

Report to Planning applications committee

Item

14 May 2015

Report of Head of planning services

Subject Application no 15/00121/F - The Blackdale Building, Bluebell Road, Norwich, NR4 7LN

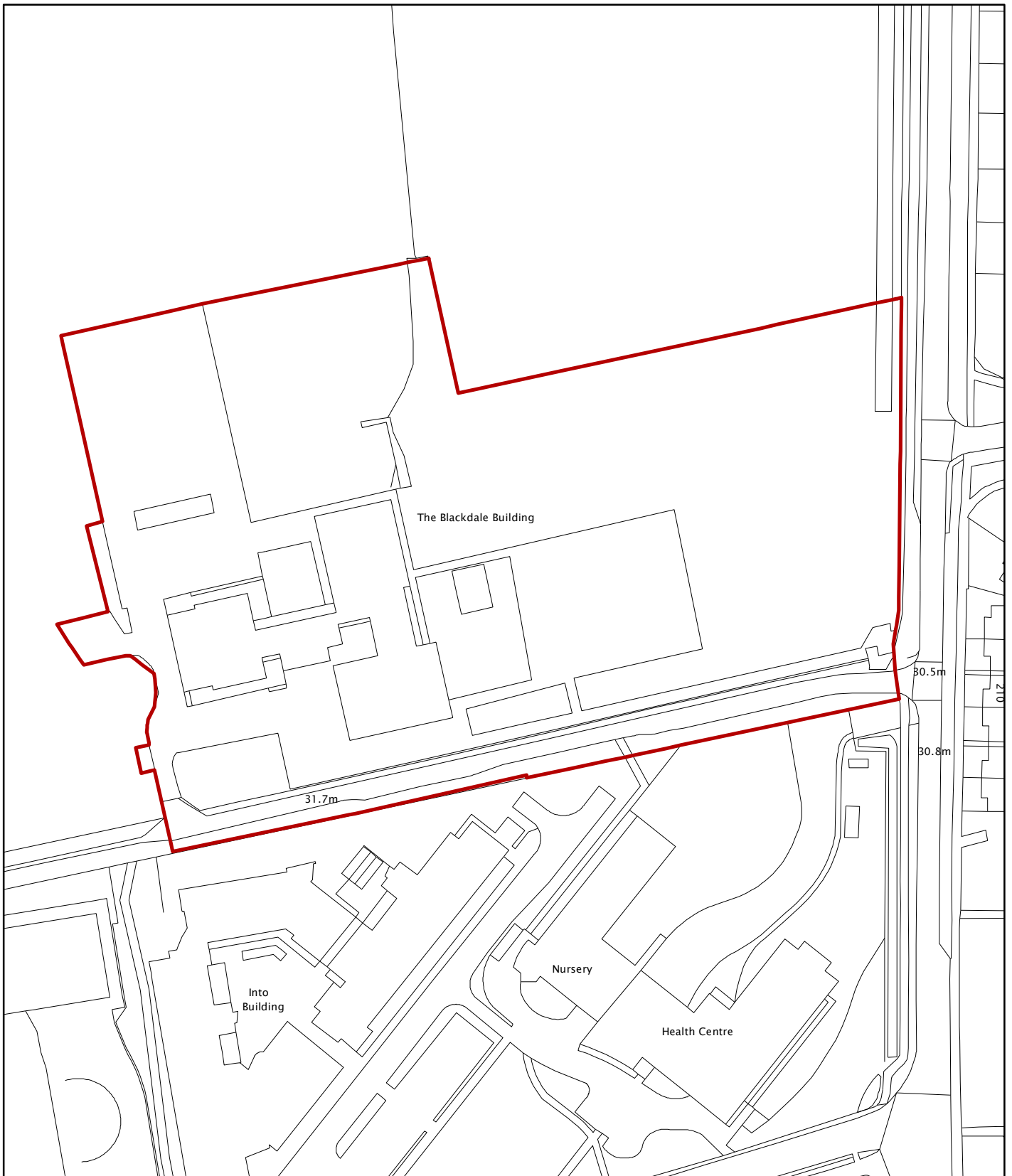
Reason for referral Objection

4(A)

Ward:	University
Case officer:	Lee Cook - leecook@norwich.gov.uk

Development proposal		
Student accommodation to provide 915 bedrooms, kitchen, dining and lounge facilities with community building comprising cafe, launderette, office space and associated works.		
Representations		
Object	Comment	Support
1	(1 at pre-app)	1

Main issues	Key considerations
1 Principle	Policy framework, allocation site
2 Transport	Parking, travel plan, access and servicing, cycle routes/design and pedestrian links.
3 Landscape and open space	Existing character, landscape setting, protecting and enhancing established features, educational uses, public accessibility
4 Trees	Tree protection and removal, arboricultural methods, construction access, replacement planting.
5 Biodiversity	Species recording, protection and enhancement of habitat.
6 Design	Scale, layout, grid form, massing/stepping, materials, landscaping
7 Heritage	Listed buildings, architectural character, historic landscape features.
8 Amenity	Land use, community facilities, layout, accommodation, noise, outlook, shading.
Expiry date	22 May 2015
Recommendation	Approve subject to conditions



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Planning Application No 15/00121/F

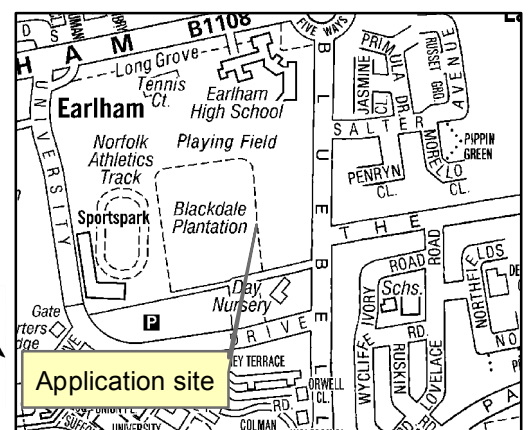
Site Address The Blackdale Building
Bluebell Road

Scale 1:1,250



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The former Blackdale School site lies between Blackdale Plantation and Bluebell Road. The site retains its educational use following on from use by the former school. It is currently used by the University of East Anglia (UEA) as faculty teaching space and recently occupied by the school of law before their move to Earlham Hall.
2. The site comprises the main teaching building of the former Blackdale School, part of the former school field, hard surfaced play areas currently used for car parking and a part of the Blackdale Plantation wooded area. The western area of the Plantation is adjacent to the Sportspark and northern part of the Plantation within the grounds of the City Academy.
3. The site borders Cow Drive to the south, which provides pedestrian and cycle links into the UEA campus to the west and forms part of the route of the pink peddle-way. The eastern end is laid out as a roadway and provides current vehicular access to the site. To the south of Cow Drive are newly erected campus buildings, including residences, teaching space, a nursery, a health centre and a biomass energy centre. Former playing fields extend to the east adjacent Bluebell Road and link with the playing field space used by the City Academy.

Constraints

4. The application site falls within the specific area designation within the Local Plan as UEA Campus (DM26). Other policies include the designated open space to the north and west (DM8) and protected woodland at Blackdale Plantation (DM6). The pink peddle-way forms part of a strategic cycle network linking Norwich Research Park (NRP), UEA campus via the Avenues into the City centre.
5. 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 INTO and medical buildings, roadways and blocks of landscaping to the south leading down to University Drive. 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 other changes to buildings and landscape.

Relevant planning history

6.

Ref	Proposal	Decision	Date
4/1993/0835	Provision of surfaced playground, extension to car parking and widening of existing roadway.	Approved	24/11/1993

Ref	Proposal	Decision	Date
4/2003/0649	Construction of new car parking area.	County Council Decision	26/08/2003
04/01260/CFR3	Proposed temporary accommodation for duration of construction works for the new build Primary school on the Northfield First School site.	Approved	27/01/2005
05/01113/CF3	Provision of temporary school accommodation.	Approved	20/12/2005
09/00665/F	To relocate existing temporary modular teaching building from Chancellors Drive to the Old Blackdale School for a period of three years.	Refused	16/04/2010
11/00379/CF3	Underground pipeline to connect existing UEA biomass boiler to the new City Academy.	Approved	13/05/2011

The proposal

7. The scheme includes student accommodation to provide 915 bedrooms, kitchen, dining and lounge facilities and a community building comprising cafe, launderette and office space. 6 studio flats for senior residents and 4 wheelchair accessible units at ground floor level are to be provided. The scheme is broken down into 4 building blocks built in two phases. Phase 1, blocks A and B will provide 514 bedroom units and communal building and phase 2, blocks C and D will provide the remaining 401 bedroom units. Associated works include access works and changes to Cow Drive and landscaping for the scheme.

Summary information

Proposal	Key facts
Scale	
Total no. of units	915 residential bedrooms with en-suite shower and w.c.'s, clustered in groups served by a shared kitchen/dining room.
Total floor-space	Approximately 24.950m ² for Halls of residence; 82m ² for café/community building; and 156m ² additional buildings.
No. of storeys	Between 3 and 6 storeys for blocks A and B; 6 and 7 storeys for block C; and 8 storeys for block D. Each building has rooftop plant and machinery enclosures.
Max. dimensions	Central building is approximately (app) 7.1m high, 18m long and 11m wide plus side store. Residences blocks A to C have varying wing lengths from app 28.4m to 67.9m and widths of

Proposal	Key facts
	app 11.9m (app 12.9m to 15.5m for bays). Block D is app max 20.5m wide by 25.4m long. Heights to parapets are app 10.1m for three storeys to 24.3m for 8 storey elements plus rooftop plant and machinery. Each step in storey height equates to app 2.9m.
Appearance	
Materials	A range of material samples have been submitted with the application. The main feature will be Equitone cladding giving a light stone effect finish to the majority of the building with contrasting colours and materials to define entrances, window bays and focal points of the building. The central community building will be built in the contrast materials.
Construction	Cross laminated timber construction and frame cladding – as developed for the recent Crome Court residences.
Energy and resource efficiency measures	The UEA has Environmental Policies and Carbon Reduction Plans in place that promote the principles of sustainable design and operation for all new buildings. They have also set a target that all new build projects achieve BREEAM (Building Research Establishment Environmental Assessment Method for buildings) 'Excellent'.
Operation	
Ancillary plant and equipment	Each building has rooftop plant and machinery enclosures. Equipment will also be provided for the café/laundrette.
Transport matters	
Vehicular access	Cow drive is shown closed off to vehicular traffic from Bluebell Road and a new access created via the existing roadway in front of the INTO building.
No of car parking spaces	None defined. The site is within a short distance of the main university car park.
No of cycle parking spaces	A number of secure stores to adopted standards are provided around the site. Other short stay parking is provided within the main central square
Servicing arrangements	Access route is changed to a crossing to Cow Drive to remove vehicles along what becomes a pedestrian and cycle link only from Bluebell Road. Storage facilities and turning spaces are provided within the site.

Representations

- Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received on the application 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
Additional traffic on already congested road i.e. Bluebell Road which is already serving a major entrance/exit to UEA and another serving the City Academy. The Avenues also emerges onto Bluebell Road which is an extremely busy junction.	Paras 37 to 42, 86, 87
Concerned at the number of flats being proposed for this site which will have to be several storeys high to accommodate 915 flats and also access which is currently feeding out onto Bluebell road at a particularly congested point	Paras 41, 58 to 64

9. Norwich society: We are pleased to note that the impact of the proposal on Bluebell Road appears to be minimal for such an extensive series of buildings, with the main building mass occurring towards the centre of the site. The large elevations are broken up by the splayed window patterns, providing a modelling to them which adds relief to the large buildings on a tight site. We also note that vehicular access onto the site is from an internal road. The plan form of the buildings, which echoes that of the teaching wall, will provide an interesting internal courtyard.

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.

Anglian Water

11. No objections in principle. Note foul drainage capacity; catchment of Whitlingham Trowse Water Recycling Centre; notice required under Section 106 of the Water Industry Act 1991 to connect to drain; surface water strategy/flood risk assessment submitted is acceptable to Anglian Water in principle; recommend condition for surface water strategy.

Design and conservation

12. No objections in principle. Commented on ongoing design evolution and scheme impacts are as envisaged.

Environmental protection

13. No objections in principle. notes conclusions of submitted reports in relation to contamination, noise etc. and suggests conditions and informatives; see assessment below.

Environment Agency

14. No objections in principle. Have suggested conditions in relation to contamination, piling, surface water drainage scheme, surface water infiltration.

Fire Service

15. No objection in principle subject to the development complying with Building regulations part B. Requests the provision of life safety fire suppression systems.

Highways (local)

16. No objections in principle. 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. Provided detail comment in relation to Cow Drive design.

Landscape

17. No objections in principle. Has requested various modifications to pathways, landscape features and layout within courtyard spaces.

Norfolk county planning

18. Questioned presence and impacts on bat species within the Plantation. Have been provided with updated survey information on protected species. No further comments.

Norfolk historic environment service

19. No comment. The area is within a location of previous buildings and construction activity. HES have advised at pre-application stage that no further assessment is required.

Norfolk police (architectural liaison)

20. No comments. Have been involved at the pre-application stage in terms of security and design input.

Natural areas officer

21. No objections in principle. Has confirmed adequacy of submitted information key factor is that recommended mitigation proposals relating to bats are closely followed as the bat survey work has clearly demonstrated that Blackdale Plantation is used by bats for both foraging and roosting purposes. The ecological assessment, design and access statement and tree protection proposals provided are comprehensive and it is noted that the development will follow BREEAM criteria. Provided that the works are well managed the overall ecological impact of the development will be minimised.

South Norfolk district Council

22. Have no comments to make.

Tree protection officer

23. No objections in principle. Has requested additional information in relation to arboricultural method. Agreed tree loss and tree replacements.

Assessment of planning considerations

Relevant development plan policies

24. **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
- JCS5 The economy
- JCS6 Access and transportation
- JCS7 Supporting communities
- JCS9 Strategy for growth in the Norwich policy area
- JCS20 Implementation

25. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM4 Providing for renewable and low carbon energy
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM13 Communal development and multiple occupation
- DM22 Planning for and safeguarding community facilities
- DM26 Supporting development at the University of East Anglia (UEA)
- 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

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

- R40: Former Blackdale School, University of East Anglia

Other material considerations

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

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF4 Promoting sustainable transport
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment

- NPPF12 Conserving and enhancing the historic environment

28. Supplementary guidance

- UEA Development Framework Strategy (2010)
- UEA Conservation Development Strategy, adopted 2006
- UEA Landscape Strategy (2010)

Case Assessment

29. 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

30. Key policies and NPPF paragraphs – DM26, DM6, DM7, R40, JCS5, JCS9, NPPF paragraphs 14, 17, 19, 20, 50, 70 and 72.
31. The site is within the defined University Campus, as shown on the Local Plan Policies Map, where the principle of University development is acceptable. Local Plan policy for the Campus is included within DM26 and promotion of educational and employment facilities within the area within JCS policies 5 and 9. The policies 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 growth and linked development of knowledge industries within the UEA campus and NRP areas.
32. The UEA masterplan for future development for the UEA (DFS) 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 determination of planning applications to meet growth needs for the UEA up to 2030 and beyond. 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. New Local Plan policy DM26 creates a newly defined University Campus than that detailed in superseded policy EMP20 and the Blackdale site is also now included within the SA Plan as allocation R40.
33. Within the Campus, as defined on the Policies Map and allocation R40, development will be permitted providing it is for university related uses and is in accordance with the DFS and with any subsequent detailed guidance endorsed by the council for individual parts of the site, for example similar to the process for the creation of the Vision And Design Document (VADD) for Earlham Hall and its environs. However in this instance and following discussions for options for the site the requirement for such additional guidance was not considered necessary.

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.
35. The scheme involves a similar style of layout to nearby student residences with single bedrooms, with en-suite shower and w.c.'s, clustered in groups served by a shared kitchen/dining room. A small community element is included within the scheme to provide for a focus of activities within the grouped residences courtyards. The development overall is considered to provide safe and accessible accommodation to meet projected needs for the UEA and as such the proposal is considered to be in accord with the DFS and newly adopted policy documents.

Main issue 2: Transport

36. Key policies and NPPF paragraphs –DM28, DM30, DM31, DM32, JCS6, NPPF paragraphs 17, 30, 35 to 37 and 39.
37. The residences when built will provide accommodation to students who would otherwise have had to live off site and commute. The scheme provides no additional car parking and as such is a car free development which assists with the Travel Plan initiative discussed below. Disabled parking spaces within the main car park and in front of the INTO building are within a relatively short distance and are to be available to new student residents as part of the development.
38. 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 assisted modal shift to sustainable forms of transport for students, staff and visitors. The Plan has positively encouraged the use of alternative travel including walking and cycling and a regular bus link to the City is also now available. The submitted transport statement advises that the site and 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.
39. Some works to access ways and footpaths at the end of the INTO roadway and turning head are proposed to enable routes across Cow Drive into the site for servicing and deliveries. 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 shared surface spaces and roadways are designed to enable maintenance access to buildings and sub-station to the north of the site.

40. 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 shared surface areas is appropriate. Final provision and retention of the store areas and sub-station is suggested as a condition to ensure the satisfactory appearance and operation of this area. The layout and operation of the area and courtyards 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. The UEA are also giving consideration to the means of absorbing displaced car parking from the Blackdale site which will primarily occur at phase 2 of the works.
41. The new courtyards and proposed paths link in, across Cow Drive, 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. Considerable discussion has taken place about the removal of east-west vehicular traffic from Cow Drive to enhance pedestrian and cycle use of this area which now forms part of the peddleways route across Norwich. It is intended that the roadway and vehicle junction with Bluebell Road will be removed before first occupation of phase 1 and the route redesigned as a continuation of the path/cycleway which runs from University Drive to the west. The path widths and junction points with the INTO roadway and access to the rear of the main UEA car park are designed for safe pedestrian and cyclist movement through the space and to also retain linkages along the east side of the Campus. A condition is suggested requiring the agreed details of the new cycle/footpath/INTO junction to be provided prior to first occupation of phase 1.
42. Cycling has been promoted on the Campus for a number of years and in addition to extensive cycle parking facilities on Campus the University has provided for bicycle servicing and repairs. New cycle stores are to be provided around the site to serve the various blocks. 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 considered compliant with policy requirements. Also, given the availability of other facilities on Campus and assessment of known averages for student cycle ownership cycle parking is also considered to be acceptable under the specific circumstances of the Campus. A condition is proposed to ensure provision of the cycle parking spaces.

Main issue 3: Landscaping and open space

43. Key policies and NPPF paragraphs – DM3, DM6, DM7, JCS1, JCS2, NPPF paragraphs 9, 17, 56, 58 and 69.
44. The site has varied landscape characteristics with frontage trees as part of landscape continuity along Bluebell Road; open ground with trees and other shrub planting which is part of the previous planting put in place with the school; Cow Drive which is a roadway from Bluebell Road up to the entrance to the site in the south-west corner, then changing to pedestrian/cycle route lined with hedgerow and trees; and Blackdale Plantation along the north-west side of the site which is an established woodland area. Landscape setting is an important feature throughout the Campus and with this development mitigation/replacement planting has been proposed. This has potential to provide for further site links and enhancements

through site landscaping. Important landscape elements to retain and enhance are: a sense of screening from residential areas; woodland character and access; and a softening of the east end of Cow Drive.

45. Landscaping has been kept relatively simple and informal landscaping ties in with the exiting landscaping characters within this area. This involves a focus on trees (some being heavy standards); woodland enhancement; use of native species hedgerows; reinforced boundaries; safe and interesting access and circulation routes; defensive hedge planting to ground floor windows; and a woodland management plan and public access strategy. As well as softer enhancements of the main character areas, the development also includes gabion bin stores and seating and overall creates strong architectural form reintroducing “grid” elements to the formal landscape spaces, using established design features of other residences and providing movement lines through the area. The scheme also proposes a sedum roof to the community building to give interest, along with tree planting, when viewed from above.
46. The Plantation itself at the present time has provided for access for educational purposes for both the nearby nursery and Academy to the north. The UEA has been encouraged to build on these activities and to discuss options with these user groups for improved access to shared woodland educational space. Enhancements to Cow Drive to remove the roadway from Bluebell Road to the Blackdale entrance and resurfacing of this area for pedestrian and cycle movement only will help to secure an improved and more attractive pedestrian and cycle route within this area as with the west end of Cow Drive. Reinforced hedgerow planting is also proposed to improve the rural lane effect of the route. Some minor revisions have been made during application discussions to improve interest within the courtyard spaces, increase pathways and to create more movement through the site edges and corner of the Plantation.
47. The proposal as now submitted is a well-considered and acceptable scheme and provides a good level of detail for the master-plan approach to the area. A condition is suggested requiring details of landscape planting, implementation programme, written specifications and a landscape management plan. It is also suggested that a plan is submitted at the detail stage showing below ground works along with any replacement planting to show how water catchment will work in relation to landscape management. Details of hard surface materials and biodiversity enhancements e.g. nesting boxes are also required by condition.

Main issue 4: Trees

48. Key policies and NPPF paragraphs – DM3, DM6, DM7, JCS1, JCS2, NPPF paragraphs 109 and 118.
49. Tree assessment has been undertaken and all trees categorised to show their health and future amenity potential. The University have moved to remove trees in parts of the site to avoid the bird nesting season and prior to determination of this application. This includes trees previously identified as diseased or having little amenity value for the area. Whilst not helpful none of the trees removed are covered by a protection order and therefore the University were able to remove the trees without further permission. In terms of those remaining on site there are still attractive trees and groups which are to be retained and enhanced.

50. The physical position of the buildings has been discussed in terms of tree protection and works methods and an indicative schedule of replacement trees provided. The opening up of tarmac surfaces around trees at the edge of the plantation will improve site conditions for tree growth and future health. Discussion has also taken place for new large tree planting as a supplement to those to be removed close to the Plantation and Cow Drive. The condition to secure a detailed landscape scheme mentioned above will seek tree planting as a significant element of landscaping is provided to ensure that tree specimens replanted are of suitable size and variety to quickly re-establish Cow Drive character and Plantation edge.
51. Early discussion and assessment on phase 2 construction provided opportunity to ensure that vehicles and crane systems can access the site and be positioned to allow construction of the rear taller blocks. Works on site should not have tree impacts and construction exclusion zones during works should prevent impacts on their root protection areas. Conditions are suggested to ensure compliance with the submitted AIA, tree protection plan and additional method statements submitted in support of the application. Initial site meeting and an auditable system of arboricultural site supervision and inspection is also suggested as a condition which should inform on-site works and ensure appropriate forms of protective fencing and on-site controls are being provided. The condition element for phase 2 works will include option to require additional method statements should site circumstances change in the interim period following initial commencement.

Main issue 5: Biodiversity

52. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 109 and 118.
53. The ecological survey indicates that the site is of some ecological value and supports protected species or planting of interest, mainly within the Plantation area and possibly along site edges with Cow Drive. Within the tree areas main interest is primarily bat species and other evidence is presented in terms of nesting birds, hedgehog, fox, muntjac and grey squirrel. The County Council initially questioned whether the initial survey information fully recorded the presence and impacts on bat species within the Plantation. Norfolk Wildlife Services on behalf of the applicant have provided updated survey and impact information on protected bat species.
54. Within the recent past the LPA have encouraged the Sportspark as part of their development proposals to add bat nesting boxes within the Plantation area. Such actions here and elsewhere on campus have helped improve the ecological value of the campus. Recommendations have been made within the ecological and landscape statements with the application for mitigation, monitoring and enhancements.
55. Site enhancements through, for example, suitable planting of landscape areas has been assessed. Some information in terms of landscape improvements to the site has been provided. Improvements include native hedgerow and shrub planting; tree planting along Cow Drive to improve connectivity for bats; attenuation ponds and swales along the east boundary of the Plantation; bat access points or boxes and bird nesting boxes incorporated into the building; and a management plan for the Plantation.
56. Conditions are suggested to ensure suitable landscaping proposals to enhance spaces and biodiversity within the campus. Light spill might impact on habitat and

could create issues for bat species foraging and nesting within the Plantation area. Further conditions are suggested for information on any site lighting to be used and for site monitoring which should build in options to change light emission levels from external lighting or from buildings. It is considered having regard to the earlier and additional ecological statements and additional details on habitat and landscaping, biodiversity issues can be addressed satisfactorily, that the scheme complies with existing policy and guidance and conditions imposed to provide potential for post construction mitigation measures.

Main issue 6: Design

57. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56, 58 and 60-66.
58. The development is proposed for an underused educational area which now forms part of the campus. The area has been identified for more intensive development through the DFS and SA Plan. The existing residences to the south were subject to assessment under the 'East Development Masterplan' and have been laid out with strong linear forms. An important aspect of the new development is how new buildings can successfully integrate into the surrounding context/'neighbourhood'. The proposals have been discussed at length at pre-application, and have been subject to a process of public consultation.
59. The site has some constraints in terms of its width and change in character from heavy woodland to open space linking with the City Academy site to the north. Building footprints and areas of the phase 1 landscaping are defined by a continuation of the Lasdun "grid" layout which draws the central core of the campus through into the site via the "grid" as defined by the INTO and medical buildings and roadways/landscaping to the south off University Drive. A strong set of buildings in this location is 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 east boundary and formalise this space within the "grid pattern".
60. To the north of the buildings are relatively large open spaces and block B will assist in providing 'enclosure', as it will form the backdrop to a significant expanse of open space currently enclosed only to the south by elements of the tall INTO building. The depth of the buildings is consistent with the existing residences, with the typical 'dual aspect with corridor' residence plan-form. The heights of the blocks are stepped to both minimise any visual impact on Bluebell Road but also to lead viewpoints into the backdrop of the very large trees within the Plantation and also to the existing taller INTO building which helps reinforce that particular connection into the campus. Stepping and angling of buildings also helps to form an improved relationship to the open space to the north and Cow Drive to the south. To varying extents landscaping is also proposed to frame buildings, such as building ends close to Bluebell Road, and to expand established landscaping features such as Cow Drive and the Plantation which will help enhance the landscape setting of the development.
61. 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. In terms of the articulation of the building and interaction with surrounding spaces this has been successfully achieved and spaces broken up by contrasting materials to the main "stone" form and corner details and colour added to turn corners and

create focal points such as that outward looking element to Bluebell Road. Use of materials and bay and window detail also helps ease the potential blockiness of the building forms.

62. On the opposite side of the Bluebell Road to the east is two storey housing with an estate of post-war brick houses behind and to the south. The proposed buildings are in total 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. 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 mostly viewed behind a tree belt. Some concern was expressed about bringing tall buildings close to the east boundary and this has been successfully overcome by reducing heights; setting the end blocks back and by detailing and revealing the end of the blocks so that block A forms the focal point for the end of the Avenues and other parts are screened.
63. The central building has been treated as an independent entity with design, proportion and materials to provide a contrast to the residences but also a focus for the community use of the building within the main courtyard. The gold colour and shapes will give some added legibility to the building, making it more of a landmark, which is appropriate considering that it has a functional use for the surrounding residences and can be used as a social space/café for residences and community.
64. 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 buildings will successfully integrate and materials have been agreed for aspects of the design. In general the colours and materials palette will fit in with of the other residences and main teaching buildings on campus. The buildings as now proposed should help to build a successful relationship with the earlier phases of development.

Main issue 7: Heritage

65. Key policies and NPPF paragraphs – DM6, DM7, DM9, JCS1, NPPF paragraphs 128-141.
66. 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 buildings C and D might be visible from the higher levels of the library and teaching wall but with earlier reviews of taller buildings information has been provided to suggest that buildings would blend into the rooftop landscape when viewed from these listed buildings. The extension of block B as part of phase 2 development, in replicating the sense of form created by the main teaching wall on campus, will also act to reinforce the character and design connectivity of this block.
67. Blackdale plantation is likely to have existed in some form for over 200 years. This links onto the north side of Cow Drive which again is an established landscape feature within the area. Both are worthy of protection and enhancement due to their contribution to amenity and biodiversity within the area. As mentioned within issue 3 above the scheme involves protection of trees within both areas and a scheme of

enhancements. The scheme therefore provides benefits in enhancing the heritage assets of the area.

Main issue 8: Amenity

68. Key policies and NPPF paragraphs – DM2, DM11, JCS2, NPPF paragraphs 9 and 17.
69. The scheme is primarily for new student residences close to areas of other student residences and communal facilities 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 main central courtyard area is a smaller building containing launderette, facilities hub and café provided as a communal space for student and resident use/activities. The layout provides for suitable size of accommodation spaces and with some rooms at ground floor as accommodation for use by disabled students. The new accommodation is therefore of a suitable design and complimentary to other activities in this area.
70. The units open onto shared communal external spaces within the development and layout provides links to adjoining campus land. The scheme will build on and also enhance the links into the Plantation to the west and Cow Drive to the south of the site and retain and enhance trees and planting within the site. Through careful design of site links and enclosed courtyard spaces the scheme is unlikely to lead to local disturbance. 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. The north side of block B which faces the adjacent playing field has also been designed to avoid any direct overlooking of the field from student rooms. A noise assessment has been undertaken of road traffic noise along Bluebell Road/The Avenues which indicates that no noise impacts or additional insulation is required to student rooms close to Bluebell Road.
71. 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 end of both building A and B wings are designed to be lower and the buildings are stepped in height to produce both an interesting design and to drop down to address a bridge between lower buildings at the adjacent medical centre/nursery and importantly the more domestic scale housing along the east side of Bluebell Road. 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.

Compliance with other relevant development plan policies

72. 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
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
Sustainable urban drainage	DM3/5	Yes subject to condition

Other matters

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

Flood Risk and drainage

74. The development reduces the potential impermeable area of the site when compared to existing site layout. A flood risk assessment has been supplied to show how the proposal will impact on the site and surrounding area. Given potential drainage capacity issues for the campus and that chalk ground conditions are unlikely to be conducive to high intensity infiltration, without appropriate surface water drainage the site could be at risk of on-site flooding. Soakaways or other infiltration systems should also only be used in areas on site where they will not present a risk to groundwater.
75. The preferred method of disposal is to connect to the existing surface water pipe network running to existing site connections. Given that there is limited capacity to accept direct flow to the SW system flood attenuation proposals are suggested to incorporate below ground geo-cellular storage tanks and hydro-brake to cope with critical storm events plus climate change without any surcharging of the network or for infrequent rainwater events causing flooding risks to the surrounding area and network. Use of permeable paving areas and isolated smaller capture/soakaway measures within landscape features are also incorporated into the design solution. The release of contaminants would be controlled through design of wrap to the geo-cellular system and conditions on contamination remediation and verification. Incorporation of pollution capture measures within the drainage system are also proposed for surface oils etc. There is likely to be unrestricted discharge to the mains sewer for foul water and proposals have been discussed with Anglian Water.

Lighting and CCTV

76. 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.

Noise and Plant and Machinery

77. In terms of construction phases an informative is suggested for the permission in relation to considerate construction. 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.

Renewable Energy and Energy Efficiency

78. The scheme provides for 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.
79. 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 90% renewable energy contribution to heating which including electricity usage would give 40% (for the central building) and between 46.5% to 51.3% (for residences blocks) of the baseline energy assessment requirement and as such would be acceptable.
80. 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 figures of between 64.4% and 82.1% of energy requirement is suggested as being achievable dependant on which building is being assessed. 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. In addition the submissions indicate that further use of PV’s on building roofs is being considered to enhance overall energy use use for this area and other parts of the Campus.

Site Contamination and Remediation

81. 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 educational buildings and operations have occupied 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. The Environment Agency (EA) has advised on contamination issues and aquifer information for the area and proposed a number of conditions related to contamination and piling works to protect groundwater sources. This position has been confirmed by pollution control officers in terms of protection of human health.

82. Following discussion further site investigation documentation has been supplied with the application to seek to agree remediation strategies and limit potential conditions for the development. However, the developer should address risks including those to controlled waters from any potential contamination at the site. At time of writing the EA had not provided a written update to their earlier comments and conditions to address any piling, contamination remediation and verification including imported soil are still suggested.

Sustainable Construction

83. The UEA as an organisation are committed to carbon reduction targets and principles of sustainable design and operation of its new buildings. It has environmental policies and carbon reduction plans in place to support these aims. The scheme is described as being built to a BREEAM excellent standard.
84. The building aims at achieving 25kWh/m²/annum for heating and internal room temperatures limited to not exceed 28°C (living rooms) and 26°C (bedrooms) for more than 1% of the year. This compares favourably to Passivhaus (PH) principles of 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 (70% higher than 2013 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.
85. The agent is also investigating building management systems for monitoring all plant within the building, use of heating controls 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 soliel will also help limit solar heat gain. Other specific construction measures to reduce CO₂ impacts could also include local sourcing of materials or as being within procurement best practice, recycling and reducing site waste.

Temporary Construction Site Access

86. Potential access options were considered as part of the pre-application process and a desire expressed that the end of Cow Drive should become closed to vehicular traffic on both a short term and permanent basis. The submitted scheme to close and create a new crossing to Cow Drive via University Drive and INTO roadway is considered 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 Cow Drive whilst works are taking place.

87. There is always a need when undertaking a substantial development to achieve adequate access, and whilst this temporary arrangement does result in local impacts on pedestrians and cyclists such facilities are routinely suspended to allow for development and redevelopment. The design of access has been assessed and turning movements drawn up to show that vehicles can enter and leave the site safely. Barriers are also to be put in place to minimise conflict with large vehicles, cars using the Blackdale building, pedestrians and cyclist. Proposals are also put forward for use of banksman to manage the crossing throughout the working day. Layout of the area and management of crossings should adequately response to any concerns on safety. It is suggested that management and layout are subject to a condition to ensure controlled access for both phases of development.

Unexploded Ordnance (UXO)

88. Assessment for the presence of air-dropped UXO or for specific defence related use of the property has been provided with the application. Such devices can have implications for site contamination and site safety. Survey information and aerial photograph show that the risk from UXO is low and the submitted BAE report recommends that no special measures are necessary to mitigate the risk of the discovery of UXO's but do give general guidance for site practice. By way of informative it is suggested that the report's recommendations are noted and followed by the groundwork contractors whilst on site.

Water Conservation

89. The building is being assessed in terms of methods of conserving and re-using water and is being designed to BREEAM standards. The scheme aims to limit water usage by incorporating water saving facilities such as: low flush WC cisterns; low flow taps and showers or flow restrictors; leak detection on water systems; grey water recycling etc. 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.

Equalities and diversity issues

90. There are no significant equality or diversity issues. The scheme provides for accessible student rooms, 9 person lifts in each core enabling wheelchair access to all floors and also proposes 4 specific wheel-chair accessible bedrooms at ground floor. 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.
91. 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, but adds benefits of providing for more on-site student accommodation to meet existing and future demand. 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 for user groups involved in 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.

S106 Obligations

92. The agent has agreed to a condition for the developer to carry out works to agreed standards within the adopted highway to remove/modify the vehicle junction at Bluebell Road/Cow Drive that are required as part of the applications access strategy. A S106 agreement would therefore not be required in this instance. In addition given the programmed works within the area to improve campus accessibility generally, it would not be appropriate to seek monies through a S106 agreement to fund other localised bus or cycle improvements which are to address impacts caused within the area that are not directly related to the application scheme.

Local finance considerations

93. 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.
94. 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. In this case local finance considerations are not considered to be material to the case.

Conclusion

95. It is considered that the redevelopment of the site for the erection of new student residences 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 adopted policies. The site is part of an existing Campus and through travel planning and sustainable transport improvements historically is in an accessible location for student and other group use. 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.
96. The design and layout 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 to 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 the suggested 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, policies of the DM Plan and SA

Plan and all other material considerations, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

For the reasons outline above the recommendation is to approve the application subject to the conditions listed below:

1. Standard time limit/commencement;
2. Phasing and In accord with plans and details;
3. Control on use shop/office/laundrette only;
4. Details of external materials/features – soffits/cappings, external louvers, manifestations and obscure glazing;
5. Details phase 1 or phase 2 of external lighting, CCTV systems;
6. Provision/retention/details layout bin stores and bicycle parking/storage phase 1 or phase 2;
7. Compliance construction access and access management phase 1 or phase 2;
8. Timing for Cow Drive/Bluebell Road vehicle access barrier installation phase 1;
9. Detail of Bluebell Road junction design phase 1;
10. Timing of final Cow Drive works phase 1;
11. Arboricultural site meeting phase 1 or phase 2;
12. Details of additional phase 1 or phase 2 AMS;
13. Works in accord with AIA and further details phase 1 or phase 2;
14. Retention tree protection and no changes within areas phase 1 or phase 2;
15. Details landscaping phase 1 or phase 2 including management of the Plantation and community access to the Plantation and wider site; biodiversity enhancements, tree replacement, sedum roof, site features/water capture features, hard surfacing materials to courtyards, paths and access areas, implementation programme, planting schedules and landscape maintenance;
16. Details of protected species monitoring phase 1 or phase 2;
17. Details of identified site/area improvements following monitoring;
18. Energy provision to link to Campus LZC technologies phase 1 or phase 2;
19. Details water conservation measures phase 1 or phase 2;
20. Details of surface water drainage features and connections;
21. Details of contamination remediation phase 1 or phase 2;
22. Details of contamination verification phase 1 or phase 2;
23. Details long term monitoring of contamination remediation;
24. No infiltration of surface water;
25. Details of piling;
26. Details of imported topsoil phase 1 or phase 2;
27. Stop if unknown contamination is found phase 1 or phase 2;
28. Details of any plant and machinery phase 1 or phase 2;
29. Details of any fume extraction system phase 1 or phase 2.

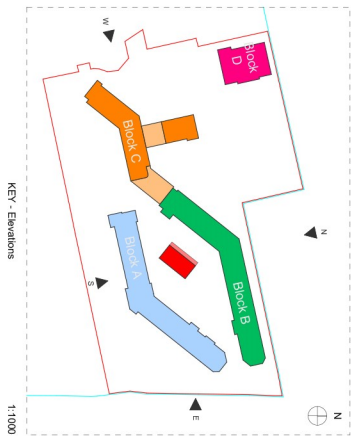
Informatives

1. Considerate constructors.
2. Asbestos.
3. Works on highway accord with Highways Act.
4. Site clearance and consideration of wildlife.
5. UXO (unexplained ordinance)
6. AW informative
7. EA informative

8. Fire Officer informative

Article 35 (2) Statement

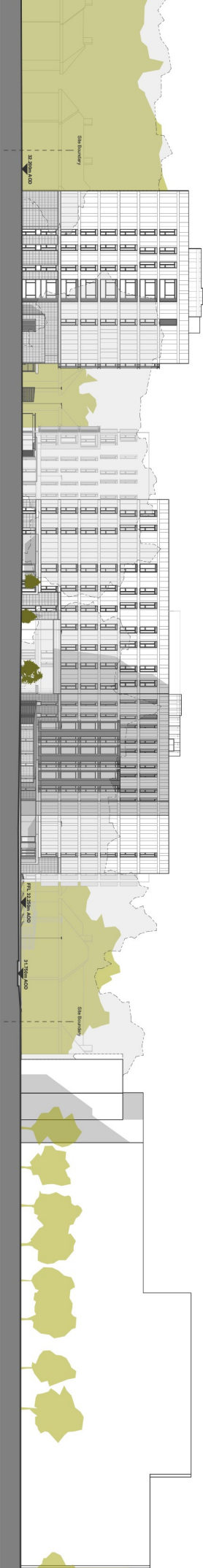
The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments at the pre-application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



Block A (Background) Block B (Background) Block C (Background) Block D (Background) Block A (Background) Block B (Background) Block C (Background) Block D (Background)



Block A (Background) Block B (Background) Block C (Background) Block D (Background) Block A (Background) Block B (Background) Block C (Background) Block D (Background)



West Elevation - Blackside Plantation



