured entrances and roof top plant to create legibility in the built form of the area. The building as now proposed should help to build a successful relationship

with the earlier phases of development. The statement accompanying the application explains and justifies design decisions taken, for instance in terms of scale, landscaping, materials and the campus context and the scheme is considered to provide an acceptable enhancement of this part of the campus. Subtle changes in materials can make a significant difference in how the building will successfully integrate and conditions are suggested to cover all aspects of design and materials.

Listed Building – Impact on Setting

49. There are several listed buildings on the campus, but these are located some distance away to the west, and it is considered that their setting will be unaffected. The building will be visible from the higher levels of the library and teaching wall but information has been provided that the building will blend into the rooftop landscape when viewed from these listed buildings. The new building should not be visible from the valley and should maintain a satisfactory relationship with the Prospect to the south.

Transport and Access

Temporary Construction Site Access

50. A variety of potential access options were considered as part of the pre-application process with the submitted scheme being the safest alternative for construction access. Following initial submission and consultation the agent was asked to provide additional explanation of the method of operation for the access to enable further assessment of local impacts. A safety audit has also been undertaken and designs worked up to show how temporary changes to the highway can be undertaken to retain cycle and pedestrian access along Bluebell Road and provide safe visibility. The closure of the layby will be by way of a temporary order through Highways legislation to close this part of the controlled parking space in this area. The access route has been designed in discussion with the Highway Authority Officer.
51. There is always a need when undertaking a substantial development to achieve adequate access, and in the transport officers view, this option is the best available. This view is supported by the risk assessment that has been done on routes within the University Campus. Alternative exit points on Bluebell Road are in much less satisfactory locations than this one in Highway Safety terms. Whilst this temporary arrangement does result in the loss of some residents parking, the Council are routinely faced with issues such as this, and parking spaces are routinely suspended to allow for development and redevelopment. This occurs most often in the heart of the City Centre, where the parking provision is extremely limited, and where residents' parking in particular is heavily over subscribed.
52. That is not the case here, where the amount of on-street parking available in the area significantly exceeds demand (as noted in the Access Statement). Consequently, particularly as many residents have their own off-street parking, there is further on-street parking in Bluebell Road in the near vicinity, and plenty across the permit area as a whole. This includes other laybys further along Bluebell Road. The inconvenience to residents opposite is not in the circumstances a justifiable reason for requiring a less satisfactory access than the one proposed. The design of access has been assessed and turning movements drawn up to show that vehicles can enter and leave the site safely. This has involved the loss of some spaces hoped to be kept within the layby but adequately responses to concerns on highway safety. Proposals are also put forward for use of banksman to manage the crossing at certain times. It is suggested that management and layout are subject to a condition.

53. The UEA have also offered an agreement regarding temporary car parking allocation within the UEA for the displaced parking from the layby on Bluebell Road. The UEA suggest that should planning consent be given they will allocate seven spaces in the area of the former Blackdale School. The area is easily accessible and within a reasonable distance of the layby to be closed thereby providing an acceptable alternative. The spaces will be signed and dedicated solely for Bluebell Road residents parking displaying the appropriate permit. The permits will be issued free of charge to the affected residents. In addition the Bluebell Road residents, upon display of the correct permit, will be allowed to park anywhere on the Blackdale site. For instance if other vehicles who do not have permission to park in these dedicated bays and prevent the residents from parking here they can, if they wish, park anywhere on the Blackdale site. Details and mechanisms for this could form part of the details for the management of the site access.

Vehicular Access and Servicing

54. Some works to access ways and footpaths at the end of Waveney Road are proposed to enable routes around the building whilst remaining connected to network within the area. A recycling strategy for waste and waste management already operates on campus and the new scheme will be incorporated into existing on-site operations. Tracking movements for large vehicles have demonstrated that service and emergency vehicles will still be able to move through this area safely and roadways are designed to retain access to buildings and sub-station to the north of the site. Refuse collections would be by commercial refuse contract as set out in the UEA Waste Strategy and the proposed location of the bin stores adjacent to the site access road is appropriate. Final design and provision of the store area is suggested as a condition to ensure the satisfactory appearance of this area.

55. The layout and operation of the area has also been assessed in relation to student drop off and pick up times at the beginning and end of each academic period. Again the space available for this brief activity is considered to be acceptable. In the long term parking is controlled by University staff throughout the year to prevent fly parking.

Travel Plan

56. A Travel Plan is in operation at the Campus and since its adoption in 2002 has successfully minimised both the use of the private car on the Campus and modal shift to sustainable forms of transport for students, staff and visitors. The Plan has positively encouraged the use of alternative forms of transport including walking and cycling and a regular bus link to the City is also now available. All occupants of the new development will be subject to the requirements of the UEA Travel Plan. The role of the travel plan is explained in the submitted documents and the extension of use of this successful model is welcome. Ensuring a link to use of the Plan will be by condition requiring the development to be carried out in accord with submitted documents rather than a specific condition requiring submission of details of the existing known scheme.

Car Parking

57. The residences when built will provide accommodation to students who would otherwise have had to live off site and commute. Two disabled parking spaces which exist in this area are to be relocated as part of the development. The scheme provides no additional car parking and as such is a car free development which assists with the Travel Plan initiative discussed above.

Cycle Routes and Pedestrian Links

58. The new paths proposed link in with the existing path network and retain direct routes through the site. There are no significant level changes within the scheme

and no requirement for external steps or ramp access. The scheme provides for DDA compliant access. The paths are designed for safe pedestrian and cyclist movement through the space. The existing link to Bluebell Road is also retained to protect linkages along the east side of the Campus. A condition is suggested requiring final details of the new footpaths and hard surface areas proposed.

Cycling Parking

59. Cycling has been promoted on the Campus for a number of years and in addition to extensive cycle parking facilities on Campus the University also provides for bicycle servicing and repairs near to the application site. Two new cycle stores are provided to the south of the new building adjacent to Waveney Road providing a minimum of 75 cycle spaces. The stores are to be designed in line with other similar stores within the residences area and will be secure and prominent features with clear visibility from adjacent residences to improve security. The cycle parking figures are below policy requirements; however, given the availability of other facilities on Campus and assessment of known averages for student cycle ownership this reduced figure is considered to be acceptable under the specific circumstances of the Campus. Conditions are proposed to ensure suitable detailing and provision of the cycle parking spaces.

Environmental Issues

Site Contamination and Remediation

60. This proposal is on an area of land historically used as part of Earlham Hall farm and more recently at the periphery of the golf course created within the area. From the 1960's/70's University buildings and operations have occupied the area. The Environment Agency has advised on known contamination events and aquifer information for the area. The proposed development and use is not an overly sensitive one and the development would appear to pose a moderate to low risk to users of the site and to controlled waters. It is not envisaged that any significant pollutant linkages exist on this site. This is acknowledged in the site investigation documentation supplied with the application.

61. However, the report does refer to the potential for existing site contamination and recommends intrusive investigation and soil testing is carried out. The Pollution Control Officer concurs with this recommendation. The developer should address risks including those to controlled waters from any potential contamination at the site and conditions to address any contamination remediation and verification including imported soil are suggested.

Noise and Plant and Machinery

62. In terms of construction phases an informative is suggested for the permission in relation to considerate construction as recommended by the Pollution Control Officer. Equipment to be used with the building should be housed within plant rooms in the building form. However to ensure control over the installation of extract systems and plant and machinery to avoid any amenity or external design issues conditions are suggested requiring submission of details for such equipment. Other amenity impacts are discussed above.

Flood Risk and drainage

63. The site is below 1ha and within flood zone 1 and therefore a flood risk assessment is not required. However information is supplied to show how the proposal will impact on the site and surrounding area. Given potential capacity issues for the Campus and that ground conditions are unlikely to be conducive to infiltration. Without appropriate surface water drainage the site could be at risk of on-site flooding. The preferred method of disposal is to connect to the existing surface water pipe network running south through the site discharging to UEA

Broad. Improvements to the discharge point of the surface water system have previously been agreed in relation to the main car park application in 2008. There is likely to be unrestricted discharge to the mains sewer for foul water and proposals have been discussed with Anglian Water who have no comment on the application.

64. There is limited capacity to accept direct flow to the SW system and flood attenuation proposals are suggested to incorporate below ground geocellular storage tanks for frequent rainwater events under drained swales and shallow landscaped areas for infrequent events to cope with 1 in 100 year storm event plus climate change without any flooding risks to the surrounding area. Soakaways or other infiltration systems should only be used in areas on site where they will not present a risk to groundwater. In relation to potential impacts from land contaminants this would be controlled through conditions on contamination remediation and verification and incorporation of pollution prevention measures within the drainage system. It is not clear where final surface water drainage systems are to be placed and to ensure compatibility with landscape and building design details are suggested to be agreed by condition.

Sustainable Construction

65. The UEA as an organisation are committed to carbon reduction targets and principles of sustainable design and operation of its new buildings and has environmental policies and carbon reduction plans in place to support these aims. The residences building was originally discussed as being Passivhaus (PH) or being designed to follow PH principles. The scheme is now described as being built to a BREEAM excellent standard.
66. The building aims at achieving 25kWh/m²/annum for heating and internal room temperatures limited to not exceed 25°C for more than 10% of the occupied period. The scheme is also proposing a range of measures including – high insulation levels and air tightness of construction (considerably higher than Building regulations requirements), fresh air supply to minimise overheating plus mechanical supply of fresh air to circulation areas to maintain equilibrium of air volume and good internal environmental conditions.
67. This ventilation includes the roof top “greenhouse” to pre-heat fresh air inlet air supply via the main plant system to en-suite and kitchen areas. The agent is also investigating building management systems for monitoring all plant within the building, use of heat meters and efficient lighting with time, photocell and PIR controls. Window areas optimise natural daylight and ventilation and offer suitable daylight factors for use of the building. Use of brise soleil will also help limit solar heat gain. Other specific construction measures could also include local sourcing of materials, recycling and reducing site waste.

Energy Efficiency and Renewable Energy

68. The scheme provides a number of measures aimed at managing solar warming benefits and improved performance of the building envelope to reduce heat and light demand from non-renewable sources. The building design has been assessed in relation to baseline data on energy usage. Low Zero Carbon (LZC) technologies are already in use on the Campus and include the biomass energy centre (BEC) which provides gas fired combined heat and power (CHP) and biomass CHP. The heat generated from the BEC serves the district heating system (DHS) which distributes heated water below ground to provide heating and hot water for buildings around the Campus. The preferred option is to connect to the DHS served by the BEC which is considered to be LZC technology.
69. Energy for space heating, hot water and electrical use will be provided this way and an estimate of energy from LZC technology is calculated as providing 42% (including electricity) of the baseline energy assessment and as such would be

acceptable.

70. A by-product of the heat generation is electrical generation and submitted information suggests that system characteristics would provide 0.6kW/h for every 1 kWh of heat generated. This is described as “free” electricity which could add to the LZC contributions to energy demand and a figure of 67% of building energy requirement is suggested as being achievable. It would therefore be reasonable to impose a condition requiring the scheme to be connected to the DHS and BEC to meet the policy requirements for on-site energy production.

Water Conservation

71. Equally the building is being assessed in terms of methods of conserving and re-using water and is being designed to BREEAM standards. The building will be supplied by the Campus ring main which also serves as a fire hydrant supply. The scheme aims to limit water usage by incorporating water saving facilities such as: dual flush WC cisterns; low flow taps and showers or flow restrictors; leak detection on water systems; grey water recycling etc. An automated irrigation system is also proposed for the green wall using rainwater or grey water collection. The development would appear to meet appropriate levels of water usage as promoted by JCS policy 3 and a condition is suggested to ensure such facilities are incorporated into the scheme. A condition is also suggested requiring submission of details of the green wall system.

Lighting and CCTV

72. Certain design methodologies are proposed within the scheme to ensure a safe environment for users of this part of the Campus. Given the location of the site there are not considered to be impacts on adjoining users or residents arising from use of lighting or CCTV. However to ensure control over the installation of such systems to avoid any visual amenity, ecology or external design issues conditions are suggested requiring submission of details for such equipment.

Trees and Landscaping

Loss of Trees or Impact on Trees

73. The site is mostly open ground with trees and other shrub planting which is part of the previous planting put in place with the C21 residences and creates the basis of an attractive site planting scheme. Shrub and tree planting along the road frontage have created a landscape edge to the Campus acting as a screen between the Campus site and adjoining residential properties and links the site into the nearby green spaces.
74. The University have moved to remove trees prior to the bird nesting season and determination of this application. Whilst not helpful none of the trees on site are covered by a protection order and therefore the University were able to remove the trees without further permission. This includes trees and part of the hedge along Bluebell Road. Tree assessment has been undertaken and all trees categorised to show their future amenity potential.
75. In terms of what remains on site there are still attractive trees and groups which are to be retained. The physical position of the building should not have tree impacts and construction exclusion zones during works should prevent impacts on their root protection areas and conditions are suggested to ensure compliance with the submitted tree protection plan and submission of additional method statement as a supplement to the AIA to inform on-site works and ensure appropriate forms of protective fencing and on-site controls are provided. An auditable system of arboricultural site supervision and inspection is also suggested as a condition. There should also be a condition to secure a detailed landscape scheme that includes tree planting as a significant element and to

ensure that tree specimens replanted along Bluebell Road edge are of suitable size and variety to quickly re-establish this site frontage planting screen.

Replacement Planting

76. Landscape setting is an important feature throughout the Campus and with this development mitigation/replacement planting has been proposed. Landscaping has been kept relatively simple and informal landscaping ties in with the existing landscaping treatment within this part of the Campus and has potential for further site links and enhancements through site landscaping. The large sequoia tree will become a significant landmark within the Campus in future years if allowed to grow, being a central feature within the 'enclosed' part of the building it will provide an attractive function.

77. The scheme as submitted provides a good level of detail and is a well considered and acceptable scheme. The scheme includes informal tree groups under planted with ground ivy; close mown grass; semi enclosed courtyard; defensive shrub planting; and amenity shrubs. The area also includes gabion bin stores and seating and overall creates a strong architectural form reintroducing "grid" elements to the area and providing desire lines through the area. The scheme also includes a vertical green wall and is proposed with a modular hydroponic system to reduce water use and maintenance. A condition is suggested requiring details of landscaping and this feature. It is also suggested that a plan is submitted at the detail stage showing below ground works along with any replacement planting – including additional tree planting. An implementation programme, written specifications and a landscape management plan are also required by condition.

Ecology

78. The ecological survey indicates that the site is generally of low ecological value and unlikely to support protected species. Recommendations have been made within the ecological and landscape statements and conditions are suggested for submission of site enhancements. Further information is also requested on site lighting which might impact on species habitat. Site enhancements through, for example, suitable planting of landscape areas has been assessed. These include nectar rich plant species, ornamental and native shrub areas, species rich lawn areas and new tree planting to improve site biodiversity.

79. Appropriate conditions are for this application to ensure suitable landscaping proposals enhance spaces and biodiversity within the campus. It is considered having regard to the earlier and submitted ecological statements biodiversity issues can be addressed satisfactorily and provide potential for post construction mitigation measures. The submission statements and additional details on habitat and landscaping respond further to policy requirements and guidance and it is considered that subject to the conditions mentioned the scheme complies with existing and emerging policy.

Local Finance Considerations

80. The proposal is not considered to result in additional business rate or council tax revenue for the Council. Under section 143 of the Localism Act the Council is required to consider the impact of new development proposals on local finance. However, it is also important to take into account other material considerations in assessing the merits of proposals, which in this case include the provision and siting of University facilities, impact on residential amenities, design, transport and environmental considerations, amongst other things.

Equality and Diversity Issues

Age

81. The proposal will result in the change of educational facilities on the site, which is likely to have an impact on a range of age groups using the Campus. The proposal also includes other new communal facilities which again are likely to be of particular benefit across the population spectrum. The scheme is designed using existing accommodation layout designs which appear to have worked for the University and user groups involved in using and developing the scheme. In this instance, therefore, it is considered that the proposal would not have an unacceptable impact on people of a particular age group within the community.

Disability

82. The scheme provides for two accessible student rooms and proposes two 9 person lifts in each core enabling wheelchair access to all floors. The supporting documents also show the intention of providing fully inclusive access and the design has been developed to give level access into the new building including entrance to corridors and flat entry doors. It is understood that generally areas will be designed to meet the latest Building Regulations - Part 'M'. It is considered that the development is unlikely to result in any detriment to people with disabilities.

Conclusions

83. It is considered that the redevelopment of the site for the erection of a new student residences building incorporating student community facilities is acceptable in principle. The proposal would result in an appropriate form of development that would further enhance educational facilities at the University of East Anglia. Subject to conditions, the proposal is considered to be an appropriate use for this site and is guided by the masterplan for the Campus and existing and emerging policies. The site is part of an existing Campus and through travel planning and sustainable transport improvements historically is in an accessible location. The nature of the precise uses proposed would complement the surrounding area without giving rise to disturbance to properties beyond the Campus boundary and which are within a predominantly residential area.
84. The design and layout of the proposal is considered acceptable and provides for adequate replacement landscaping, biodiversity enhancement and tree protection measures and would be unlikely to cause detriment to the visual amenity of the area or heritage and amenity assets within the Campus. The temporary access and measures to limit car parking and provide for alternative modes of sustainable transport are considered suitable. Cycle parking and service provision is appropriate to meet the needs of the proposal and Campus arrangements. Subject to further details and integration into the UEA travel plan the development is unlikely to result in adverse impact on the adjoining highway network. The development is therefore considered to meet the NPPF, policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011, saved policies of the City of Norwich Replacement Local Plan, relevant policies of the Development Management Policies Development Plan Document – Pre-submission (April 2013) and all other material considerations

RECOMMENDATIONS

To approve Application No 13/00157/F University Of East Anglia Earlham Road Norwich Norfolk NR4 7TJ and grant planning permission, subject to the following conditions:-

1. Commencement within 3 years
2. In accord with plans and details
3. Details of a) external materials/features to include cladding; joinery, external

- louvers and solar shading; and feature colour to entrance;
4. Details of a) walls, fences, bollards and other means of enclosure; b) external lighting; c) CCTV systems; d) bin stores; and e) bicycle parking/storage
 5. Provision temporary access and access management
 6. Works to highway to enable temporary access
 7. Arboricultural site meeting
 8. Details of additional AMS
 9. Works in accord with AIA and further details
 10. Retention tree protection and no changes within areas
 11. Details landscaping including biodiversity enhancement; tree replacement; hard surfacing to paths and parking areas; implementation programme; planting schedules and landscape maintenance
 12. Details of the green wall system
 13. Details of surface water drainage features and connections
 14. Energy provision to link to Campus LZC technologies
 15. Details water conservation measures
 16. Details of contamination assessment
 17. Details of contamination verification
 18. Details of imported topsoil
 19. Details of any plant and machinery
 20. Details of fume extraction system
 21. Details fire hydrant position and maintenance

Reasons for Approval/Refusal:

It is considered that the redevelopment of the site for the erection of a new student residences building incorporating student community facilities is acceptable in principle. The proposal would result in an appropriate form of development that would further enhance educational facilities at the University of East Anglia. Subject to conditions, the proposal is considered to be an appropriate use for this site and is guided by the masterplan for the Campus and existing and emerging policies. The site is part of an existing Campus and through travel planning and sustainable transport improvements historically is in an accessible location. The nature of the precise uses proposed would complement the surrounding area without giving rise to disturbance to properties beyond the Campus boundary and which are within a predominantly residential area.

The design and layout of the proposal is considered acceptable and provides for adequate replacement landscaping, biodiversity enhancement and tree protection measures and would be unlikely to cause detriment to the visual amenity of the area or heritage and amenity assets within the Campus. The temporary access and measures to limit car parking and provide for alternative modes of sustainable transport are considered suitable. Cycle parking and service provision is appropriate to meet the needs of the proposal and Campus arrangements. Subject to further details and integration into the UEA travel plan the development is unlikely to result in adverse impact on the adjoining highway network.

As such, the proposal would meet with relevant saved policies EMP19, EMP20, EP16, EP17, EP18, EP20, EP22, HBE12, HOU18, HOU19, NE8, NE9, SR12, TRA3, TRA5, TRA6, TRA7, TRA8, TRA10, TRA11, TRA12, TRA14 and TRA15 of the City of Norwich Replacement Local Plan Adopted Version, November 2004, relevant policies of the Development Management Policies Development Plan Document – Pre-submission (April 2013), policies 1, 2, 3, 5, 6, 7, 9 and 20 of the adopted Joint Core Strategy 2011, the NPPF and relevant Policy Guidance and all other material considerations

Article 31(1)(cc) Statement

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

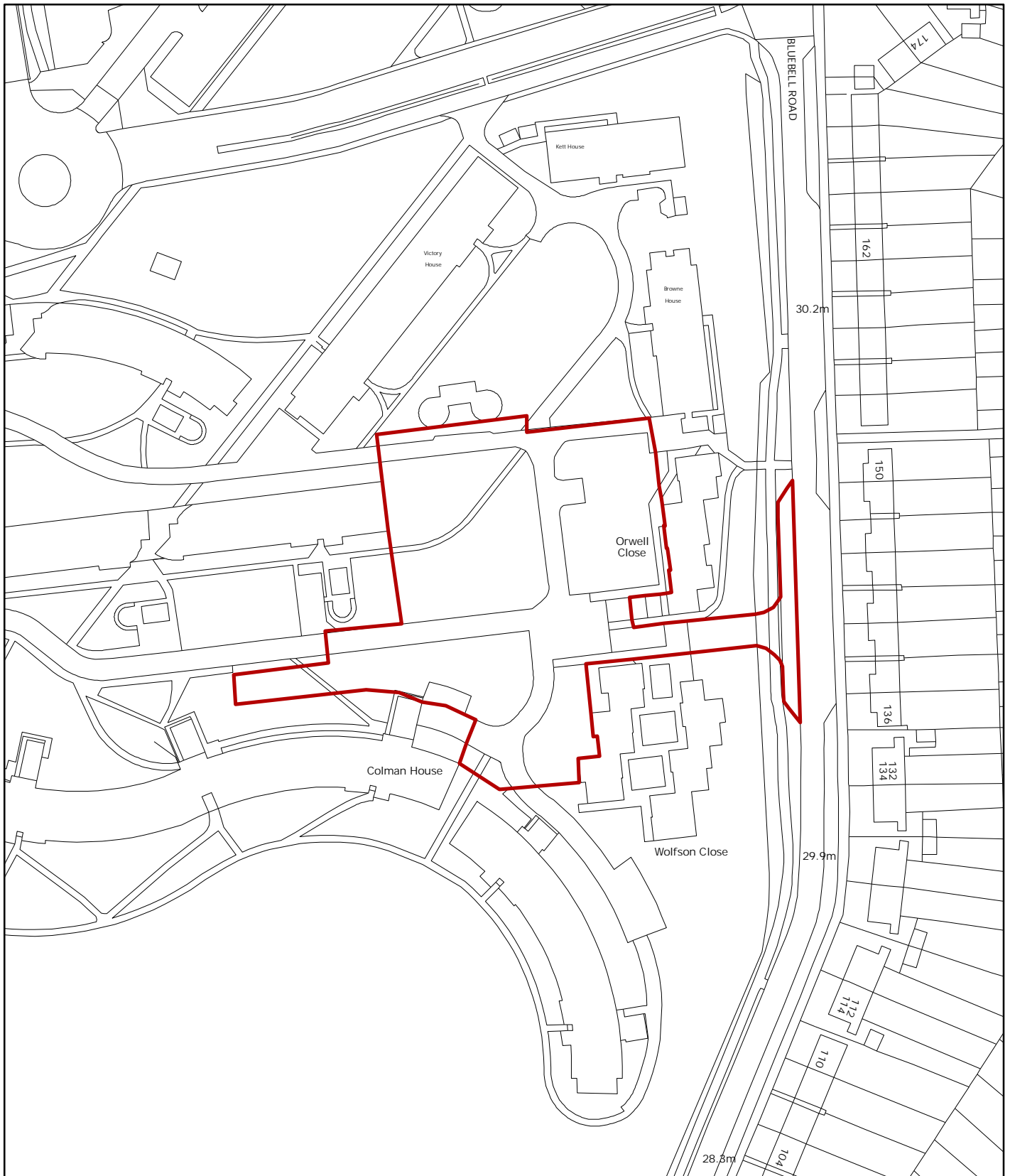
Informatives

Considerate constructors

Asbestos

Highways Act

Site clearance and consideration of wildlife



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Planning Application No 13/00157/F
Site Address University of East Anglia
Scale 1:1,250



NORWICH
City Council

PLANNING SERVICES





East Elevation

- 1 Vertically stack bonded faced blockwork
- 2 Render, Colour off-white
- 3 Metal Cladding System
- 4 Insulated infill panel
- 5 Louvered panel to plant room
- 6 Coloured glass for vertical solar shading
- 7 Fixed Louvres for solar shading
- 8 Composite window with polyester powder coated aluminium frame
- 9 Composite corner window with polyester powder coated aluminium fr
- 10 Green Wall
- 11 Coloured Render
- 12 Glazed Entrance/Fire Escape door
- 13 Metal Door to Plant Room
- 14 Powder Coated aluminium coping
- 15 Timber Cladding
- 16 Metal Canopy
- 17 Timber clad canopy supports
- 18 Signage
- 19 Translucent linear glass units
- 20 Dry Riser Inlet
- 21 Canopy to Architects design

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North Elevation

D MM 15.03.2013 Window pattern updated, metal cladding introduced in lieu of coloured render, green wall amended, roof top enclosure updated

C MM 17.01.2013 General Update

B MM 14.01.2013 General Update

A MM 08.01.2013 General Update

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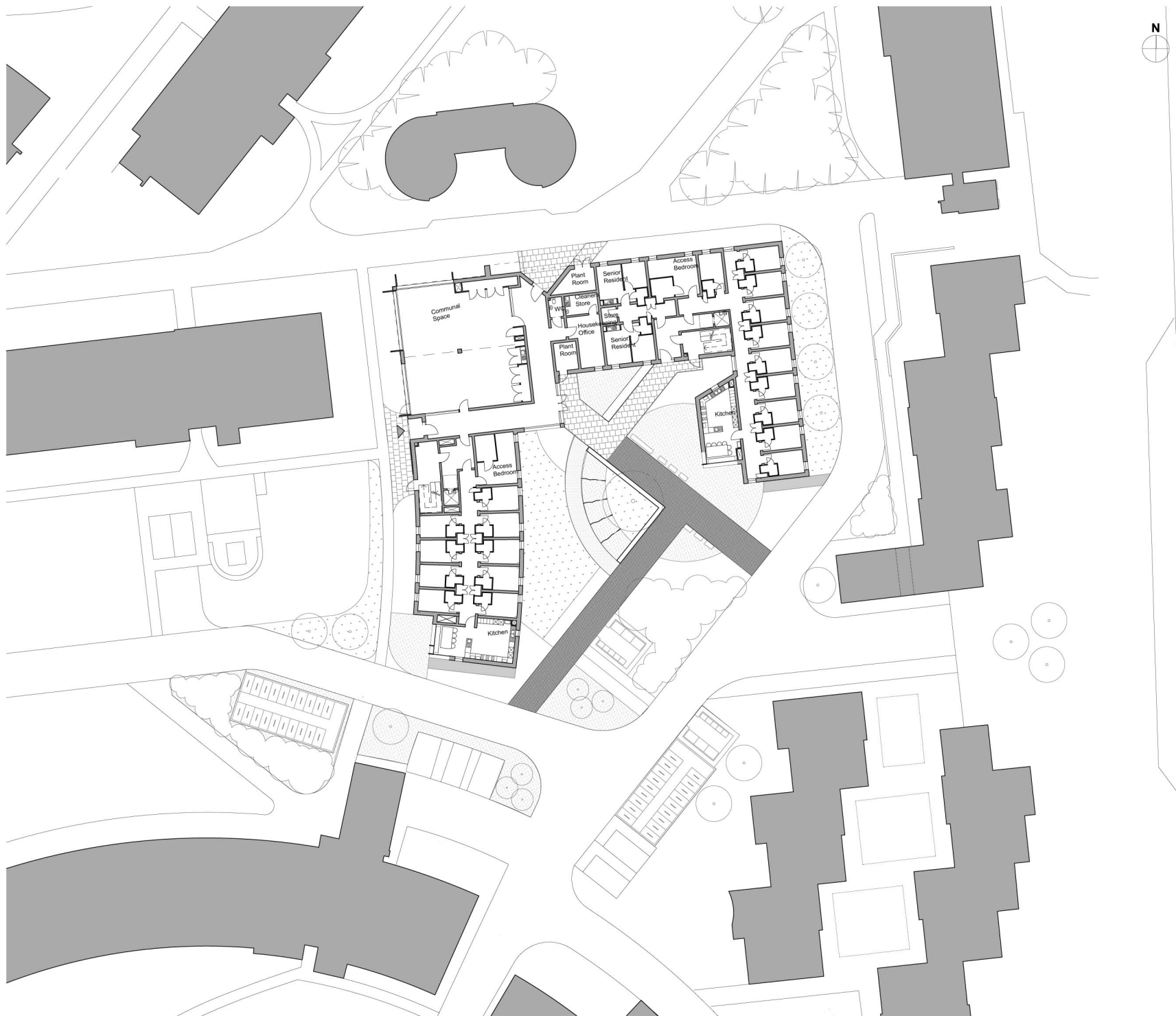
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Client	Estates Services Ltd		
Project	UEA Residences		
Drawing Title	North and East Elevation		
Scale	1:100 @ A1	Date	02.01.2013
Drawn By	MM	Rev	D
Drawing No.	2965 / 202		

Organisational Development
03 APR 2013
Planning Reception





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Client	Estates Services Ltd		
Project	UEA Residences		
Drawing Title	Site Plan		
Scale	1:200 @ A1	Date	17.12.2012
Drawn By	MM	Check By	
Drawing No.	2965 / 102	Rev	

