

Report to Planning applications committee

Item

8 September 2016

Report of Head of planning services

Subject Application nos 16/00782/F and 16/00783/L -
Sainsbury Centre for Visual Arts, University of East
Anglia, Earlham Road, Norwich.

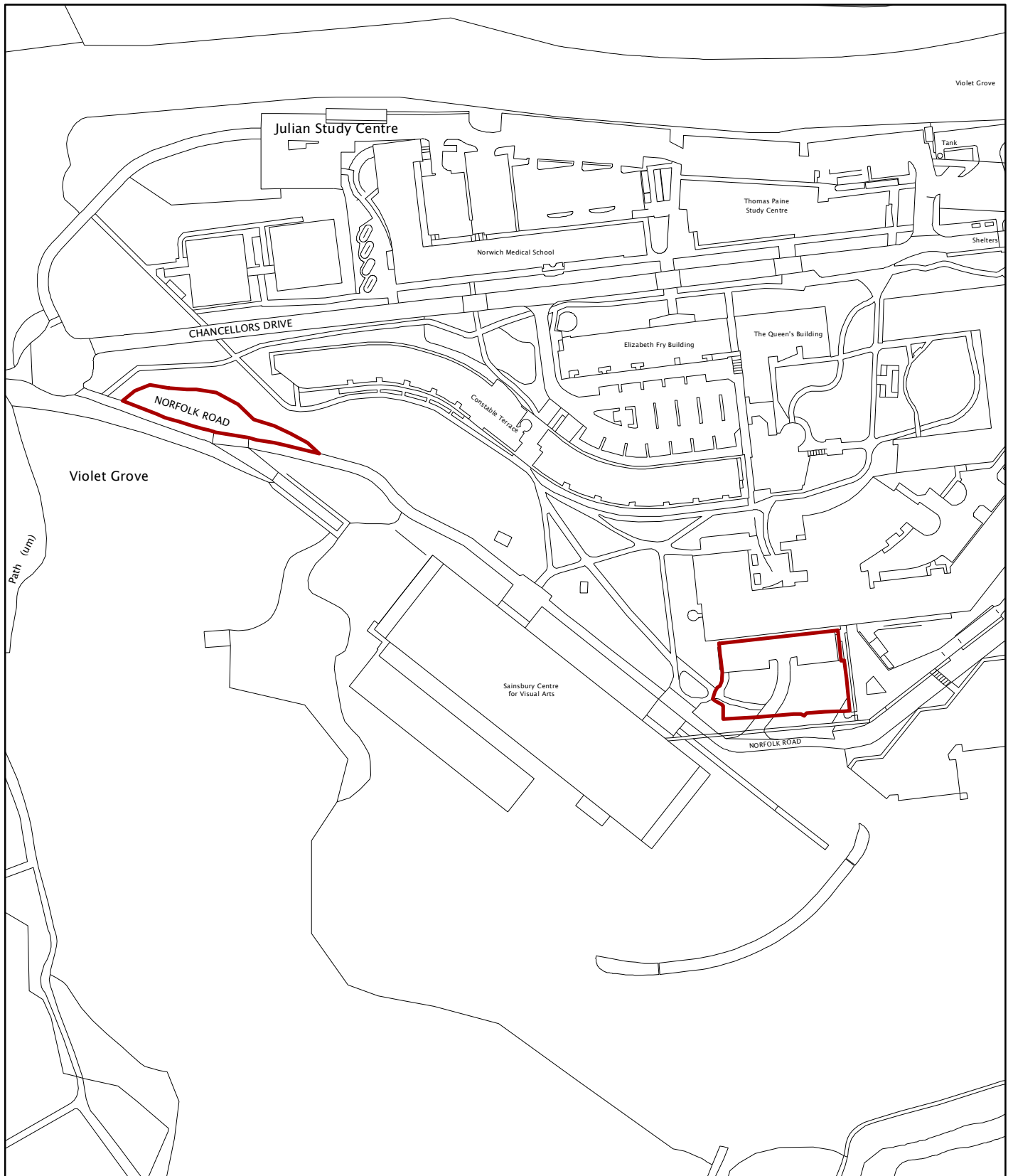
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**Reason
for referral** Objection

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

Development proposal		
Extension of car park P7 (Biological Sciences Car Park) and provision of on street parking off Norfolk Road adjacent to the Sainsbury Centre for Visual Arts (SCVA).		
Representations		
Object	Comment	Support
1 (C20th Society)		2 (plus original architects for the SCVA)

Main issues	Key considerations
1 Principle	Close ties of SCVA to the University; Failure of parking operationally and for reputation; Trip analysis.
2 Transportation	Reasoned justification for increased car parking; Wider actions by the University to reduce car parking or encouraging modal shift; Management of the car parking and SCVA travel demand.
3 Heritage and design	Building setting; Group value; Natural landscape' setting; Hard and soft landscaping; Norfolk Road bay; Public benefit of access and viable operation.
4 Landscaping and river valley	Green edge/setting and Yare Valley setting; Screening; ecological benefits; Replacement tree planting
5 Trees	Arboricultural method statement works within root protection areas; TPO root levels; Grading within this space
Expiry date	14 September 2016
Recommendation	Approve Planning Permission subject to conditions. Grant listed building consent subject to conditions.



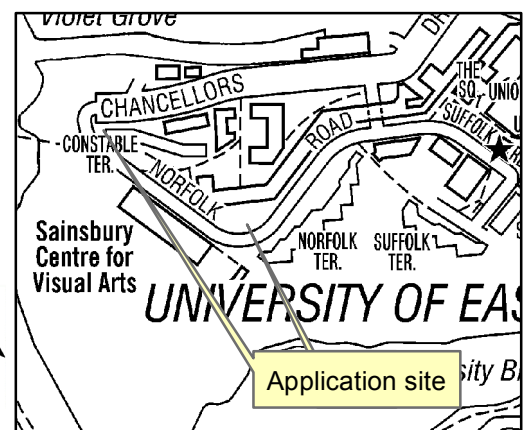
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Planning Application No 16/00782/F & 16/00783/L
 Site Address Sainsbury Centre for Visual Arts
 University of East Anglia

Scale 1:2,000



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The Sainsbury Centre for Visual Arts (SCVA), designed by Foster Associates, was constructed through 1977 and opened in 1978 in order to house the art collection of Lord and Lady Sainsbury and to provide academic study and research space. The Crescent Wing, a semi-sunken extension containing gallery and work spaces, stores, and offices, is located at the south-east end of the Sainsbury Centre building. The building stands on the south-west side of the University of East Anglia (UEA) campus, first developed to the master plan and designs of Denys Lasdun in the 1960s.
2. The Biological Sciences Car Park is located to the side of the Biological Sciences building. The existing facility currently provides 12 formal parking spaces and is accessed via Norfolk Road which is a one-way, single track road which links the lower (western) end of Chancellors Drive with the entrance to the SCVA building.

Constraints

3. The SCVA building is now listed at Grade II*. Historic England have advised that the Crescent Wing addition to the original building is too young to be assessed for listing and is not included in the main building listing.
4. A number of other buildings at the UEA were listed in 2003: Suffolk and Norfolk Terrace (the ziggurats), both at Grade II*, and the Teaching Wall and the Library, both at Grade II. These form a core group to the central campus with the Sainsbury Centre linked to these at high level via a connection to the grade II listed walkway running between the ziggurats and Teaching Wall at its west end.
5. The Conservation and Development Strategy for the University is adopted and agreed between UEA, Historic England and Norwich City Council. The UEA Landscape Strategy was also adopted in 2010. These act as a philosophy and guide for development and maintenance works on the campus buildings and landscape.
6. The site is immediately adjacent to the designated river valley area under policy DM6 of the development management policies plan, which leads down to University Broad and river Yare. Land to the north of Norfolk Road contains a tree protection order and the adjoining woodland to the south is part of a designated wildlife site.

Relevant planning history

7.

Ref	Proposal	Decision	Date
4/1988/1260	Extension to Sainsbury Centre basement to provide ancillary accommodation including storage, workshop facilities, and small gallery/multi purpose space (Amended	Approved	24/11/1988

Ref	Proposal	Decision	Date
	Scheme)		
4/1989/0433	Construction of temporary site service roads.	Temporary	25/05/1989
03/00307/F	Alterations and erection of glass canopies to School and Gallery entrances, installation of rooflight to crescent wing, and new external floor/ surface finishes and bollards	Approved	29/12/2003
13/00747/L	Removal and partial replacement of glazed balustrades, removal of existing visitor reception desk and relocation of visitor shop and new reception to the main gallery conservatory area.	Approved	30/05/2013
13/01145/F	External works to glazing and doors for the main building and glazing, balustrade and louvres for the Crescent Wing.	Approved	24/10/2013
13/01146/L	Internal and external works and repairs to the Main Building	Approved	05/02/2014
15/00125/F	Temporary car park on south-west side of building up to 26th July 2015.	Approved	17/03/2015
15/00126/L	Temporary car park on south-west side of building and associated works.	Approved	17/03/2015
15/00136/F	Permanent car park on south-west side of building and associated works.	Withdrawn	18/03/2015
15/00137/L	Permanent car park on south-west side of building and associated works.	Withdrawn	17/03/2015
15/00490/NMA	Non-material amendment to permission 15/00125/F comprising a change of surface materials from Euromat and porta-path matting to Supa-Trac panels.	Approved	15/04/2015
15/01413/D	Details of condition 4 - submission of car park statistics within two months of cessation, of planning permission 15/00125/F.	Approved	13/11/2015

The proposal

8. This application proposes the construction of visitor car parking for use in connection with the SCVA accessed via the existing surfaced entrance from Norfolk Road. It will serve the building at all times including major exhibitions, normal day-to-day activities and special events.
9. The proposals are to create an extension to existing car park P7 (Biological Sciences Car Park) to provide additional visitor car parking spaces accessed by the existing service track to the car park from Norfolk Road. The car park extension will be located immediately to the south of the existing facility. The proposals also include the provision for 10 new parallel parking bays adjacent to the Norfolk Road on its northern edge. This is designed to replicate the existing bays currently adjacent to the SCVA building servicing the needs of disabled people.

Summary information

Proposal	Key facts
Scale	
Total floorspace	Site area of 1,200m ²
Max. dimensions	Norfolk Road bay 60m long, 3.2m wide. Area P7 car park - 45.8m wide, 28.5m deep including 16m extension (plus path and landscaping 2.7m)
Appearance	
Materials	Resin bond aggregate or block paviour surface systems to match those within adjoining areas. Concrete kerbs and surface mounted parking bay markers also match those provided on site.
Construction	Cellweb tree protection system, aggregate and semi-permeable membrane within area P7. Standard construction base and paviour along Norfolk Road hand excavated within root protection areas.
Operation	
Opening hours	None indicated but it is proposed that the car park will be for SCVA use
Ancillary plant and equipment	None indicated. Ticketing is currently controlled via the SCVA main reception.

Proposal	Key facts
Transport matters	
Vehicular access	Via the existing service route accessing from the one-way route along Norfolk Road
No of car parking spaces	12 existing, 26 additional to P7 (38 in total) and 10 proposed along Norfolk Road.
No of cycle parking spaces	6 spaces – 3 hoops on reinforced surface adjacent to P7
Servicing arrangements	Via the existing service route accessing from the one-way route along Norfolk Road

Representations

10. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 2 letters of representation have been received in support of the proposal 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.
11. Letter of support also received from Foster Architects (Sir Norman Foster and practice are the original architects).

Issues raised	Response
The building and gallery are an asset for Norwich. The SCVA is an important institution and cultural experience for the locality and in recent years has drawn larger numbers of visitors.	Noted
Present parking is a problem for the University and the public. Travel by car for some is essential. From personal knowledge many people are deterred from visiting because of inadequate parking.	Noted
There are only 3 disabled spaces and P7 is almost always full. Some temporary parking has been provided in the past which improves visitor experience and highlights how important improved dedicated facilities are needed and improve access for all.	Noted
Pleased to hear that parking on the river valley side is not being pursued. This is one of the few undeveloped areas of campus and an important part of setting to buildings. Modest expansion of existing parking area that are screened is a better solution. These will be landscaped to further reduce impacts.	Noted

Consultation responses

12. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Design and conservation

13. Discussed at pre-application stage. No objections raised to principle.

English Heritage

14. Discussed at pre-application stage. No objections raised to principle. The application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice.

Highways (local)

15. No objection in principle to this proposal, the need for operational car parking appears justified. What is not clear is how the parking spaces would be managed. To ensure that these are short stay parking it may be advisable to have some kind of permit or Pay & Display system in place to allow parking for up to 4 hours only. Otherwise there is a risk that these parking spaces will be used for staff commuting associated with the Sainsbury Centre or wider campus.
16. It is disappointing that this application has not considered improving all other travel modes. For example cycle parking associated with the Sainsbury Centre is exposed to the elements opposite the entrance. As the Sainsbury Centre is a destination for a wide variety of events and has a school located within it, there is scope for enhanced cycling travel. It would be desirable if the car parking adjacent to Biological Sciences had some provision for covered secure cycle parking.

Landscape

17. Initial concerns mainly relating to visual impact and lack of replacement tree planting but considers that the proposals would be acceptable subject to minor revisions.
18. The existing parking area doubled in size together with the parking proposals alongside Norfolk Road and the loss of existing trees would have a negative visual impact on UEA campus/parkland and on the setting of listed buildings. However it is accepted that the main location for parking is probably the optimum available. The detailed hard landscaping proposals have been carefully considered and use appropriate materials.
19. In order to replace biomass and visual amenity we require replanting on a 3 new for 1 loss basis. Given the loss of existing trees and the impacts of the proposals, the application should include replacement tree planting in mitigation for losses.
20. Comments on surface water pipe routed through the Root Protection Area of the existing Oak and easternmost parking space alongside Norfolk Road impact on the adjacent Atlas cedar. Would like to see pipe re-aligning or hand-digging the trenching within the RPA and the row of parking spaces reduced to avoid the impact on the Atlas cedar.

21. Screening the car park with hedging which is deciduous may not provide screening during the winter months. Suggested evergreen hedging such as Yew which currently screens part of the existing car park to provide better year-round screening, and may grow more successfully under the canopies of existing trees would also create a visual unity and simplify maintenance. Suggested including some different plant species with both ornamental and wildlife-friendly characteristics to enhance biodiversity benefits.
22. Subsequent amendments made to scheme following recommendations. No further comment.

Natural areas officer

23. It is noted that a number of trees will be lost as part of this proposal. Although these trees may not be, in themselves, of any great wildlife or landscape value there should be arrangements for compensatory planting on the UEA campus.

Twentieth Century Society

24. Wish to object to the application in its current form. The SCVA is a Grade II* building by Sir Norman Foster, which designates it as being amongst the 5.5% most exceptional listed buildings nationally. It lies in the grounds of the University of East Anglia (UEA), and adjacent to the Grade II* listed Norfolk Terrace and walkways designed by Sir Denys Lasdun.
25. We recognise that there is a need for accessibility which will ensure that the building is able to remain in viable use and cater to a growing number of visitors. However, we consider that increasing car parking space within the immediate setting of the SCVA is an inappropriate solution to this problem.
26. We consider the landscaped setting of the SCVA, and the UEA more generally to be of the utmost importance. The landscape was part of the original masterplan by Lasdun, which was carefully planned to flow around the buildings and integrate them seamlessly into their surroundings. Similarly the SCVA was designed to emerge from the grassy plateau on which it stands. We consider that additional car parks would impinge on the setting in a harmful way.
27. We are concerned that as the profile of the SCVA grows, there will be a continued need for further car-parking space and that if this application is permitted it will set an unsustainable and harmful precedent. We also consider that there are a number of measures which could work to reduce demand and facilitate accessibility which have not been put into practice, and as such as we cannot consider the justification to be convincing at this stage.
28. The Planning, Design and Access Statement (p.10) states that parking provision in the central car park is 'not popular to visitors and does not provide a clear pedestrian route to the centre... many visitors who are not familiar with the campus have experienced difficulty in finding the centre.' We urge that as an initial measure, signage is introduced in order to make walking routes to the SCVA clearer.
29. We also understand that there is no current 'timed ticketing' system in place that would control arrival times, nor that any other initiatives have been introduced to alleviate demand at peak times.

30. Whilst there will be a continual need for on-site car parking, it seems apparent that a long-term solution which would serve to lessen on-site demand for space is urgently required. Given the SCVA's location and the lack of sufficient public transport in the area, dedicated SCVA transport running throughout the year would make the centre significantly more accessible to larger groups of people. As only 2.2 people visit on average per car, focusing efforts on providing dedicated transport would be a practical and sustainable way of both catering for and increasing visitor numbers. We urge that this is seriously considered.
31. The Twentieth Century Society considers that an extension of the current car park P7 would be an acceptable way to provide an immediate solution to the problem. However given the lack of less intrusive and more sustainable measures in place to increase accessibility and satisfy demand, we recommend that the designation of a new car-parking space to the north of the SCVA is refused. Instead, we urge that the University looks in to undertaking more sustainable long-term alternatives.

Assessment of planning considerations

Relevant development plan policies

32. **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
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS8 Culture, leisure and entertainment
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
33. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM3 Delivering high quality design
 - DM6 Protecting and enhancing the natural environment
 - DM7 Trees and development
 - DM9 Safeguarding Norwich's heritage
 - 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

Other material considerations

34. **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
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

35. Supplementary Planning Documents (SPD)

- Landscape and trees SPD adopted June 2016

Case Assessment

36. 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

37. Key policies and NPPF paragraphs – DM1, DM6, DM7, DM9, DM22, DM26, DM28, JCS1, JCS2, JCS5, JCS6, JCS7, JCS8, NPPF paragraphs 7 - 10, 19, 20, 30, 36, 59, 109, 116, 129, 131 - 134.
38. The SCVA is an important cultural asset for the area and should be encouraged to operate successfully. The building is purposefully designed in both adaptability and location to serve its function as an exhibition and learning space and to reinforce the close ties it has to the University. Included in this is the design ethos of a building (such as with the ziggurats) set within a landscape context – this predominantly being the river valley but includes areas of woodland and planting linking through the area.
39. During the Masterpieces exhibition held at the SCVA (September 2013 to March 2014) the Centre saw daily visitor averages of around 350 persons, which increased in the last few weeks to in excess of 600 visitors. This exhibition was heavily oversubscribed resulting in extreme traffic conditions on campus, including pressure on the main campus roadways, and use of unapproved parking areas. The effect of this failure of parking was both operational, with impact upon the business and fire & safety of the University, and reputational with many complaints being received by both the Sainsbury Centre and the University generally.
40. In 2015 planning and listed building applications were approved for a temporary car park situated to the south-west of the SCVA building (reference 15/00125/F and 126/L). The purpose of this facility was to serve the unplanned needs of the Francis Bacon and the Masters exhibition which ran from 20 April – 26 July 2015 inclusive but also to afford the SCVA some opportunity to assess local parking need for the facility. This dedicated, controlled parking facility was for a 20 space car park and additional 40 spaces as overflow for parking at peak times for main exhibition visitors. A condition of the approval was to submit details of survey results, visitor trip analysis and travel information arising from this exhibition. The results from this exhibition period form the basis of justification for this proposal.

41. It should be recognised that the SCVA is strongly linked to campus activities and operational needs. If the justification for parking next to the SCVA is not robust, then any permission here could lead to more requests to take the easy option of parking on other landscape areas around buildings and in the valley. With regards to the principle of the proposal the main issues for consideration are the reasoned justification for increased car parking; impact on listed buildings; and impact on landscape quality and biodiversity.

Main issue 2: Transport

42. Key policies and NPPF paragraphs – JCS5, JCS6, DM28, DM30, DM31, NPPF paragraphs 17, 30, 36, 37 and 39.
43. The data presented, following assessment mentioned above, was from the Sainsbury Centre south car park only and was taken for the duration of the exhibition. Summaries of the calculation of visitor peak; length of stay; responses to travel demand/management; and to alternative modes being available such as the shuttle service to the City centre etc. to help manage arrival times/types and visitor peak timings/impacts are provided. There are some gaps in the dataset but it gives an opening understanding of the demand for car parking required by the SCVA when large exhibitions are held at the Centre.
44. The key statistics are shown as - Average Stay of Visitors: 2 hours 18 minutes; Average number of passengers per car: 2.2; Average number of cars per day: 40; Average number of cars per week: 277; Busiest arrival period: 10:00 – 10:59 am; and Total number of cars recorded over the period of the exhibition: 3,876.
45. As an interim measure during current temporary exhibitions, an area of the Central Car Park has been given over for use by Sainsbury Centre visitors only. This has resulted in a reduction of parking for the University. This parking is reasonably related in physical terms to the SCVA building but it is reported that many visitors who are not familiar with the Campus have experienced difficulty in finding it or the SCVA.
46. The SCVA have advised that it became increasingly apparent during the Francis Bacon and Masterpieces exhibitions, that the existing availability of dedicated parking harmed the reputation of the SCVA as a gallery fit for such exhibitions, and has impacted upon returning visitor numbers. Both the University and the Sainsbury Centre received numerous complaints relating to the availability and location of parking during the most recent major exhibitions.
47. Although in an edge location of Norwich the UEA travel plan and other initiatives have actively helped to secure modal shift including regular bus connection to the site from the City centre and train station and from other locations. Wider actions by the University have effectively reduced car parking spaces on campus (such as those being removed from the boiler house and from Blackdale). The other actions they are taking to encourage and secure access to the campus by alternative means of transport other than by car are effectively limiting the scope for the SCVA to operate effectively and integrally to the wider campus due to increasing pressure on remaining parking.
48. The UEA advise that they are continuing to have access to the Park and Ride service from Costessey but following the recent change from County Council

operation to Konect Bus, the frequency of this service is now every 30 minutes and in term time only. The £1.00 parking and fare has been retained but the reduction to term time operation only impacts greatly on the ability of SCVA visitors to use it. In addition, the set-down points are the furthest point from the SCVA building which may also limit its potential use.

49. In addition to the above, the UEA are currently developing a 15-year parking strategy as part of the wider 2030 Vision Plan which will seek to determine a preferred way forward in terms of meeting future parking demand. This is currently a work in progress but it is being produced in conjunction with the UEA Travel Plan. A recent change to the Campus parking has been the introduction of a priority pricing band on the Main Car Park which affects visitors. Between 06:00 and 10:00 there is a charge of £5.00 per hour for visitor parking. In addition, the University has been promoting holding meetings in the afternoons where parking is more readily available. Current demand from permit holders for parking remains static with around 44% of staff commuting by car. Students can only gain a permit if they make a successful appeal and around 100 students who have welfare needs have achieved permits in the current academic year.
50. As part of the SCVA's planning for visitors, the use of public transport, shared cars and other means of travel to the Centre were and continue to be positively encouraged. This has been noted by some visitors and there is some evidence that people do use other forms of public transport to access the Centre. The SCVA have; however, advised that the main current demographic of the SCVA means that it is difficult to promote other alternatives such as cycling or walking and even bus travel for many of their visitors as this is claimed to be a daunting prospect.
51. With regards to other public transport options, the agent advises that talks have taken place with all of the East Anglian rail service providers to investigate where there might be mutual benefits or opportunities. None have been identified so far. The SCVA therefore would wish to encourage reduced car use, while catering for a reasonable level of demand for car parking.
52. In the past the SCVA have also explained actions towards travel planning for their operations including the offer of a free phone taxi service and suggestion for timed tickets being issued when booking to visit, to control arrival times and peak impacts. A number of initiatives could be further investigated such as differential pricing strategy, ticket and barrier control of the car park, education on travel planning etc. to encourage individuals to travel by means other than by car in line with other travel plan initiatives for the UEA.
53. The earlier application submissions demonstrated significant weaknesses in the justification for the parking scheme on either a temporary or permanent basis. However; experience with earlier major exhibitions suggests that the SCVA will have difficulties in meeting parking demand and they have expressed that they would not wish to repeat the experience of creating or using unauthorised car parking areas as they have done previously. This leaves the SCVA in some difficulty with ongoing major exhibitions coming up for which some degree of forward planning is required.
54. The side of the building where parking is proposed forms a limited part of the Yare Valley character area and a significant part of the setting of the SCVA Grade II* listed building. The SCVA also has group value as part of the Lasdun designed

campus within a natural landscape setting. Any additions to that scene have the potential to detract from it. Car parking as well as the introduction of ground and boundary markings along with other features could easily detract from the simplicity and purity of the appearance of buildings within the area.

55. There is an underlying issue of car parking generally at the UEA which requires ongoing management. Whilst the campus is operating under its maximum car parking cap and running an efficient travel plan to reduce travel by car, the UEA do still have the option to build out the permission they have for the multi-storey car park. It is recognised that some car parking is required for the SCVA and whereas there has been an opportunity to capture peak demand within the nearby central car park, the University are unlikely to be able to cater for this, as they have been able to do in the past.
56. Misgivings have been expressed in writing by the C20th Society in their responses to the application. Historic England in discussions with the applicant have indicated their in principle support to parking on this side of the building which has a reduced impact on the buildings setting and river valley character. In recognising the difficulties in promoting car parking on any basis for use by the SCVA, on balance, and in order to promote the cultural and business potential of this international exhibition space permission on the basis of that now requested is considered acceptable subject to conditions and is proportionate to the expected SCVA parking demand. Conditions are suggested to limit use by visitors to the SCVA only and to require details of how the SCVA will achieve this and manage parking spaces. Key to taking this issue forward is some degree of demand management to help avoid further problems and additional parking requirement in the future and a condition is also suggested requiring methods of travel planning initiatives to be implemented by the SCVA to encourage modal shift in line with the overall campus strategy.
57. The transport officer has also commented about the lack of cycle parking within the scheme. There is already some cycle parking near the SCVA entrance and the application has been revised to indicate additional provision for at least 6 bikes which would increase the accessibility of the SCVA and help reduce demand for car parking.

Main issue 2: Heritage and Design

58. Key policies and NPPF paragraphs – DM9, JCS1, JCS2, NPPF paragraphs 128-141; DM3, JCS2, NPPF paragraphs 9, 17, 56 and 59-66.
59. The Sainsbury Centre is a recently listed grade II* structure. It was listed for a number of reasons, but the list description makes clear that part of the significance of the building is its group value with other university buildings and the position of the building ‘in a natural landscape’ setting. Standing on the Crescent Wing extension south of the building or to the south west, the Centre appears to rise from the grass unencumbered by hard surfacing or street furniture and without other buildings or even the movement of cars and pedestrians to detract from an appreciation of it.
60. The setting on this side makes a particular contribution to the Sainsbury Centre's significance and any additions to that scene have the potential to detract from it. The newly proposed area of parking is adjacent to a number of other listed buildings at the UEA including Norfolk Terrace (the ziggurats) at Grade II*, and the

Teaching Wall and walkway, at Grade II. The Sainsbury Centre is linked to these at high level via a connection to the listed walkway running between the ziggyrats and Teaching Wall at its west end.

61. Even a small number of cars being parked next to the building have the potential for a harmful impact on its appearance and architectural significance, but it is not only vehicles that can change the quality of the building's immediate setting. Features designed to create a more independent, unstaffed and permanent facility, such as marked parking bays, lighting, paved paths, etc. can also affect the setting.
62. In terms of conservation and design policy DM9, any proposed development should 'take account of the contribution heritage assets make to the character of an area and its sense of place' and 'maximise opportunities to preserve, enhance or better reveal the significance of designated heritage assets'. Discussion has taken place on whether any other space across campus would be available for this development but given the various constraints of the campus, layout, setting of buildings and surrounding land designations it is considered that the areas proposed are the most appropriate to serve as a suitable location for such dedicated parking.
63. Design of the new spaces will be very important and improved details of hard and soft landscaping have been submitted showing suitable surfacing to the areas given the proximity to nearby listed buildings and following the design precedents for surface materials around these buildings. This creates a sense of incorporated space with use of recessive surface material to assist with the design of this. The extended area of P7 will have a hedge screen as existing to reduce the visual impact of cars parked within the space. Retention of some mature tree specimens which assist in screening and landscape setting and additional tree planting are proposed.
64. The area alongside Norfolk Road is sensitive being on the edge of the river valley, and in open space which forms part of the UEA parkland campus setting. On the north side of the road there is open grassland with a variety of mature trees (TPO site). To the south side of the road there is a woodland area which is designated as a County Wildlife site. The main objection to the scheme from the C20th Society appears to be in relation to proposed parking in this area.
65. Norfolk Road is a relatively narrow roadway leading up from Chancellors Drive. The proposed bay would be at the lower end and would not immediately be read in relation to the SCVA or other listed buildings given the change in ground levels and existing tree cover. Design impact would therefore be in relation to the adjacent green spaces. Existing parking exists on the east side of the road closer to the SCVA entrance.
66. The earlier wall enclosure of the roadside parking has been revised and the adjoining land is graded to avoid such built features in the area. The use of line painting to the layby was also discouraged as this creates potential under-use of the space for parking and further visual intrusion into the area. Again a repeat in use of existing hard surface materials is suggested to maintain the character of the roadway albeit now widened in part. No other physical elements are proposed e.g. post and chain barriers and overall the design should be relatively simple and discrete. Physical change within the location is appropriately designed and adequately screened for the larger element of the works, which maintains the

uncluttered design of listed buildings positioned purposefully within a natural landscape setting and is considered to result in less than substantial harm to heritage assets or setting.

67. The public benefit of public access and continued viable operation of the cultural attraction arising from the proposal is weighed against the harm as required in policy 134 of the NPPF and given the nature of this application and circumstances the applicant finds themselves in it may be considered that on this basis the harm is acceptable. However, given the justification it should be recognised that any approval does not set a precedent for parking in this area in the future. It will also be necessary for the Sainsbury Centre to manage customer expectations as regards to parking so that it is clear that the car park is purely for this building.

Main issue 4: Landscaping and river valley

68. Key policies and NPPF paragraphs – DM3, DM6, JCS1, JCS2, NPPF paragraphs 9, 17, 109, 116 and 118.
69. Within the buildings listing description of “group value” this specifically states that SCVA – “continues the concepts of site expansion and integrated use, along the zig-zag spine of the campus, in a natural landscape, established by the original masterplan”. As well as building setting also of importance is the green edge and Yare Valley setting, this being additionally protected by local planning policy DM6, and the green infrastructure running throughout the campus.
70. Screening the car park with hedging as existing helps to reduce visual impact and it has been agreed that there should also be a hedge screen reinstated around any extended P7 car park. That originally proposed along the south side of car park extension was shown as a deciduous species which would not provide as much screening during the winter months. The revision now includes evergreen hedging as *Taxus baccata* (Yew) which currently screens part of the existing car park and would provide better year-round screening, and grow more successfully under the canopies of existing trees. Making the hedge all Yew also creates a visual unity in the area. Other proposed planting within P7 has been revised to include some different species with both ornamental and wildlife-friendly characteristics to have regard to the biodiversity value of the site and planting to be removed and seeks to provide ecological benefits for the area.
71. One of the main issues is the removal of a large group of trees which sits as a landscape break to the front of the teaching wall and raised walkway. Given the considerable loss of existing trees and the impacts of the proposals it is important that replacement for losses is achieved to enhance the amenity of the area. In order to replace biomass and visual amenity replanting on a 3 new for 1 lost basis has been agreed. Originally only 2 new trees were proposed and these were both Birch. This is a short-lived tree with a light canopy which would do little to screen the car park from the SCVA entrance. There are also a number of existing Birch trees nearby.
72. Additional replacement trees close to parking areas have been shown and include different species of native tree which provide more visual benefit and help increase the variety and the biodiversity benefits of the replanting. A condition is suggested to provide details of remaining tree planting locations to ensure maximum benefit for tree planting mitigation in the area. This should be informed by the wider

landscape strategy and setting of surrounding listed buildings. Overall the scheme represents a discrete alteration with no significant adverse impacts upon the designated river valley area or adjacent green links within the campus.

Main issue 5: Trees

73. Key policies and NPPF paragraphs – DM6, DM7, JCS1, NPPF paragraphs 109 and 118.
74. In terms of retained trees the existing Oak adjacent to P7 car park shows a proposed surface water pipe routed through the root protection area (RPA) of the tree. Trenching for such a pipe could cause damage to tree roots and it is suggested that any such works are undertaken by hand rather than mechanically dug.
75. Works along Norfolk Road include the re-grading of the grass bank to allow a level connection to the edge of the parking bay. Regrading to the easternmost parking space could have an impact on the adjacent Atlas Cedar which is classed as a category 'A' specimen tree. In response to the sensitivity of this location a condition is suggested requiring a meeting on-site to assess root levels and any final potential grading within this space. Details of an arboricultural method statement would also be required for any hand excavation within root protection areas. Conditions are also suggested to ensure compliance with the arboricultural implications assessment, arboricultural method statement and Tree Protection Plan.

Compliance with other relevant development plan policies

76. 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	Specific UEA parking numbers form part of a calculation for the campus as a whole. Increase near the SCVA is offset by other reductions on campus
Refuse Storage/servicing	DM31	Not applicable
Sustainable urban drainage	DM3/5	Not directly applicable. Existing surface water drain connections would be expected to be used with suitable interceptor/trap gullies to prevent oil etc. entering the water run-off.

Other matters

77. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:
78. Biodiversity. The scheme does not include any additional lighting or any physical impact on the adjoining woodland adjacent to Norfolk Road. As such the scheme should have only limited impact on the woodland and adjoining County Wildlife site. Tree protection works are suggested for those trees to be retained on site and a scheme of replacement tree planting on a 3 new for 1 lost to be planted within this area and adjacent parts of the campus has been suggested subject to further planting details.
79. Suggested planting now includes different plant species with both ornamental and wildlife-friendly characteristics. The planting scheme has also been revised to provide species of native tree which provide more visual benefit; a variety of life expectancy and again should help increase the biodiversity benefits of the proposals.
80. Amenity. The existing car park at P7 is adjacent to the lower floor of the teaching wall. Given that the use exists and there is only a slight increase in activity expected through parking and activity in the area the proposal should not have a significantly detrimental impact upon site operations or neighbouring building users.

Equalities and diversity issues

81. There are no significant equality or diversity issues. Main access can be retained to the building and should not be interrupted by the proposed works.
82. The SCVA have indicated that the parking areas can be managed to assist with access for individuals visiting the exhibition areas. On balance the proposal is acceptable and provides benefits for people with disabilities and for various age groups wishing to visit the site.

Local finance considerations

83. 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.
84. 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.
85. In this case local finance considerations are not considered to be material to the case.

Conclusion

86. Car parking in the proposed location could result in a degree of harm to the significance of the grade II* listed Sainsbury Centre and ziggyratts and grade II

listed teaching wall and walkway in terms of the NPPF. Misgivings have previously been expressed as part of earlier applications about the prospect of allowing parking either as a temporary car park or within close proximity to the Sainsbury Centre. Earlier assessment has helped inform the larger debate about locations for smaller, permanent additional car parking designated for the Sainsbury Centre elsewhere on campus and for providing managed solutions which are aimed at avoiding causing substantial harm to the setting of the listed buildings or river valley character area.

87. Although the change in the design of the landscape setting could be considered to result in a degree of harm when it is altered, the possibility that the works present an opportunity to allow better access and beneficial continued use of the building does help to outweigh the harm that will be caused. Subject to appropriate replacement landscaping the alterations will relate satisfactorily to the area and will respect the special architectural character of the Sainsbury Centre and other listed buildings. Subject to suitable operation of the parking area the alterations on balance result in less than substantial harm to the significance of the heritage asset and will help to secure the optimum viable use of the building.
88. It is recognised that the SCVA has difficulties in managing expectations in providing car parking which has subsequent impacts on reputation for the venue and safe operation of the campus. Further ad-hoc or unauthorised parking would not be acceptable and in order to promote the cultural and business potential of this international exhibition space dedicated parking should be considered on a proportionate level based on assessment of need for the venue. On the basis of supporting information for that parking now requested the extent of the proposal is considered acceptable subject to conditions and is proportionate to the expected SCVA parking demand. To support this conditions are suggested to limit parking use to visitors to the SCVA only. Also key is a degree of demand management to help avoid further problems and additional parking requirement in the future. Methods of travel planning to be implemented by the SCVA to encourage modal shift in line with the overall campus strategy are also suggested as being required.
89. The scheme improves the operation of the building and overall should not have an adverse impact on design or amenities in the area. As such the development and works to the listed building, subject to conditions, are considered to be appropriate.
90. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

- (1) To approve application no. 16/00782/F - Sainsbury Centre for Visual Arts, University Of East Anglia, Earlham Road, Norwich and grant planning permission subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans;
 3. Submission of landscape details for tree planting and landscape implementation. Subsequent maintenance;
 4. Submission of cycle parking details;
 5. Tree officer meeting

6. Submission of AMS for hand dig specification and any alternative land grading
7. Tree works in accord with AIA/AMS;
8. Retention of tree protection measures during works;
9. Parking for use by visitors to the SCVA only;
10. Submission of car park management and travel planning details/information

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 application stage the application has been approved subject to appropriate conditions and for the reasons outlined within the officer's committee report with the application.

- (2) To approve application no. 16/00783/L - Sainsbury Centre for Visual Arts, University of East Anglia, Earlham Road, Norwich and grant listed building consent subject to the following conditions:

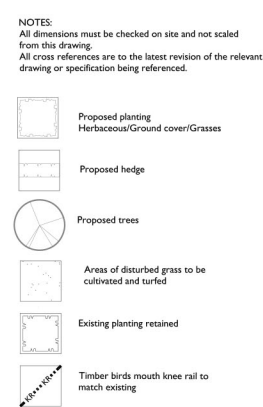
1. Standard time limit;
2. In accordance with plans;

Reason for Approval

Car parking in the proposed location could result in a degree of harm to the significance of the grade II* listed Sainsbury Centre and ziggurats and grade II listed teaching wall and walkway in terms of the NPPF. Misgivings have previously been expressed about the prospect of allowing parking either as a temporary car park or within close proximity to the Sainsbury Centre. Earlier assessment has helped inform the larger debate about locations for smaller, permanent additional car parking designated for the Sainsbury Centre elsewhere on campus and for providing managed solutions which are aimed at avoiding causing substantial harm to the setting of the listed buildings or river valley character area.

Although the change in the design of the landscape setting could be considered to result in a degree of harm when it is altered, the possibility that the works present an opportunity to allow better access and beneficial continued use of the building does help to outweigh the harm that will be caused. Subject to appropriate replacement landscaping the alterations will relate satisfactorily to the area and will respect the special architectural character of the Sainsbury Centre and other listed buildings. Subject to suitable operation of the parking area the alterations on balance result in less than substantial harm to the significance of the heritage asset and will help to secure the optimum viable use of the building.

The scheme improves the operation of the building and overall should not have an adverse impact on design or amenities in the area. As such the development and works to the listed building, subject to conditions, are considered to be appropriate and in accordance with the objectives of the NPPF, policies 1 and 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (2011) and policies DM3 and DM9 of the adopted Development Management Policies Plan (December 2014).



Shubs						
No.	Species Name	Pot Size	Height	Density	Specification	
12 No.	Cornus sanguinea 'Mid-Winter Fire'	5L	60-80cm	2/m ²	Branched :4 brks	
42 No.	Hebe albanica 'Red Edge'	5L	40-60cm	4/m ²	Branched :5 brks	
19 No.	Photinia fraseri 'Little Red Robin'	5L	30-40cm	3/m ²	Bushy :4 brks	
10 No.	Viburnum opulus 'Compactum'	10L	40-60cm	1/m ²	Bushy :6 brks	

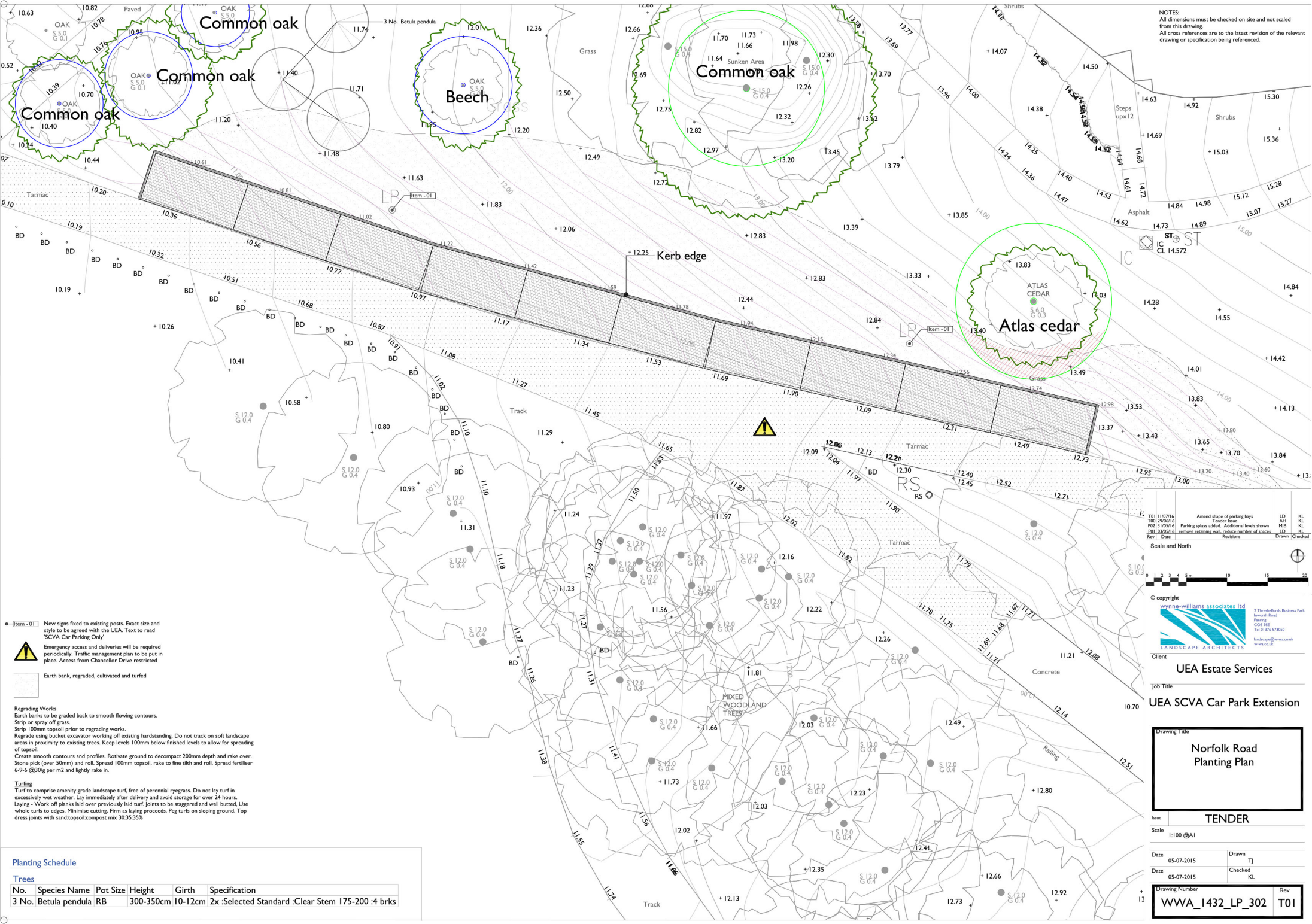
Tree Pit Accessories
All tree pits to receive a Metro Root Rain - perforated plastics irrigation pipe, 50mm diameter, in a circle above and round the sides of rootball, with a plastic cap.
All trees to receive an angled short single stake. Staking position to be close to the tree on the windward side and driven in to a depth of 300mm into the bottom of the pit before planting occurs. Stakes to be cut approximately 600mm above ground level. Trees fitted to stakes with one expanding tie, 25mm from top of stake. Tree to be secured firmly but not rigidly.

Tree Spans/Mulch Mats to be provided to each tree.
Material: Jute/polyethylene
Size: 600x600mm
Laying: In close contact with the soil surface.
Fitting: Neatly and closely around tree stem, where necessary cutting a slit or flap.

Failures of Planting
Defects due to materials or workmanship not in accordance with the Contract: Plants/trees/ shrubs that have failed to thrive.
Exclosures: Theft or malicious damage after completion.
Replacements: To match size of adjacent or nearby plants of same species or match original specification, whichever is the greater.
Rectification: Replace with equivalent plants/ trees/ shrubs.
Replacement: To match size of adjacent or nearby plants of same species or match original specification, whichever is the greater.
Timing of making good: In accordance with an agreed defects rectification programme.

Defects/Maintenance
Defects and soft landscape maintenance to run for a 12 month period.

Drawing Number	Rev
WWA_I432_LP_30I	T0I



NOTES:
All dimensions must be checked on site and not scaled from this drawing.
All cross references are to the latest revision of the relevant drawing or specification being referenced.

TO1: 11/07/16
T00: 29/08/16
PO1: 31/05/16
PO1: 01/09/16
Rev: 1

Amend shape of parking bays
Tender stage
Parking spaces added. Additional levels shown
remove retaining wall, reduce number of spaces
Revisions

LD: A04
MB: KL
LD: KL
KL: KL

Scale and North

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LANDSCAPE ARCHITECTS

Client
UEA Estate Services

Job Title
UEA SCVA Car Park Extension

Drawing Title
Norfolk Road Planting Plan

Issue
TENDER

Scale
1:100 @A1

Date
05-07-2015

Date
05-07-2015

Drawing Number
WWA_I432_LP_302

Rev
T01

Item - 01

New signs fixed to existing posts. Exact size and style to be agreed with the UEA. Text to read 'SCVA Car Parking Only'

Emergency access and deliveries will be required periodically. Traffic management plan to be put in place. Access from Chancellor Drive restricted

Earth bank, regraded, cultivated and turfed

Regrading Works
Earth banks to be graded back to smooth flowing contours.
Strip or spray off grass.
Strip 100mm topsoil prior to regrading works.
Regrade using bucket excavator working off existing hardstanding. Do not track on soft landscape areas in proximity to existing trees. Keep levels 100mm below finished levels to allow for spreading of topsoil.
Create smooth contours and profiles. Rotivate ground to decompact 200mm depth and rake over.
Stone pick (over 50mm) and roll. Spread 100mm topsoil, rake to fine tilth and roll. Spread fertiliser 6-9-6 @30g per m2 and lightly rake in.

Turfing
Turf to comprise amenity grade landscape turf, free of perennial ryegrass. Do not lay turf in excessively wet weather. Lay immediately after delivery and avoid storage for over 24 hours.
Laying - Work off planks laid over previously laid turf. joints to be staggered and well butted. Use whole turfs to edges. Minimise cutting. Firm as laying proceeds. Peg turfs on sloping ground. Top dress joints with sand/topsoil/compost mix 30:35:35%

Planting Schedule					
Trees					
No.	Species Name	Pot Size	Height	Girth	Specification
3 No.	Betula pendula	RB	300-350cm	10-12cm	2x :Selected Standard :Clear Stem 175-200 :4 brks