

Report to Planning applications committee

Item

8 September 2016

Report of Head of planning services

Subject Application no 16/00790/F - 30 All Saints Green,
Norwich, NR1 3NA

5(A)

Reason for referral Objection / Significant departure from development plan

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

Development proposal		
Construction of a 244 student bedroom development with management facilities and amenities; flexible office/business space with independent access, and associated landscaped courtyard.		
Representations		
Object	Comment	Support
1	-	3

Main issues	Key considerations
1 Principle of development	Loss of office allocation Need for student accommodation Acceptability of proposed use in this location
2 Ground floor uses	Impact on vitality at street level; flexibility of proposed uses
3 Design	Layout form and massing; impact of design in the street scene; materials
4 Heritage impact	Impact on conservation area, and on setting of listed buildings
5 Landscaping and open space	Open space to rear; linkage to All Saints Green open space
6 Transport	Access strategy; management of student drop-off and pick-up; cycle provision; disabled parking provision; car club
7 Amenity	Impact of proposals on office occupiers: loss of light and noise impact; construction impacts
Expiry date	31 October 2016
Recommendation	Approve

The site and surroundings, and constraints

1. The application site is 0.18 ha in size and situated in a prominent position on the western side of All Saints Green, opposite the John Lewis store and close to a number of listed buildings. The site is currently vacant but was previously occupied by a cinema (the Gaumont) from the 1930s, later converted into a concert hall and subsequently a bingo hall. The Mecca Bingo hall building was demolished in 2014.
2. The site is surrounded to its south, west and north by an 'island' of late twentieth century office development of considerable scale occupied largely by Aviva, rising up to 11 storeys in height. To the north, at the junction of Westlegate and All Saints Green is Westlegate Tower, recently redeveloped and raised by 2 storeys to 13 storeys in height. The application site is largely flat although levels fall away towards the west; levels outside the site on its western side in particular are significantly lower than for the application site. Directly to the west of the site is the 'well' parking area for Aviva's offices which is accessed from All Saints Green to the north of the site.
3. The site lies within the City Centre Conservation Area (All Saints Green character area). This part of the conservation area is characterised by groups of good quality listed 18th and 19th century houses including 33- 45 (odd) All Saints Green, the Grade 1 listed All Saints Church, and the grade 1 listed Edwardian headquarters of Norwich Union, now Aviva. It is also situated in the Area of Main Archaeological Interest: a photographic record of the building was carried out prior to demolition as well a desk-based archaeological assessment.
4. The site is allocated in the adopted Site Allocations and Site Specific Policies Local Plan ('Site Allocations Plan') under policy CC26 for high quality office space and is located within the Office Development Priority Area (policy DM19) in the Development Management Policies Plan. It is also identified as a key office redevelopment opportunity in the St Stephens Street Area Outline Masterplan; that document has no formal status but has informed a number of allocations in the Site Allocations Plan.
5. Planning consent has recently been granted for the creation of covered cycle storage for 196 cycles to serve the Aviva site, in the 'well' car park to the west of the application site. The proposed entrance point for cycles is directly to the south of the former Mecca Bingo site.
6. The applicant, Alumno Developments Ltd, recently developed a student accommodation block approximately 160 metres to the south-west of the site, fronting Queen's Road. This provides 228 units of accommodation for Norwich University of the Arts students and opened in September 2015.

Relevant planning history

7.

Ref	Proposal	Decision	Date
11/01942/C	Demolition of non-listed building (Revised to include removal of foundations slab).	APPR	24/05/2012
14/00860/D	Details of Condition 2: Photographic survey; Condition 3: On-site historic interpretation; Condition 4: Scheme to hoard site; Condition 5: Monitoring arrangement and Condition 6: Demolition Management Plan of previous permission 11/01942/C 'Demolition of non listed building (Revised to include removal of foundations slab).'	APPR	12/08/2014

The proposal

8. The proposal is for 244 units of student accommodation with a range of uses at ground floor level, potentially including offices and shops. The proposed development takes the form of 5 connected blocks, ranging from 8 storeys to 14 in height. The proposals were revised in July 2016 and re-consulted upon from 10 to 31 August. The revisions comprise a revised south-facing elevation incorporating more window openings, associated revisions to floor plans, landscaping details to the front of the building, and additional supporting information.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	244 units of student accommodation plus office and associated uses
No. of affordable dwellings	n/a
Total floorspace	8210m²
No. of storeys	14 (office uses on the ground floor, 11 storeys of student accommodation, and a 2 storey common room)

Appearance	
Materials	Pale coloured brick, glazing dark coloured metal infill panels
Energy and resource efficiency measures	Fabric insulation, air tightness construction, natural ventilation where possible, heat recovery on all major ventilation systems, energy efficient light, combined heat and power, sedum roofs
Transport matters	
Vehicular access	Access for servicing and emergency purposes
No of car parking spaces	Car free development with a small number of disabled parking spaces provided.
No of cycle parking spaces	54 cycle spaces initially with potential for additional parking to be provided dependent on the end user
Servicing arrangements	Access for servicing, cycling, and refuse collection will be taken from the south.

Representations

9. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 4 letters of representation have been received (1 support and 3 objections) citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Application does not comply with development plan therefore presumption in favour of sustainable development should not apply.	See main issue 1
Scale form and massing: overbearing height and bulk in relation to Aviva offices and street scene; height unacceptable and should be stepped back to reduce impact on Aviva offices.	See main issues 3 and 4
Amenity: adverse impact on light to lower floor windows. Need for BRE assessment.	See main issue 7
Objection to inclusion of A3 use class on ground floor:—suggest need for separate application and/or robust set of conditions including removal of PD rights	See main issue 2
Highways and parking: impact on the operation of the highway and highway safety and on Aviva’s main access.	See main issue 6
Construction and noise impacts: may cause harm and disturbance for Aviva business and it is important to	See main issue 7

Issues raised	Response
avoid potential for future conflicts arising from student use. Need for suitable planning condition.	
John Lewis supports the proposal: it will add significant vitality to the area by attracting more visitors and residents to the city centre, help support local businesses, complement the pedestrianisation of Westlegate/All Saints Green, and support initiatives such as driving the early evening economy.	Noted – see main issue 1
The proposals will relieve the HMO issue in the Golden Triangle, thus increasing the chance of more affordable rent for working people.	Noted – see main issue 1
UEA expresses support for the application. The application site is easily accessible to UEA and the distinguished design will make the building a focal point in the city among the changing street scene. The development will have social and economic benefits and address a need that will alleviate pressure on the housing market and generate real options for students.	Noted – see main issue 1

Consultation responses

10. Consultation responses are summarised below. The full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.
11. It should be noted that the applicant consulted a range of stakeholders including local residents and businesses at pre-application stage, a summary of which is set out in the **Statement of Community Engagement**. This consultation included a pre-application presentation to Planning Committee on 10 March 2016 where the design specifications and details of the proposed development were outlined for committee members. Members responded positively to the presentation and generally welcomed the principle of student accommodation on this city centre site, the fact that it will be car free, and sustainability aspects of the development.

Historic England

12. The application proposes the erection of new development on a prominent site in the city centre conservation area, in the immediate setting of several listed buildings.
13. The proposed new building would be out of scale with the pattern of historic building in this part of the conservation area and would result in harm to the significance of the group of listed buildings in the vicinity of the application site and conservation area, in terms of paras 132 and 134 of the NPPF and would not preserve their setting in terms of para 137. A reduction in height of the proposed development by 3 storeys could reduce the harm while still delivering public benefit, and bring into line with the NPPF.

Environmental Protection

14. The environmental protection officer has proposed that the following conditions and informatives are proposed to be attached to any consent:
- CO1 Contamination
 - CO2 Unknown contamination
 - CO3 Imported material
 - IN7 Construction working hours
 - IN8 Asbestos

Environment Agency

15. The Environment Agency has no objection to the proposals, and provides advice on the water environment and sustainability matters.

Highways (local)

16. The applicant has liaised closely with the City Council's Highways and Transportation officers who consider the submitted application to be of a very high standard, and transportation / highways matters are judged to be satisfactory.
17. The footway works will require a S278 / S38 agreement, which will also cover the future maintenance of street trees. A Traffic Regulation Order fee of £1695 will be required.

Highways (strategic)

18. There is no material impact on the strategic road network; other local highways issues should be dealt with under the agency agreement with Norwich City Council.

Landscape

19. The proposed rear courtyard is welcomed and the visual link through from the streetscene to the planted courtyard will be a welcome addition. The documentation suggests a range of planting material but there is insufficient detail at present and we will need to see fully detailed landscaping plans. Tree selection and details of tree pits will need to be agreed with the council's Trees officer, and a commuted sum will be required for long term maintenance.

Norfolk Historic Environment Service

20. Archaeological evaluation has been done, some medieval deposits have been found. A mitigation strategy is required. Also a concern that the proposals will interfere with the prominence of the castle and cathedral as on high point of ridge. If consent is granted the standard condition AH1 should apply.

Norfolk Constabulary

21. No objection. Comments are provided on a number of issues including
- Main entrance / access control / security issues
 - Mail delivery
 - Student cycle parking – limited natural surveillance

- Visitor cycle parking – obscured by planting
- Cluster flats - no more than 8 bedrooms? Suggestions to make access more secure
- External lighting suggestions

Norfolk Fire and Rescue

22. No objection.

Norfolk County Council Lead Local Flood Authority

23. No comments.

Norwich Society

24. Welcomes this bold development but would like the brickwork to have the quality of Caen stone. The water feature is appreciated. There are some reservations about height – it should be no higher than the Aviva offices.

Assessment of planning considerations

Relevant development plan policies

25. **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
 - JCS8 Culture, leisure and entertainment
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS20 Implementation
26. **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
 - 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
 - DM23 Supporting and managing the evening and late night economy

- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

27. Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)

- CC26: Former Mecca Bingo site, All Saints Green

Other material considerations

28. 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
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF12 Conserving and enhancing the historic environment

29. Supplementary Planning Documents (SPD)

- Open space & play space SPD, adopted October 2015
- Heritage Interpretation SPD, adopted December 2015
- Landscape and Trees SPD, adopted June 2016

Case Assessment

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

Main issue 1: Principle of development

31. Key policies and NPPF paragraphs – DM12, SA Plan CC26, NPPF paragraphs 49 and 14.
32. The site is allocated in the Site Allocations Plan, under policy CC26, for high quality office space and is located within the Office Development Priority Area (policy DM19). As one of a very small number of city centre sites which are earmarked solely for offices or office led development it is one of the few available sites that could, in the right market conditions, deliver high quality commercial office space in a highly accessible and central location. As such it is capable in theory of making a

significant contribution to the JCS requirement for 100,000 sqm of new office floorspace in the city centre.

33. The starting point for the assessment of the proposed development is therefore the site allocation policy, and in this respect the proposal is a departure from the local plan. In such cases there would need to be material considerations sufficient to outweigh the presumption of determining the application in accordance with the adopted development plan. In this case the material considerations are lack of demand for offices in this location, the need for student accommodation, and the positive impacts of the proposed development on the local economy and vibrancy of the city centre, which are discussed below.
34. Recent evidence in the form of commercial market intelligence suggests a lack of market demand for offices and a substantial pool of unlettable, poor quality office floorspace in the city centre. Furthermore there is no obvious end-user for an office-led development on this site at present.
35. This lack of demand is supported by information provided by the applicant which demonstrates that the office allocation would not be viable / deliverable. The **Suitability and Viability report** (January 2016) provided by the applicant provides evidence to support a lack of market demand, including relatively low rental values for Grade A premises in Norwich (the highest being around £16.00 to £16.50 per sqft), and slow take-up of even the most recent and high quality office development. The residual viability assessment which shows a significant developer's loss even at rents higher than has been achieved in Norwich to date: developers profit would be **minus £1.5 million** at an assumed rental value of £18.00 per sq ft and would be **minus £2.42 million** at the current market rent of £16.50 per sq ft. Even assuming a pre-let for the building, the report concludes that a rent of £24.50 per sq ft would be required to make the scheme viable. This supporting evidence is considered to be robust; it effectively supports the applicant's contention that current rental levels are not sufficiently high to render the office allocation economically viable and that it will be some time until the market can support such rental values.
36. On the basis that it has been demonstrated that a viable office development cannot be delivered on this site in accordance with the site allocation, the proposed use of the site for student accommodation is supported, as it is likely to deliver substantial economic benefits for the city centre from the expanding student population. This is supported by the applicant's economic impact assessment (**The Impact of Higher Education on the Economy of Norwich**, April 2016) which estimates the value of construction of the Quad at between £11 and £14 million, employing a workforce of 150 at the peak of construction, and estimates the spending in the local area by the 230 students at the Quad at approximately £1.25 million per year.
37. The need for this form of development is supported by the **Study of Need** prepared by the applicant (April 2016). This shows that student numbers in Norwich have grown significantly in recent years. The total student population in Norwich universities - University of East Anglia (UEA) and Norwich University of the Arts (NUA) was over 16,000 in 2013/14 which is 86% greater than in 2000/01. The total is predicted to rise to around 20,000 by 2018. The application site is well placed to meet the accommodation needs of students at both UEA and NUA. The journey to UEA is 2.5 miles and easily accessible in about 20 mins by bus or bicycle, and the journey to NUA takes about 10 minutes on foot or by bicycle.

38. The proposed development would also help reinforce the vibrancy of the city centre in accordance with the Joint Core Strategy (JCS policy 11 promotes the city centre as the main focus in the sub-region for retail, leisure and office development, with housing and educational development also appropriate). In addition JCS objective 5 seeks to allow people to develop to their full potential by providing educational facilities to support the needs of a growing population. Provision of purpose built student accommodation is also likely to help alleviate pressure on the general housing stock from student HMOs (Houses in Multiple Occupation) and shared houses.
39. As a city centre location there is relatively limited vehicular access and in any case All Saints Green is due to be pedestrianised in the near future. Therefore uses which have less significant needs in these terms should be seen as more appropriate; student accommodation has relatively low servicing requirements from vehicles, and students would generally not own cars and would either be walking or cycling within the city centre. This site is in a highly sustainable location and represents a good location for this use. Car free development is acceptable in principle in this location.
40. Policy DM13 relates to communal development and multiple occupation. Part of the policy relates specifically to residential institutions and student accommodation and sets out a number of criteria that such proposals need to satisfy in addition to satisfying the overall objectives for sustainable development in DM1 and criteria for residential development in DM12. The requirements of DM13 are that (a) the site must not be designated or allocated for an alternative non-residential use; (b) if allocated for housing, it can be demonstrated that the proposal would not compromise the delivery of a 5 year housing supply for the city; (c) the location provides convenient and direct access to local facilities and bus routes; (d) the provision of shared amenity space is satisfactory; and (e) applicants can demonstrate provision of satisfactory servicing and warden/ staff accommodation.
41. In relation to (a), the site is allocated for a non-residential use, but it has been demonstrated above that this office use is not viable and that the site's use for student accommodation is both appropriate and desirable. In relation to (b) the site is not allocated for housing development but nevertheless delivery of student accommodation will help alleviate pressures on the local housing market as referenced above. The proposals satisfy criteria (c) as the site is very well located in relation to local facilities and is close to the bus station on Surrey Street. Criterion (d) relating to amenity is addressed under Main Issue 7 below, and criterion (e) relating to servicing is addressed under Main Issue 6.
42. DM12 sets out principles for all residential development, not all of which are relevant to student accommodation. Relevant criteria include (a): proposals should not compromise delivery of wider regeneration proposals and should be consistent with the objectives for sustainable development set out in the JCS and in DM1; (b) proposals should have no detrimental impacts upon the character and amenity of the surrounding area (including open space) which cannot be resolved by the imposition of conditions; and (c) proposals should contribute to a diverse mix of uses within the locality. In relation to criterion (a), the proposals are considered highly sustainable in relation to the JCS and DM1: the development will support expansion of educational opportunities and sustainable economic growth and will safeguard the special visual and environmental qualities of Norwich, and in addition will contribute to and enhance the planned public realm improvements to All Saints

Green. Criterion (b) is addressed under Main Issues 3, 4 and 5 below, and (c) is addressed under Main Issue 2.

43. In summary, it is considered that the material considerations set out above outweigh the fact that the proposal is a departure from the local plan, and should be afforded significant weight in the determination process.
44. Aviva has objected on the basis that, as the application is not in compliance with the local plan, then the presumption in the NPPF in favour of sustainable development should not apply. The presumption in favour of sustainable development is indeed at the heart of the NPPF. However the fact that an application is a departure from the local plan does not mean that it is not sustainable development. The benefits and impacts of the development in relation to sustainability and other matters are set out within this report, and consideration of the balancing of relevant matters is set out in the conclusion.

Main issue 2: Ground floor uses

45. At present there is not a particular end-user/client in place, so in order to give the development the best possible chance of being used (rather than boarded-up or empty) it is important that the ground floor construction is as flexible as possible. The impending removal of traffic from the north end of All Saints Green and Westlegate will secure major public realm enhancements and facilitate servicing from the street. This might support a range of uses for the ground floor space, for example retail and/or display space for the John Lewis store or café space either associated with John Lewis or independently operated. An inclusion of office development at ground floor level would accord with policy DM19 and would be particularly desirable to add interest and vitality and to help address the loss of offices, given the site's location in the office priority area. Provision of flexible managed workspace that could be used by solo or start-up businesses could benefit from synergy with the student community within the building. The particular constraints of the site, especially its lack of parking and vehicular access mean that provision of conventional office units on the ground floor are unlikely to be attractive to the commercial market.
46. Aviva has objected to the proposed development on a number of grounds including on the basis that proposed A3 use (restaurants and cafes) on the ground floor, as part of a flexible range of uses, is unlikely to be acceptable as it could generate unacceptable levels of noise, disturbance and other environmental impacts. The applicant has responded to this concern by revising the range of potential uses to restrict A3 to cafes only, which will retain the potential for some food related uses which would be appropriate in this location.
47. The development is proposed to have a mix of uses at ground floor level, which comprise the following:
 - Use classes A1 (shops), A2 (financial and professional services) and A3 (restricted to cafes);
 - Use class B1 (business);
 - Use class D1 (non-residential institutions) restricted to day nursery, health centre, clinic or exhibition hall.

48. It is considered that the proposed uses, as revised, are acceptable in principle in this location. They are considered to be workable in the available space, fit in with the proposed design and servicing arrangements, will create an active frontage in order to introduce vitality and interest at street level, and will complement both the upper floor uses and the proposed pedestrianisation plans for All Saints Green.

Main issue 3: Design

49. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
50. The delivery of high quality and inclusive design is an objective of the NPPF which is considered essential for the delivery of sustainable development. Policy DM3 in the Development Management Policies Plan is concerned with design principles for new development; it provides further detail to help implement national policy and to supplement the strategic design principles set out in JCS policy 2. The design principles in DM3 seek to ensure that development - in terms of layout, siting, density, massing and materials - is locally distinctive, and respects, enhances and responds to the local distinctiveness of the area. The site's location in the city centre conservation area introduces further significant design considerations.
51. There is a close relationship between the design and heritage aspects of the development. This section of the report, relating to design, will deal primarily with the layout, siting, massing and materials aspects of policy DM3, and main issue 4 (Heritage) with the heritage impacts including long views, although there will inevitably be some overlap between the two sections. The following text relating to the site's townscape and historic development serves as a general context to both sections.
52. The site lies within the medieval city but for much of its history was a less developed part of it. Prior to erection of very large structures in the 20th century the street saw a gradual process of development including infill development of the application site in the 19th century which generally followed the established pattern of development on All Saints Green. The site was previously occupied by a 1930s rendered, steel-framed cinema building of approximately 5 storeys, which had few redeeming features and could not be considered to enhance the historic environment on All Saint Green. The building was most recently in use as the Mecca Bingo hall which was demolished in 2014.
53. This part of the city centre conservation area is characterised by groups of good quality 18th and 19th century houses and the Edwardian headquarters of Norwich Union, now mostly in office uses. The All Saints Green character area is classified as significant in the City Centre Conservation Area Appraisal (CCCAP - All Saint's Green sector). This significance derives mainly from groups of detached Georgian townhouses which combine to form a strong townscape presence in places. All Saint's Green contains one of the best concentrations of Georgian townhouses in the city (along with some on Surrey Street) including numbers 33 to 43 (odd) on the east side of All Saints Green. These are all grade II listed buildings and identified as a positive frontage in the CCCAP. However their settings are dominated by late 20th century office developments of considerable scale (some of the tallest in the city) leading to a fragmented townscape. The complex of Aviva buildings wrapped round the application site are identified as negative buildings in the CCCAP. The appraisal does not specify the reason for the negative rating for these buildings,

however it does state that the fragmented townscape in this sector of the conservation area is due to “the juxtaposition of buildings of varying scale, overly assertive newer buildings on odd building lines, and areas of open land / surface car parking”.

54. The Aviva buildings are highly visible within their immediate context but views of them generally diminish further away from the site. This is partly due to the curving street pattern of the city and to the undulating topography in this location.
55. The John Lewis department store is on the east side of All Saints Green, partly opposite the site. This is a mid-twentieth century red brick building varying from 3 to 4 storeys in height; as a purpose built shop, it has generous floor to ceiling heights.
56. There are few views of landmark buildings due to the scale of the office development but All Saint’s Church can be seen from All Saint’s Green. All Saint’s Green is broadly crescent-shaped from Surrey Street towards the junction with Westlegate; the application site lies on the inside of the bend, which limits views of the site from both the north and south.
57. All Saint’s Green was originally the pig market, the vestiges of which can be seen today in the widening of All Saint’s Street close to the church. The CCCAP notes that post-war rebuilding in the vicinity of this urban space and the demands of the car have significantly undermined the quality of the space. This is being addressed by the planned pedestrianisation of All Saints Green which is due for completion in 2017. This will allow for servicing and emergency access only to the proposed development, and will link to a pedestrianised Westlegate which should lead to a greatly improved public realm for the benefit of residents and businesses in this part of the city centre.
58. The proposed building comprises 5 elements of differing heights, with the highest, 13-14 storey element, housing a common room for students. The height and massing of the building exceeds that of adjoining buildings, particularly the listed properties on the opposite side of All Saints Green which are largely 3 storeys in height. The stepping down of the building towards the southern end is an appropriate response to the neighbouring buildings. The building does not step down to a similar extent towards the Aviva building on the northern end, however given the topography in this area, when viewed from Westlegate the northern aspect does not appear too obtrusive. The common room on the 13th and 14th storey of the building provides an interesting high point to the building and will allow views across the city from this point.
59. An objection has been made by Aviva relating to the height and scale of the proposed development, and several comments made by other consultees (Historic England and the Norwich Society) proposing a reduction in height to approximately the level of the Aviva office buildings (11 storeys). The proposed height of the development is much greater than was envisaged in the St Stephens Street Area Masterplan (2009), which identified the application site for office development of 5 storeys in height and which informed policy CC26. The policy itself does not refer to a specific number of storeys but does state that development should be consistent with the approach as set out in the masterplan. The masterplan’s purpose was to deliver a strategic vision for the transformation of the wider St Stephens Street area and it has informed a number of local plan allocations and public realm and transportation enhancements currently underway or planned in the area. However

although the masterplan was subject to consultation it was not adopted and therefore can be afforded limited weight.

60. The redevelopment of the application site in a sensitive location in the city centre conservation area will inevitably result in some impact on the surrounding environment, particularly given the scale of the proposed development. It is important that the development design is of very high standard given its scale and prominence. The following assessment addresses its impacts on a range of design criteria as set out in the relevant policies including DM3.
61. The layout and siting of the proposed development will maximise use of this small site, and reflect its topography. The connected blocks of development are positioned at the building frontage providing space to the rear for amenity purposes. This is a high density development suitable for this highly accessible city centre location and is considered to be an efficient use of land.
62. Despite its the overall scale and massing, the building is considered to respond well to surrounding development and the character and local distinctiveness of the area, as required by policy DM3. Whilst the scale of the development responds to the site's immediate context with the adjacent large-scale Aviva office complex, its form and details reference the traditional buildings on the opposite side of All Saints Green. The 5 building blocks are stepped up and down in height and also stepped in from the street edge; the articulation of these elements helps the building to integrate with the existing street pattern of All Saints Green. The proposed scale is not only a response to the immediate environment but also reflects the need to have a viable form of development that will ensure the long-term sustainability of the use for this site.
63. The design of the fenestration to the front elevation provides plenty of visual interest. The scale of openings emulates the larger openings in the John Lewis store opposite, whilst smaller windows pick up on the scale of the Georgian buildings to the south. In turn the front elevation is interesting and inviting. Although the rear elevation is fairly repetitive in design, with a regimented pattern of fenestration, this does reflect the design of the adjacent Aviva building, and the repetition is in part mitigated by the creation of the rear courtyard garden space which adds great interest to the rear of the development.
64. The double height glazing and increased transparency at the entrance point clearly defines where the building should be entered. It also provides a strong visual connection from the courtyard through the entrance lobby to the street beyond which will help to ensure that the courtyard space is visible from outside the development, providing a glimpse of green space in a densely developed urban area.
65. The surrounding built context indicates a predominance of brick elevations. As a choice of elevational material for the proposed building brick is appropriate. However the tone and colour of brickwork shown in the 3D imagery is in contrast to surrounding buildings. Should planning permission be given for the scheme, conditions should be set for approval of the tone of this brickwork to ensure that the building does not appear in too stark a contrast to its setting.
66. The aluminium glazing system and recessed metal panels give interest to the front elevation and will create a sense of precision within the masonry walls. The dark

colour indicated for the window frames and panels appears brutal next to the pale brickwork. Conditions should also be set for approval of the colour and finish of these elements to ensure that the building has some tonal subtlety.

67. Other aspects of the design include the public realm and servicing. The public realm to the front of the building has a widened pavement, planting and a line of trees defining the street edge which potentially creates a pleasant environment for pedestrians. The transparency of the elevation to the flexible office space, entrance and reception to the building allows views of activity within the building and should help enliven the streetscape. The placing of servicing to the southern end of the building will ensure that this activity does not interfere with the public frontage of the building and its associated public realm. Both these issues are dealt with in more detail under main issues 5 and 6 respectively.
68. The building is designed to be energy efficient and aims to meet a BREAAAM target of Very Good as a minimum. The design incorporates a number of measures including energy efficiency lighting, high performance insulation, maximising use of natural ventilation, heat recovery for ventilation systems, and use of sedum roofs. A combined heat and power unit will contribute to the energy reduction of the development and generate a minimum of 10% of site energy demands in accordance with JCS policy 3 (Energy and water).
69. The scheme has been revised by the applicant over recent months in response to comments received during extensive pre-application consultation and in response to comments made on the planning application. At pre-application stage, the proposals were the subject of a pre-application presentation to Planning Committee in March 2016 as noted under Consultation Responses above. In addition, the scheme was reviewed by Design South East in March 2016, at the request of the applicant. The panel was supportive of the principle of regenerating this site, generally positive and encouraging about the overall proposals, and considered the proposed student use to be appropriate in this location. The panel report stressed the importance of achieving the highest design quality given that this is going to be a tall building in a prominent position in the cityscape. Several comments were made which have led to revisions to the scheme including loss of the colonnade feature which was not considered to be a familiar motif in Norwich; and reduction in size of the rear courtyard, which will meet resident's needs for external amenity space and allow glimpsed views through to the green space.
70. Further revisions have been made more recently to the south facing elevation which was considered to have some impact on the historic environment, in particular the listed buildings opposite the site. This is discussed in more detail under Main Issue 4 (heritage impacts).
71. In summary, it is considered that the above assessment of design matters demonstrates that the development proposals have responded effectively to the local character and distinctiveness of this area and the design of the building is satisfactory in terms of layout and siting, density, scale and massing, materials, and energy efficiency in accordance with policy DM3.

Main issue 4: Heritage

72. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.

73. Policy DM9 requires that new development pays regard to the historic environment, and that the significance of any relevant heritage assets have been adequately assessed. The NPPF identifies protection and enhancement of the historic environment as an important element of sustainable development, and establishes a presumption in favour of sustainable development in the planning system (paragraphs 6, 7 and 14). It also states that the significance of listed buildings and conservation areas can be harmed or lost by alteration to them or development in their setting (paragraphs 132 and 134), and that the conservation of heritage assets is a core principle of the planning system (paragraph 17).
74. Members are reminded of their duties under the listed buildings and conservation areas act as detailed below:
75. S66(1) Planning (Listed Buildings and Conservation Areas) Act 1990 provides: “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.
76. The Court of Appeal in *Barnwell Manor Wind Energy Ltd v East Northamptonshire DC* [2014] has held that this means that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise. Furthermore, less than substantial harm having been identified does not amount to a less than substantial objection to the grant of planning permission.
77. S72 Listed Buildings Act 1990 provides: “In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of [the Planning Acts] special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”. It should be noted that The Barnwell Manor case principles (see above) are of similar application in the context of s72 duties, also, - i.e considerable importance and weight is to be given.
78. The key issues considered likely to determine the degree of harm (in terms of the NPPF) to the heritage assets of the area are:
 - a) The impact on the setting of listed buildings in the vicinity of the site and on the most immediate section of the All Saints Green character area, and
 - b) The impact on key views across the city and the wider conservation area.

Impact on nearby listed buildings and character area

79. This section of the report assesses the proposed development’s impact on the specific listed buildings in the vicinity of the site and on the most immediate part of the All Saints Green character area. The proposed development combines elements ranging in height from 9 to 14 storeys which, although relating more closely to the scale of the Aviva development to the rear, greatly exceeds the height of the grade II listed buildings which front onto All Saints Green (specifically 33-35 and 37-39 All Saints Green, Surrey Cottage, 41, 43, and 45 All Saints Green). The impact on both the listed buildings and the historic setting of this part of the conservation area will be significant given that the scale and massing of the

proposed development is far greater than the building previously existing on the site.

80. The applicant has produced a **Heritage Statement** which assesses impacts of the development, including its scale and height, on the historic environment. In respect of impacts on nearby listed buildings, the assessment concludes that the new development will not impact directly on the fabric of these buildings (which include for example All Saints Church, Westlegate, St John the Baptist Timberhill, St Catherine's Close, and Surrey House) as there is no demolition extension or proposed changes to these buildings. There will however be some impact on their setting arising from the proposals, given the introduction of a substantial new building in this location, however this is varied and is judged to be minimal or low for many of these buildings, due largely to the topography of the area and the fact that the existing Aviva buildings largely shield any views. For example the impacts on the setting of the churches of All Saints and St John the Baptist are considered to be negligible or low; the impact on the setting of Surrey House is considered negligible; and the impacts on the setting of St Catherine's Close and 29-35 Surrey Street are deemed to be low. However there is judged to be a greater impact on the setting of the listed buildings at 33-45 All Saints Green, given their close relationship to the site.
81. It should be noted that there have been considerable changes to the wider setting and context of these buildings since their construction, particularly by the introduction of substantial office buildings on All Saints Green in the twentieth century, which have changed the character of their setting so that the current situation is not a largely retained historic streetscape.
82. The proposed development has been designed to respond to its historic setting, including the setting of nearby listed buildings, and to enhance the existing townscape in this part of the conservation area. The east (front) elevation in particular references many details of the adjacent listed and other buildings. The scale of openings emulates the larger openings in the John Lewis store, and also reflects the vertical fenestration of many of the nearby listed buildings. Other echoes in the proposed design of the listed buildings opposite include some of the smaller windows which pick on the scale of the Georgian buildings, and use of the same light and dark colour palette and expanses of wall contrasting with columns of windows of different sizes and shapes.
83. The Heritage Statement identifies the view looking north along All Saint's Green from the junction of Surrey Street as having a potentially 'high adverse' impact on the conservation area, due to the proposed building forming a noticeable addition to the streetscape and creating an unbalanced effect in relation to the listed buildings opposite. Since the Heritage Statement was carried out the applicants have revised the south-facing elevation by the introduction of more window openings, which helps to reduce the dominance of this elevation and to relate better to the neighbouring listed buildings.
84. In terms of its scale, the development has been designed in a series of connected blocks which step up and down along All Saints Green. This varied roofline helps to break up its massing and integrate it more effectively with the surrounding townscape. The siting of the development, on the inside of the curve of All Saint's Green also reduces views of the buildings and helps to lessen its impact on the historic environment, as will the choice of materials. It is considered that a

reduction in the building's height of up to 3 storeys, as proposed by several consultees including Historic England and one objector (Aviva), is unlikely to significantly reduce its impact on the local streetscene and historic environment of this part of All Saints Green. It is considered that the development's impact on this part of the historic environment will depend more on its relationship with its surroundings at street level, including architectural detailing, historic features, landscaping and paving, rather than on a relatively marginal reduction in height which is hard to perceive at street level. Overall the development responds well to its surrounding historic context and to the local character and distinctiveness, as referred to above, and will contribute greatly to the enhanced public realm on All Saints Green discussed under Main issues 5 and 6 below.

Impact on Key views

85. A set of viewpoints was identified by the city council and assessed by the applicant in the **Heritage Statement** in order to determine the level of potential harm that the proposed development might have. The views have been selected to give a fair representation of key views toward the site from short, medium and long distance and they reflect the key views identified in Appendix 8 of the Development Management Policies Plan. Some of these views illustrate where the proposed building cannot be seen, where potential views are blocked by other buildings for example.
86. The report considers that the proposed building will not affect views from some key points in the city such as St Peter's Street and will have a negligible impact on the key long distance views identified in the local plan. There will be some impact on views from the Castle Mound as the roofline of All Saints Church will no longer read against the sky, from Brazen Gate, and on some short and medium range views on All Saints Green (the impact of the view north from the junction of Surrey Street and All Saints Green is discussed above). This includes impact on the view looking up All Saints Green from outside All Saints Church, given the scale of the development in comparison to the adjacent Aviva building. It is considered however that the impact of the new development on these views is mitigated in part by the varied topography of the area and also by the design of the new building as a series of blocks which helps break up its massing and vary its roofline. Careful selection of materials (to be conditioned) will also help to minimise the building's impact in views.

Assessment of harm

87. In summary, the proposed building will be among the tallest in the city and visible from a number of points around the city. However the medieval street pattern in the centre and varied topography helps to limit views of the proposed building. In addition the considerable scale of the conservation area means that the proposed development does not substantially affect its understanding or significance. Therefore the level of harm to the City Centre Conservation Area is judged to be less than substantial in terms of the NPPF.
88. The proposed building will have a detrimental impact on the setting of listed buildings in the vicinity of the site (including 33-35 and 37-39 All Saints Green, Surrey Cottage, 41, 43, and 45 All Saints Green) and on the character of the All Saints Green character area, albeit this is mitigated by the topography of the area and the nature of the development, including its layout scale and massing and its

revised south-facing elevation. The level of harm on both the setting of listed buildings in the vicinity of the site and on the All Saints Green character area is judged to be less than substantial.

89. The NPPF states in paragraph 134 that where harm is judged to be 'less than substantial' this should be balanced against the public benefits that will come from the development. It is clear that these benefits would need to be highly significant to substantially outweigh harm to these designated assets.
90. The public benefits arising from the proposed development include the following. The proposal addresses a need for student accommodation in the city which will relieve pressure on rented housing stock. It will develop a vacant brownfield 'gap' site in this prominent part of the city centre. The proposal is for car free development which has many benefits including relieving pressure for parking, and also means that the street frontage will not be broken up for access, enabling the recreation of a solid historic building line in this part of All Saints Green. The proposed new building is of high design quality, unlike the Mecca Bingo building which previously occupied the site, and it responds sensitively to the historic environment in this part of the conservation area. This scheme has the potential to deliver an exemplary development that will contribute greatly to the regeneration of All Saint's Green and its public realm. The introduction of alternative uses (potentially office or retail) at ground floor level will contribute to an active street frontage and help increase the vitality of this part of the city centre. The development also offers the opportunity to maximise the benefits of its location through the proposed Belfry (the 13/14 storey common room); this will provide a sensitively designed addition to the Norwich skyline, whilst offering views across the city and linking visually with the applicant's other student accommodation block on Queen's Road.
91. There are many potential benefits arising from the proposed development which when taken together are judged to be substantial, and therefore in these exceptional circumstances it is considered that these public benefits do outweigh the 'less than substantial harm' that the proposal will have on the historic environment.

Heritage interpretation

92. The opportunity exists to provide some heritage interpretation of the previous use of the site, to give a better understanding of its history and development for both the building's residents and for the wider community. The proposed landscaped courtyard will include a small canal water feature, referencing the Great Cockey river which flowed through this area. In addition the applicant intends to commission public art for the building referencing the history of the site and related local history.

Main issue 5: Landscaping and open space

93. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraphs 9, 17 and 56.
94. The inclusion in the design of a rear courtyard is welcomed as the visual link through from the streetscene to the planted courtyard will be a positive addition. The information supplied for the courtyard suggests a style and feel for the space that should create a rich, green environment. There are suggested materials

including composite decking, stainless steel panels and seating, as with all the landscape information supplied there is a lack of detailed information.

95. The documentation suggests a range of planting material which suitable for the physical location and constraints of the site. The council will need to see fully detailed landscape plans in due course, with information on site preparation, levels, surface materials, drainage detail, detailed planting layout, hard works detailing, detailed planting plans, water feature details, and site furniture, design and fixing. Further details have been provided by the applicant for landscaping to the front of the site and the area to the southern boundary: further detailed information will also be required for these, and some further refinement may be necessary.
96. All these details will be required by condition. It is important that the quality of the landscaping and seating, particularly on the public facing parts of the site, reflects the Westlegate works to provide design consistency.
97. There is mention of lighting within the courtyard which is welcomed however details of proposals should also be provided. The concept of the space becoming a self-contained area not competing with the surrounding buildings is sound however there is insufficient detail supplied at present to fully realise this ambition.
98. There is a proposal to plant pyrus calleranna to the front of the building which provides a human scale to the massing of the proposed building. Details of the tree pits, and agreement of species selection will also be required by condition. The tree planting will need to be supported by a commuted sum for long-term maintenance (through the S278 agreement).

Main issue 6: Transport

99. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
100. Due to its highly accessible city centre location and proximity to the bus station, the site has ready access to a range of services and facilities, and it is therefore acceptable that this development is car free. However provision has to be made for operational vehicular access, including access for refuse to be collected, deliveries to be made, and students to be picked up and dropped off, all of which are addressed below.
101. Because of the nature of the proposed development the main forms of transport are likely to be walking, or travel by bus or cycle. The proposed development allows for the minimum level of cycle provision (54 covered cycle spaces) with the provision of additional parking triggered by the Framework Travel plan and confirmation of tenant (acknowledging that UEA's needs will be different to NUA's for example), as agreed with the city council. This cycle parking is located to the rear of the accommodation and will be accessed via the gated services entrance at the southern end of the site. In addition 5 stands for visitor cycle parking are also provided to the front of the site, which is considered acceptable.
102. Refuse collection will again be accessed from the south of the site and will be undertaken by Norse who currently carry out this service for the All Saints Green 1 student accommodation. In order to reduce disturbance to neighbouring uses,

collections will be carried out before 6am twice a week, and refuse parking will be located so as to avoid the adjacent Aviva cycle parking access.

103. Deliveries are proposed to be made via the main entrance to the northern end of the site. Servicing and maintenance will be accessed via the gated services entrance at the southern end of the site. Associated service vehicle parking is proposed in proximity to the services entrance and intended to avoid obstructing access to the adjacent Aviva access point. Fire services will be able access the building from all access points: the main entrance, services entrance to the south, and via the office entrance.
104. The scheme has been designed to take account of the highways improvement scheme planned for All Saints Green. Westlegate is currently being pedestrianised and this will be extended on All Saints Green to the north of the site. The proposals for disabled parking have been discussed and agreed with the city council highways officers: existing Blue Badge parking spaces are proposed to be relocated to the east of All Saint's Green, outside John Lewis, and an additional blue badge space provided to the south of the site. The relocated parking spaces are still within 50 metres of the site access to ensure adequate accessibility for users.
105. In addition the proposed development supports the car club, which has significantly increased in size recently. A car club bay for four vehicles has already been granted approval to the south of the development site near the junction with Surrey Street. It is proposed that the specific provision of a car club vehicle will be established through the Travel Plan once the final tenant of the scheme is known.
106. The progressing work on Westlegate / All Saints Green will result in the road becoming a no through road, and traffic manoeuvring could become problematic. It is therefore important for the council to be satisfied that student drop-off and pick-up will be managed effectively at the start and end of the academic year. The applicant has produced a **Student Accommodation Management Plan** which clarifies all the management arrangements. The accommodation will be managed by Derwent Living who already manage the Alumno development on Queen's Road. Student drop-off will be arranged on a timed basis and will be closely managed to ensure that disruption is minimised.
107. All highways works proposed as part of this planning application will be subject to a single S278 / S38 agreement which will include a Traffic Regulation Order for the parking changes and also cover the future maintenance of street trees.
108. The scheme's relationship to the planned transportation improvements for All Saints Green offers potential for significant enhancement of the public realm. The pedestrianisation of Westlegate is virtually complete, with the linking stretch between Westlegate and Golden Ball Street due to be pedestrianised in Spring 2017. All the works are due for completion by summer 2017. All Saints Green is last section to be programmed so traffic and layout there will be as now until summer 2017. The development should add to the amenity of this space with seating, tree planting, quality paving etc as appropriate.
109. Aviva has objected to the proposed development on highways grounds on the basis that it is not clear how works to the highways, blue badge spaces, car club bays and loading / parking restrictions, will impact on Aviva's servicing and delivery arrangements. However these details are clearly set out in the supporting

documentation and clearly do not compromise any access into Aviva's premises. The access will not be obstructed and the planned pedestrianisation scheme allows for the access to be retained.

Main issue 7: Amenity

110. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
111. The NPPF is clear that the planning system should seek to secure high quality design and a good standard of amenity for all existing and future occupiers of land and buildings. Policy DM2 states that development will be permitted where it would not result in an unacceptable impact on the amenity of the area or living / working conditions of neighbouring occupants in terms of: prevention of overlooking and loss of privacy; prevention of overshadowing and loss of light and outlook; and prevention of disturbance from noise, odour, vibration, air or artificial light pollution.
112. The explanatory text to DM2 provides further clarification: new development should provide for adequate day to day living and working conditions for those who will be occupying it, and development should not have undesirable amenity impacts on living conditions of neighbouring residents or compromise the continued operation of uses and activities already established in the locality.

Existing occupiers

113. Given the height of the proposed development there will inevitably be an element of overlooking of adjacent properties, but as the majority of these properties are non-residential this is not judged to be a significant issue. However the loss of light, both daylight and sunlight, and overshadowing are relevant issues and have been addressed by the applicant in its supporting documentation. The applicant has produced a **Daylight and Sunlight Report** (May 2016) to support the planning application, updated by a letter of 5 August 2016. The report assesses the application against the policy requirements and the BRE report ('Site layout planning for daylight and sunlight: a guide to good practice, 2011). The report concludes that the proposed development would have little or no effect on the daylight and sunlight amenity of neighbouring properties (residential and non-residential) when assessed against policy DM2 and the BRE guidelines.
114. The letter of 5 August was produced by the applicant in response to an objection by Aviva, the occupiers of the adjacent office development, objecting primarily to the impact of the development on the amenity of occupiers of its adjacent offices. The letter concludes that the proposed alterations to daylight and sunlight levels received to the windows on the eastern and southern elevations of the Aviva island site would not adversely impact on the working conditions of the occupants such as to inhibit them from undertaking their work in the usual manner.
115. In assessing the amenity impacts of the proposed development, it is important to note that the BRE report is a good practice document and therefore not mandatory, although it is valuable in setting out principles and approaches for the achievement of daylight and sunlight in development. Although the BRE report is primarily focused on protecting the daylight and sunlight amenity to habitable rooms within residential properties it also makes provision for some non-residential buildings where occupants are considered to have a 'reasonable expectation' for daylight, including offices. It can be argued, in accordance with DM2, that the 'reasonable

expectation' of daylight and sunlight within an office environment relates to its operational purposes and whether the loss or reduction of levels of light would detrimentally affect the ability of the organisation to function effectively. For some office workers, such as architects for example, good natural light is invaluable, however for the majority of workers based in offices, such as those in the adjacent Aviva office blocks, high levels of natural light are unlikely to penetrate beyond the immediate vicinity of windows and there is a reliance on electric lighting to maintain constant levels of illumination. Indeed high levels of sunlight can often cause glare and overheating of equipment.

116. The fact that a distinction can be made between the amenity requirements of residential occupiers and workers therefore supports the conclusions of the applicant's Daylight and Sunlight Report, namely that any change in daylight and sunlight amenity upon non-residential properties will not prevent or interfere with the functioning of these buildings and the working conditions of Aviva occupiers, to the extent that it would inhibit them from undertaking their work in the usual manner. In conclusion it is considered that the proposed development will not cause undue harm to amenity in terms of the BRE report and policy DM2.
117. Concern has been raised at potential noise impacts arising from the proposed development. A noise assessment was not required to be produced for the application given that the proposed use is for student accommodation and will be car free, and given that the majority of surrounding development is either office or retail so is not sensitive to noise in the same way as residential development. It is considered that the proposed student accommodation is a suitable and benign use for this site and is unlikely to lead to significant noise and disturbance once it is operational. The proposed development is located in the city centre where some noise generation can be expected however it has been designed to reduce the likelihood of noise generation; for example the building has no balconies and is fully glazed and enclosed, and the external amenity area is situated to the rear of the building.
118. In addition the development will be managed 24 hours a day so if any potential noise and disturbance is identified it will be addressed. The proposed student accommodation will be managed by the same management company as the applicant's other student accommodation block on Queen's Road, which has not given rise to any particular concerns in respect of noise and disturbance. The management company will also actively seek a working relationship with local tenants, residents associations and community organisations, with regular (at least annual) meetings to address issues. Agreement of detailed management arrangements will be required by condition.
119. There will inevitably be some noise generated as a result of construction however it is recommended that an informative is attached to any grant of consent to limit construction working hours.

Future occupiers

120. DM2 specifies that future occupiers require a high standard of amenity, satisfactory living and working conditions, and adequate protection from noise and pollution, and adequate levels of light and outlook. Adequate space must also be provided in accordance with minimum space standards.

121. The applicant's Daylight and Sunlight Report (May 2016) concludes that the proposed development would achieve good levels of daylight and sunlight, both within the habitable rooms and the main living rooms of the student accommodation, in accordance with BRE guidelines and policy DM2. As stated above, it is considered that this standard can be achieved without compromising the operation of other uses and activities on adjacent sites.
122. The internal space standards within policy DM2 do not apply to purpose built student accommodation.
123. Policy DM2 also requires external amenity space within residential developments. The proposed development includes an external landscaped rear courtyard for the use of occupants, which is addressed above in more detail under Main Issue 5 Landscaping and Open space. This external space forms an integral part of the design of the overall development and will be landscaped to a high standard. There will also be a visual link from the street through to the courtyard, thus enhancing the soon to be improved public realm on All Saints Green. It is considered that the proposed amenity space fulfils the policy requirement.
124. In conclusion, although there will be inevitably be some amenity impacts arising from this development these are to be expected for substantial new development in a city centre location and are considered to be acceptable in terms of the cumulative impacts on existing occupiers as well as for future residents of the development.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes, disabled parking provision subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition

Other matters

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

127. Flood risk: the site is within flood zone 1, is not at risk of fluvial flooding, and does not fall within a Critical Drainage Area. The SFRA and site specific flood risk assessment has not identified any potential flood risks that cannot be managed. The proposal is for a Sustainable Urban Drainage system (SuDS) to be implemented for surface water drainage, comprising sub-surface attenuation and a swale / raingarden in the rear courtyard, ultimately discharging to the existing sewer. This will be secured by condition. Foul water will discharge to foul water sewer.
128. Contamination: the applicant's Geo-environmental report identifies some potential contaminants related to the previous use of the site as a cinema and some off-site sources of contamination. The report's recommendations, which include undertaking a limited environmental ground investigation to confirm current soil and groundwater quality and carrying out a watching brief during groundworks, have been assessed and are supported; appropriate conditions and informatives will be attached to any planning consent.
129. Archaeology: following an archaeological field evaluation requested by Norfolk County Council's Historic Environment Service and carried out in summer 2016, some medieval deposits have been found. A mitigation strategy will be required by condition.

Equalities and diversity issues

130. There are no significant equality or diversity issues.

Local finance considerations

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

Conclusion

134. The application is a departure from the local plan (policy CC26) and the proposals are also judged to have 'less than substantial harm' to the conservation area and listed buildings in terms of the NPPF. Consideration of the application therefore requires a balancing of these factors against the range of potential public benefits of the development as part of the decision-making process.
135. The public benefits arising from the proposed development include the following. The proposal addresses a need for student accommodation in the city which will relieve pressure on rented housing stock. It will develop a vacant brownfield 'gap' site in this prominent part of the city centre. The proposal is for car free

development which has many benefits including relieving pressure for parking, and also means that the street frontage will not be broken up for access, enabling the recreation of a solid historic building line in this part of All Saints Green. The previous building on the site, the Mecca Bingo hall, formed a poor quality and unattractive feature in the street scene. The proposed new building, on the other hand, is of high design quality which includes references to the listed buildings in the vicinity of the site, and will contribute greatly to the regeneration of All Saint's Green through its treatment of the building's frontage, paving and landscaping, including street tree planting. The creation of a new rear landscaped courtyard, visible through the double-height glazed entrance, will provide additional green space visible from the street to enhance this densely built-up area. The introduction of alternative uses (potentially office or retail) at ground floor level will contribute to an active street frontage and help increase the vitality of this part of the city centre. The development also offers the opportunity to maximise the benefits of its location through the proposed Belfry (the 13/14 storey common room); this will provide a sensitively designed addition to the Norwich skyline, whilst offering views across the city and linking visually with the applicant's other student accommodation block on Queen's Road.

136. The consideration of this application is considered to be relatively finely balanced. In relation to the departure from the local plan, it is considered that the economic, social and environmental benefits delivered by the proposal outweigh the shortfalls and that the material considerations identified in Main Issue 1 (namely the lack of market demand for offices, the need for student accommodation in the city, and the social and economic contribution of the proposal to the local economy and city centre) are sufficient to outweigh the presumption of determining the application in accordance with the provisions of the Development Plan. In relation to the 'less than substantial' harm to heritage assets, this is also considered to be outweighed in terms of paragraphs 132 and 134 of the NPPF by the substantial public benefits of the proposed scheme as outlined above.
137. In conclusion, the benefits of the proposed development are considered to be substantial and to outweigh the departure from the local plan, harm to the historic environment, and other impacts as noted in the main body of the report. The delivery of student accommodation will deliver high quality development on a vacant site in a prominent city centre location, and will contribute greatly to the regeneration of All Saints Green with positive benefits for the city centre.

Recommendation

To approve application no. 16/00790/F - 30 All Saints Green Norwich NR1 3NA and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Contamination
4. Unknown contamination
5. Imported material
6. Archaeological written scheme of investigation
7. Materials
8. Details to be agreed of materials including doors, windows, shopfronts, rainwater goods.
9. Lighting

10. Fire hydrants
11. Disabled access
12. Boundary treatment
13. Obscure glazing
14. Heritage interpretation / public art
15. Energy efficiency
16. Water efficiency
17. SuDS details submission and implementation
18. Landscaping details
19. Landscape provision
20. Street trees
21. Parking / servicing
22. Provision of cycle parking and bin storage
23. TRO required
24. Removal of permitted development rights – ground floor uses
25. Removal of permitted development rights – details of plant and machinery
26. Restricted delivery hours
27. Construction method statement
28. Provision of litter bins and waste collection facilities
29. Travel plan
30. Arboricultural works to facilitate development
31. Details of management arrangements to be agreed
32. S278 agreement

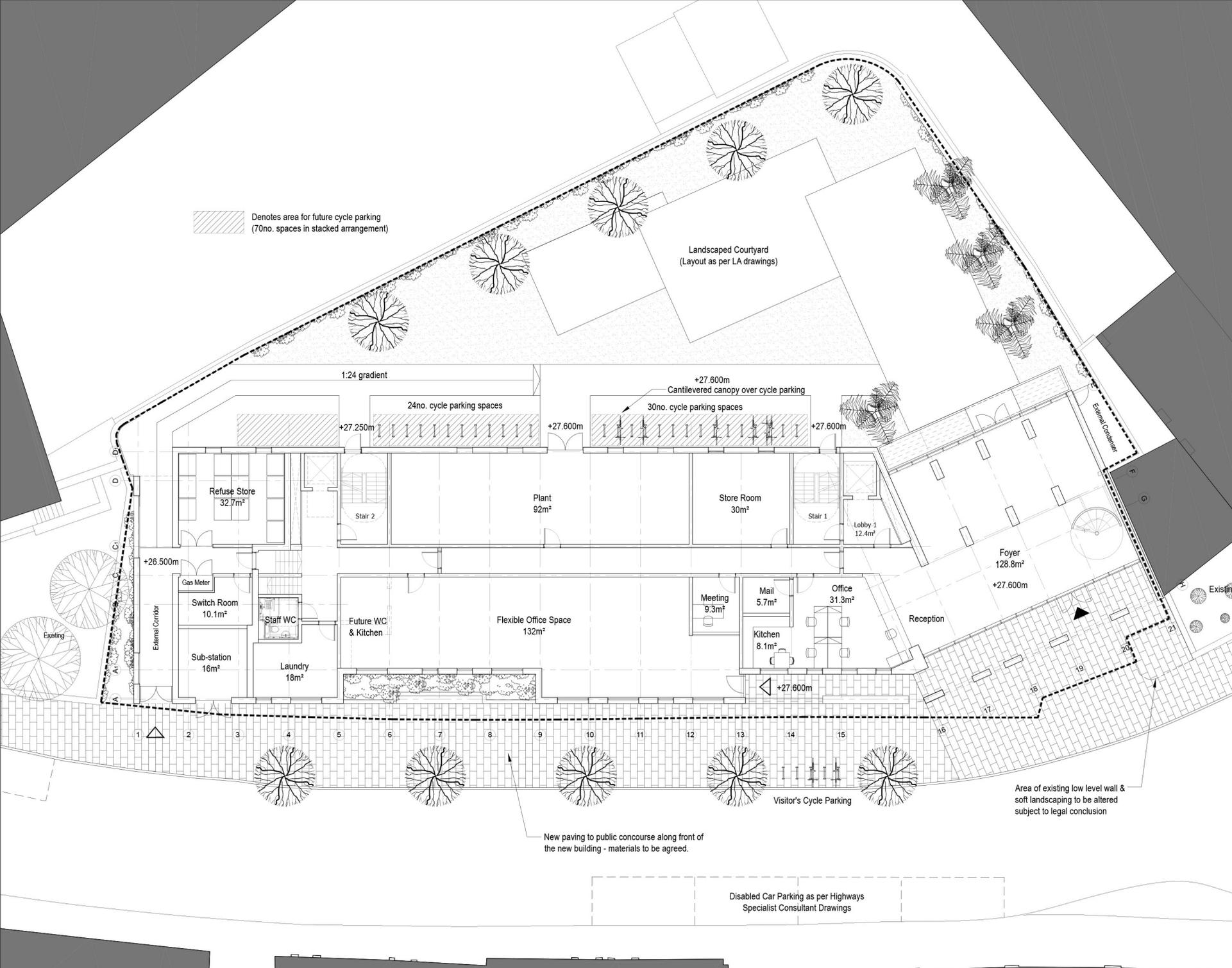
Informatives

1. Construction working hours
2. Asbestos
3. Landscape management plan

Article 35(2) Statement

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

...



Denotes area for future cycle parking (70no. spaces in stacked arrangement)

Landscaped Courtyard (Layout as per LA drawings)

1:24 gradient

24no. cycle parking spaces

30no. cycle parking spaces
Cantilevered canopy over cycle parking

Refuse Store 32.7m²

Stair 2

Plant 92m²

Store Room 30m²

Stair 1

Lobby 1 12.4m²

Foyer 128.8m²

+26.500m

Gas Meter

Switch Room 10.1m²

Staff WC

Future WC & Kitchen

Flexible Office Space 132m²

Meeting 9.3m²

Mail 5.7m²

Office 31.3m²

Reception

Sub-station 16m²

Laundry 18m²

Kitchen 8.1m²

+27.600m

Visitor's Cycle Parking

Area of existing low level wall & soft landscaping to be altered subject to legal conclusion

New paving to public concourse along front of the new building - materials to be agreed.

Disabled Car Parking as per Highways Specialist Consultant Drawings

REV. PLAN
 NO NOT SCALE FROM THIS DRAWING.
 THIS DRAWING IS BASED ON INFORMATION PROVIDED BY OTHERS. THE ARCHITECT ACCEPTS NO RESPONSIBILITY FOR THE ACCURACY OF THIS SURVEY.
 ALL DIMENSIONS ARE SHOWN IN METERS.
 THIS DRAWING REMAINS THE COPYRIGHT OF CARSON & PARTNERS

CLIENT
ALUMNO DEVELOPMENTS

NO.	REVISION	DATE
B	South elevation openings altered	03.08.2016
A	Gas Meter, Ext. Condenser, Bench	01.07.2016
Rev	Reason for issue	Date

Carson & Partners	
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PROJECT	
THE QUAD STUDENT ACCOMMODATION ALL SAINTS GREEN NORWICH	
TITLE	GROUND FLOOR PLAN
DRAWING NUMBER	AL(20)010
REVISION	B

PLANNING		SCALE
DATE	22.04.2016	1:100 @ a1
DRAWN BY	PM	
PROJECT DATE	CHECKED BY	PROJECT NUMBER
		0169

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15

- MATERIALS**
1. Pale stone-coloured variegated high-quality facing brick, Stretcher Bond (Brick type TBC)
 2. Similar facing brick to rear facade, Stretcher Bond (Brick type TBC)
 3. Pale stone-coloured variegated high-quality facing brick, Soldier Course (Brick type TBC)
 4. Proprietary Aluminium Window System
 5. Proprietary Glazed Curtain Walling System with Metal Infill Panels
 6. Proprietary Glazed Curtain Walling System
 7. PPC Aluminium Flashing (Colour to match brick TBC)
 8. AOV Louvers
 9. S/Steel Balustrading

KEY PLAN

DO NOT SCALE FROM THIS DRAWING
 THIS DRAWING IS BASED ON DIMENSIONAL SURVEY INFORMATION PROVIDED BY OTHERS. THE ARCHITECT ASSUMES NO LIABILITY FOR THE ACCURACY OF THIS SURVEY.
 ALL DIMENSIONS ARE SHOWN UNLESS STATED.
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ALUMNO DEVELOPMENTS



LEVEL 12	+ 63.000
LEVEL 11	+ 60.150
LEVEL 10	+ 57.300
LEVEL 09	+ 54.450
LEVEL 08	+ 51.600
LEVEL 07	+ 48.750
LEVEL 06	+ 45.900
LEVEL 05	+ 43.050
LEVEL 04	+ 40.200
LEVEL 03	+ 37.350
LEVEL 02	+ 34.500
LEVEL 01	+ 31.350
GRD LVL	+ 27.600

NOTES

A	Bench & steps at Office entrance	01.07.16
Rev	Reason for issue	Date

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PROJECT

**THE QUAD
 STUDENT ACCOMMODATION
 ALL SAINTS GREEN NORWICH**

TITLE

EAST ELEVATION

DRAWING NUMBER	AL(22)010	REVISION	A
PLANNING			
DATE	22.04.2016	DRAWN BY	PM
PLOT DATE		CHECKED BY	
		PROJECT NUMBER	0169
		SCALE	1:100 @ A1

NOT PLAN

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ALL DIMENSIONS ARE IN METRES.

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CLIENT

ALUMNO DEVELOPMENTS

NOTES

1. 2. 3. 4. 5. 6. 7. 8. 9.

Rev	Reason for issue	Date
A	Updated to match plan @ LVL1	01.07.16

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**THE QUAD
 STUDENT ACCOMMODATION
 ALL SAINTS GREEN NORWICH**

TITLE

WEST ELEVATION

DRAWING NUMBER	REVISION
AL(22)012	A

PLANNING

DATE	DRAWN BY	SCALE
22.04.2016	PM	1:100 @ a1

PLOT DATE	CHECKED BY	PROJECT NUMBER
		0169

- MATERIALS**
- Pale stone-coloured variegated high-quality facing brick, Stretcher Bond (Brick type TBC)
 - Similar facing brick to rear facade, Stretcher Bond (Brick type TBC)
 - Pale stone-coloured variegated high-quality facing brick, Soldier Course (Brick type TBC)
 - Proprietary Aluminium Window System
 - Proprietary Glazed Curtain Walling System with Metal Infill Panels
 - Proprietary Glazed Curtain Walling System
 - PPC Aluminium Flashing (Colour to match brick TBC)
 - AD/ Louvers
 - SI/Steel Balustrading

