

Report to Planning applications committee

Item

8 March 2018

Report of Head of planning services

Subject Application no 17/01391/F - St Crispins House, Duke Street, Norwich

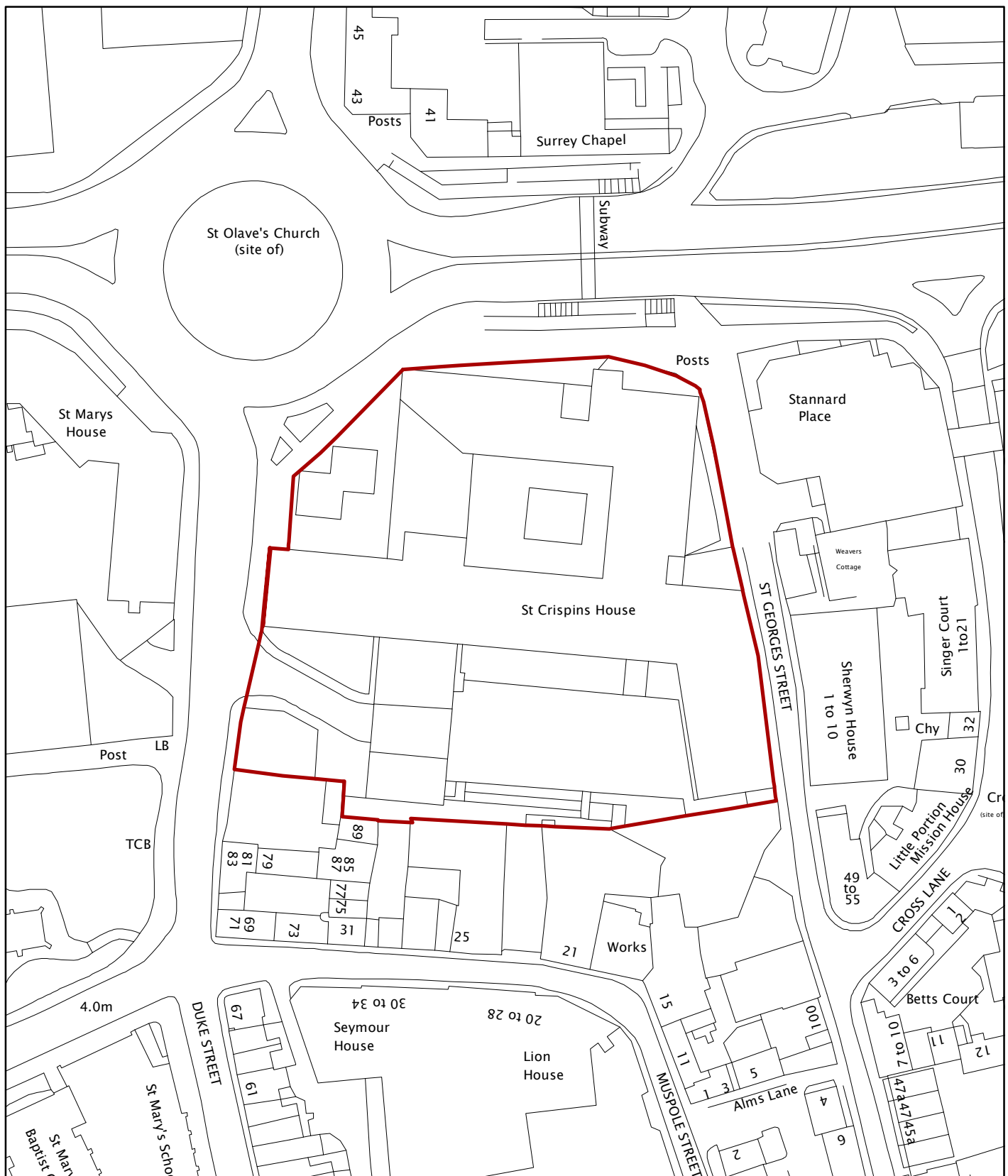
**Reason
for referral** Objection

4(b)

Ward:	Mancroft
Case officer	David Parkin - davidparkin@norwich.gov.uk

Development proposal		
Change of Use application in respect of the conversion and extension of an existing 3, 4 and 5 storey office building (B1 use class) to student accommodation (sui generis use class) containing 600 student bed spaces and communal accommodation at ground floor level, to include common room facilities and a gymnasium. Associated external works.		
Representations		
Object	Comment	Support
9	0	0

Main issues	Key considerations
1	Principle of development
2	Design & impact upon the conservation area
3	Transport
4	Amenity
5	Flood risk
Expiry date	14 December 2017
Recommendation	APPROVE



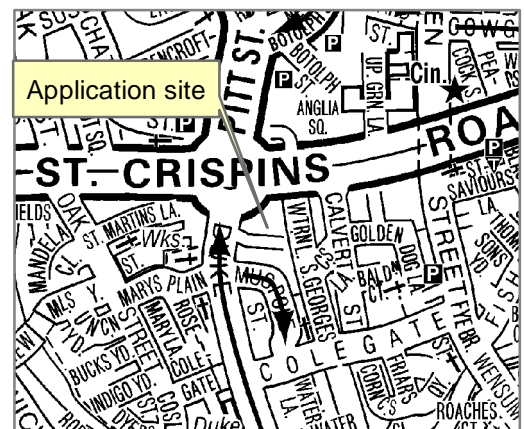
© Crown Copyright and database right 2018. Ordnance Survey 100019747.

Planning Application No 17/01391/F
 Site Address St Crispins House
 Duke Street
 Scale 1:1,000



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The application relates to a site of just over 0.7 hectares at the junction of St Crispin's Road and Duke Street in the south-eastern quadrant of the roundabout about 0.5km north of Norwich City Centre.
2. The site is occupied by a substantial 1970s office building of 3, 4 and 5 storeys with additional plant accommodation at roof level. The building addresses the ring road and roundabout to the northwest. The main entrance is located to the rear of the building with vehicular access from Duke Street to the west.
3. The design and construction are typical of 1970s office buildings with accommodation arranged around a large central atrium with projecting wings to the south and west. The office space is open plan with 3.5m floor to floor height.
4. Construction comprises a concrete frame with both in-situ and precast elements. The façades have continuous single glazed metal framed ribbon windows and substantial textured precast concrete cladding panels.
5. The inner ring road forms the northern boundary to the site, which is dual carriageway at this point rising to the St Crispin's flyover to the east. Immediately opposite the site to the north are two-storey properties in retail use and the Surrey Chapel, which is of a similar scale in terms of absolute height. To the north-east is the vacant Sovereign House, rising to 7 storeys in height closest to the application site.
6. St George's Street runs along the eastern boundary, which is a narrow road with no access to St Crispin's Road. Immediately opposite the site are the office blocks Cavell House and Stannard House, which are accessed from Calvert Street further to the east. Cavell House rises to a maximum of 6 storeys with a sub-basement car park and a feature tower on the St Crispin's Road frontage. Along the St George's Street frontage, Calvert House steps down to 3 and 4 storeys above the sub-basement. Beyond Calvert House, the character of St George's Street is much smaller scale and more historic with 2 and 2 ½ storey period properties facing the application site, including listed buildings.
7. The southern boundary of the site abuts the rear of properties that front onto Muspole Street, many of which are historic with historic yards behind them. The scale of these properties where they adjoin the site is 2 and 3 storeys high. The eastern site boundary is marked by Duke Street with St Mary's Church to the south-west and the St Mary's Works site immediately opposite to the west, which has the benefit of consent for redevelopment including a building of up to 33m in height on the south-west quadrant of the roundabout. There is an area of hardstanding adjoining the existing office building next to the roundabout that falls within the site and has a group of trees on it.

Constraints

8. Conservation Area – Anglia Square Character Area and adjacent to Colegate Character Area
9. Statutorily Listed buildings nearby - Grade I Listed: St Marys Church, St Marys Plain; St Georges Church, Colegate. Grade II* Listed: 15C, 16C, 17C with later

additions building called Bacons House, includes Nos. 35 to 39 (odd) St. Georges Street and 11,12, and 13 Lowes Yard, Colegate; 17C Weavers Cottage on the eastern side of St Georges Street; late 15C timber framed buildings at 69-89 Duke Street; 17C 1-9 Muspole Street.

10. Locally listed: Mid C19 former Brush factory building at 61 St Georges Street; and 21, 25-27 & 29 Muspole Street
11. Gateways to the City – Policy DM3
12. Critical Drainage Catchment – Policy DM3 & DM5
13. Floodzone 2 – Policy DM5
14. Regeneration area – Northern City Centre Regeneration Area & Office Development Priority Area – DM18
15. Area of Main Archaeological Interest – Policy DM9 Safeguarding Norwich's heritage
16. Areas for Reduced Parking – Policy DM29

Relevant planning history

Ref	Proposal	Decision	Date
4/2000/0676	Installation of satellite dish on roof.	APPR	15/09/2000
4/1994/0408	Erection of ground floor infill extension to provide staff shop, offices and facilities and infilling of central courtyard to form atrium and sitting out area.	APCON	02/06/1994
4/1996/0897	Installation of cooling condensers on roof	APCON	24/01/1997
4/1999/0750	Display of two "offices to let" banners on building.	REF	13/10/2000
04/00114/FT	Installation of telecommunications equipment on the roof of the building including 6 antennae, 2 dishes and ancillary equipment.	REF	13/04/2004
04/00601/F	Erection of new reception area within footprint of existing building including disabled ramp.	APPR	07/10/2004
04/00969/F	Rationalise existing and provision of additional car parking spaces together with enhanced landscaping.	FDO	18/11/2005

Ref	Proposal	Decision	Date
04/01012/FT	Installation of telecommunications equipment on the roof of the building including 6 antennae, 2 dishes and ancillary equipment.	APPR	28/10/2004
06/00936/F	Installation of condenser units on the roof of the building.	APPR	22/11/2006
06/00951/F	Installation of new doors.	APPR	07/11/2006
06/00952/U	Change of use of part of the building from offices (Class B1) to an interview and administration centre for a temporary period of five years.	APPR	01/12/2006
12/01078/U	Change of use of part of ground floor from offices (Class B1) to offices open to visiting members of the public (Class A2).	APPR	15/08/2012
14/01422/U	Change of use from offices (Class B1) to health centre (Class D1).	WITHDN	27/10/2014
15/01624/F	New external entrance	APPR	09/12/2015
17/00197/F	Internal and external alterations.	APPR	11/04/2017
17/00385/T	Installation of 3 No. antennas located on existing support poles and associated development.	AEGPD	27/04/2017
17/01391/F	Change of Use application in respect of the conversion and extension of an existing 3, 4 and 5 storey office building (B1 use class) to student accommodation (sui generis use class) containing 600 student bed spaces and communal accommodation at ground floor level, to include common room facilities and a gymnasium. Associated external works.	PDE	

The proposal

17. The application proposes the conversion and extension of the existing office building to provide 600 student bed spaces. The footprint of the building will be retained with the exception of a new extension off the rear elevation towards

Muspole Street. The existing atrium will be removed and replaced with a courtyard area that serves as open space for the use of the residents. More open space will be provided to the south of the building and on the north-western corner where an existing hard-standing area adjacent to the footpath will be landscaped.

18. The main access to the building is off Duke Street. Access to the landscaped area and the building is barrier controlled. A reception area is provided that will be staffed 24 hours a day, through which access is gained to the residential areas and to the communal areas on the ground floor. The latter include a café and common room and a resident's gym.
19. The existing building will be re-clad using the materials described below. The building would be extended as follows:-
 - St Crispin's Road, St George's Street return and Duke Street return – existing height = 5 storey with plant room. As proposed = 8 storey with no plant room;
 - Duke Street western projection (running east to west across the rear of the building) – existing height = 4 storeys. As proposed = 5 full storeys with 6th storey set back;
 - Southern projection towards Muspole Street – existing height = 3 storeys with 4th set back. As proposed = no change in height; and
 - St George's Street opposite Sherwyn House – existing height = 2 storeys with 3rd storey set back. As proposed = no change in height.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	600 student bed spaces – 86 single studios; 86; double studios; 428 cluster bedrooms (cluster size from 8 to 11 with shared kitchen area)
No. of affordable dwellings	n/a
Total floorspace	20,840m²
No. of storeys	8
Max. dimensions	<p>Max height – stair tower to St Crispin's Road = 29m; max building height to St Crispin's Road = 28m.</p> <p>Footprint of the converted building is as per the existing but with a 16m high extension protruding 20m from the southern elevation.</p>
Density	810 bed spaces/hectare (site area = 0.74ha)

Proposal	Key facts
Appearance	
Materials	Terracotta rain screen cladding to existing building; aluminium flat panel cladding to new storeys; metal rain screen cladding to tower staircase.
Construction	Conversion of existing building
Energy and resource efficiency measures	Combined heat and power plant; specification of energy saving appliances and water efficient equipment and appliances. Estimates nearly 20% of energy demand will be met by low carbon energy resources.
Operation	
Opening hours	24 hours
Ancillary plant and equipment	CHP plant room accessed from George Street; plant rooms at ground floor level accessed from Duke Street.
Transport matters	
Vehicular access	From Duke Street as existing
No of car parking spaces	16
No of cycle parking spaces	50 Sheffield hoops shown along the southern boundary although Transport Statement indicates the site could accommodate up to 152 spaces.
Servicing arrangements	Bin collection from Duke Street and St George's Street; other servicing from Duke Street

Representations

20. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 9 letters of representation have been received 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
Impact on local services e.g. doctors	Students are more likely to remain registered with doctors and dentists at their home address or to register with facilities on campus, where these exist. The impact of a student residential use

Issues raised	Response
	upon such uses would be minimal.
Capacity of drainage system	See Main Issue 5
Pressure on parking	The site lies in an existing controlled parking zone. Students will not be eligible for parking permits.
Impact upon adjacent properties on St George's Street in terms of over-bearing impact	See Main Issue 4
Impact upon adjacent properties on St George's Street in terms of noise and disturbance	See Main Issue 4
Increased height and impact on character of surrounding area	See Main Issue 2
Loss of employment use	See Main Issue 1
Increased use of pathway between St George's Street and Calvert Street	See Main Issue 4

Consultation responses

21. 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

22. The works will cause harm to the significance and setting of various heritage assets within the Colegate Character Area of the city centre conservation area as a result of its increased visual prominence, height, scale and bulk contrary to the requirement of Local Plan policies DM1, DM3 (a, c, e, h) and DM9.
23. Local planning authorities are obliged to designate as conservation areas any parts of their own area that are of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance
24. Most explicitly paragraphs 126 and 131 require that local planning should take into account "the desirability of new development making a positive contribution to local character and distinctiveness". Paragraph 9 says that pursuing "sustainable development involves seeking positive improvements in the quality of the...historic environment...". The design policies further reinforce the objective of enhancement of an area's character and local distinctiveness, concluding that "Permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area..." (paragraph 64).

25. Paragraph 134 and 135 are also relevant: 134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. 135. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

English Heritage

26. The new use as student accommodation is appropriate for the conservation area but the current application proposes major changes in the appearance of the building and the addition of two extra floors. The visualisations included with the application suggest how the additional height will affect views, in particular S2 which shows it being more prominent above a roof line similar to those of traditional building on Duke Street. It would also be taller relative to the modern buildings opposite it on Duke Street together with which it forms an entrance into the Coslany part of the conservation area. While cladding the building in brick (terracotta is proposed as the main material) could make it reflect the materials found in nearby historic building we are concerned that the addition in height would make it more prominent in views of and from historic buildings and spaces in the vicinity.
27. The National Planning Policy Framework (NPPF) identifies protection and enhancement of the historic environment as an important element of sustainable development and establishes a presumption in favour of sustainable development in the planning system (paragraphs 6, 7 and 14). The NPPF also states that the significance of listed buildings and conservation areas can be harmed or lost by development in their setting and that local planning authorities should treat favourably proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably (paragraphs 132 and 137). The conservation of heritage assets is a core principle of the planning system (paragraph 17) upon which the NPPF places great weight (paragraphs 17 and 132). Clear and convincing justification should be made for any harm to the significance of heritage assets (paragraph 132).
28. We have considered this application in terms of this policy and are concerned that the increase in height of St Crispin's House could make it more prominent and result in harm to significance of the conservation area in terms of the NPPF, paragraph 132. Paragraph 134 requires the Council to weigh any public benefit which might be delivered by the proposals against the harm when determining the application. We would accept that the student housing could be such a benefit and recommend the Council consider this.

Norwich Society

29. We are concerned about the number of student flats being provided in the city and see no need to extend this building upwards. It will become totally over powering.

Environmental protection

30. Does not wish to comment on the proposals.

Anglian Water

31. The sewerage system at present has available capacity for the flows from the network. The proposed surface water drainage strategy is unacceptable. No objection subject to a condition to secure further details of the surface water strategy. (Comments on original submission, no additional comments received to additional information)

Highways (local)

32. No objection on highway grounds. Notes that the proposed provision of cycle parking is only 10% of that required by standards but It is acknowledged that experience elsewhere in the city centre with student halls is that cycle use is low. However there should be preparedness in the future for expansion of cycle parking within the site to accommodate possible increases in demand. Alternatively double deck parking can be provided. In either case cycle parking should be covered, it is not clear if this is proposed.
33. The proposal has not tackled two offsite matters that are necessary for the development:
1. Improved design of the site access (raised crossover for shared pedestrian/cycle use)
 - Currently there is no demarcation of the shared use traffic across the site access. Given the intensification of activity on the site, this low cost measure would improve awareness of vulnerable road users.
 2. Footway widening on Duke Street (east side between Muspole Street and Colegate).
 - The footway running between the city centre and the site is of substandard width. Passing pedestrians must often step into the road, this poses a hazard. Given that the majority of travel to and from the site will be on foot, and this is the primary route, it is essential that this footway is widened.

Landscape

34. The information provided at this stage fails to achieve the aims set out in the D and A statement. There is significant scope within the wider setting and courtyard of the building to improve the environment beginning to address the impact of the development and providing a useable and attractive environment for the residents. A range of visual clearly expressing the design intentions, materials, planting style, site furniture etc. should be provided. At present the landscape proposals appear very minimal, lacking in clear design intent and failing to address the impact of the increased building massing and the intensive end use of the proposed residents.

Norfolk County Lead Local Flood Authority

35. We have no objection subject to conditions being attached to any consent if this application is approved.

Norfolk historic environment service

36. Further to our previous correspondence on this application, we have considered the additional information supplied in the heritage statement submitted with the application alongside the practicalities of carrying out an archaeological evaluation at the site prior to the determination of the application. Whilst the potential for heritage assets with archaeological interest to be present at the site remains the same, we feel that the impact of the proposed development could be mitigated through a programme of archaeological work secured through appropriate planning conditions.
37. In view of this we recommend that if planning permission is granted, that this be subject to a programme of archaeological mitigatory work in accordance with National Planning Policy Framework para. 141.

Norfolk police (architectural liaison)

38. The proposal appears to have considered the impact of crime and anti-social behaviour. Makes detailed comments about locks and lighting. Concerned that the provision of cycle parking is inadequate.

Tree protection officer

39. The tree protection measures are adequate for the retained trees. No objection to the loss of those trees proposed for removal. Adequate replacement planting is proposed.

Assessment of planning considerations

Relevant development plan policies

40. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS20 Implementation
41. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM4 Providing for renewable and low carbon energy
 - DM5 Planning effectively for flood resilience
 - DM7 Trees and development
 - DM9 Safeguarding Norwich's heritage

- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM16 Employment and business development
- DM19 Encouraging and promoting major office growth
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing

Other material considerations

42. 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
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF12 Conserving and enhancing the historic environment

Case Assessment

43. 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

44. Key policies and NPPF paragraphs – JCS1, JCS4, JCS5, JCS9, JCS11; DM1, DM12, DM16, DM19, NPPF paragraphs 6 – 27, 47 – 68.
45. The application site lies within the city centre as defined by the Development Plan (see DM5). JCS policies and national planning policy encourage the re-use of brownfield, city centre locations for development, in particular for residential development, in preference to the release of greenfield sites.
46. Although the site is not allocated within the Local Plan, it falls within the regeneration area defined by the Northern City Centre Area Action Plan. Although the detail of this document lapsed in 2016, the general thrust of the redevelopment and regeneration of the area is carried forward in the DM policies, including DM1, DM5 and DM18 and it is set out in JCS11 that this area will be developed to achieve physical and social regeneration, facilitate public transport corridor enhancements and utilise significant redevelopment opportunities.
47. Policy DM19 also applies to the site as the building is currently in use as B1 office space. Policy DM19 aims to preserve and improve the supply of high quality office space within the city and in particular within the Office Development Priority Area,

within which the site lies. It does this by encouraging the provision of additional high quality office space on development sites of more than 0.25 hectares and by restricting the change of use of high-quality office space for non-residential purposes.

48. The current building does not provide high quality accommodation. In particular, it has a very low energy efficiency (EPC) rating and would cost nearly £10million to up-grade. Information provided by the applicant from a reputable firm of local commercial agents also indicates that the amount of floorspace within the building and the shape of the floors makes it unattractive to a single occupier but also difficult to sub-divide once modernised. The site also has a very low car parking provision in relation to the amount of floor space to make it attractive in the current office market from a purely commercial stand point.
49. In terms of the first element of DM19, the provision of office space within the proposed development is not considered feasible for a number of reasons:-
 - The need to provide security for the student residential element;
 - The need to provide for on-site open space for the amount of student residential development proposed;
 - The provision of on-site drop off parking to manage start and end of term arrangements; and
 - The conflict with the above and the need to provide some on-site car parking for office use in accordance with car parking standards.
50. The second element of DM19 referred to above does not apply in this instance as the proposal is for residential development.
51. The application is also accompanied by a summary of the need for additional student accommodation. It concludes that the current provision of university-provided and privately operated purpose built student accommodation stands at 5,044 bed spaces, leaving around 11,267 (around 70%) students to find alternative accommodation. At the time of writing, there were two schemes in the pipeline that would provide 645 bed spaces to address this demand.
52. Since the document was written there have been a number of permissions granted for student residential, including the development of St Stephen's Towers providing 700 bed spaces. However, the gap between supply and demand is still large and putting pressure on the conversion of family housing to Houses in Multiple Occupation in parts of the city.
53. Given the above, there is not considered to be any in principle reason that the site cannot be redeveloped for student accommodation.

Main issue 2: Design and Impact on Conservation Area

54. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
55. The site is located within the City Centre Conservation Area (in the Anglia Square Character Area and adjacent to the Colegate Character Area). There is a statutory

duty to pay special attention to the desirability of preserving or enhancing the character or appearance of to preserve or enhance the character and appearance of the conservation areas expressed in section 72(1) the Planning (Listed Buildings & Conservation Areas) Act 1990 ("LBA 1990"). The LBA 1990 includes a further duty in section 66(1) which requires the Council - when considering whether to grant planning permission for a development which affects a listed building or its setting - to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Council embraces these statutory duties and these have been considered in the assessment of the proposed development. The NPPF and development plan policies encourage Local Planning Authorities to seek opportunities to improve the character of conservation areas.

56. The application site is at the junction of two very different character areas, Anglia Square character area is characterised by large scale post-war development which is generally at odds with the prevailing low-scale form of the Colegate character area which feature historic buildings and modern development which generally feature narrow plot widths representative of medieval burbidge plots. The site backs directly onto a number of medieval buildings that feature historic 'yards'.
57. Owing to the application building's large footprint and elevated height, it is a prominent building in the conservation area – which terminates a number of important views /vista and affects the setting of various heritage assets.
58. The building is identified as a 'negative building' within the conservation area due to its large, assertive form, height and footprint, its horizontal emphasis and its 'hard' 'angular' form, defensive appearance and inactive street frontages. Each of these elements is at odds with the prevailing built form in the locality which largely reflects the medieval street layout, with its narrow street frontages with historic yards to the rear.
59. The advice from the Conservation and Design Team is that the works will create a building of a greater scale and density, creating a greater level of disparity with the surrounding townscape. Whilst it is recognised that policy DM3 allows for a new landmark building in this location it also requires such developments to be of exceptional design quality and to help define the significance of the gateway. The officer is not satisfied that the works achieve this.
60. The comments are broken down into more detail, which can be summarised as:-
 - The new rear extension – this will over-power the low level 2-storey yard at 21-27 Muspole Street and should be reduced;
 - St George's Street elevation opposite Sherwyn House – should be reduced by a storey
 - Duke Street & St Crispin's Road – less of a concern as the extended building will not impact upon views of St Mary's Court or Whip and Nag Yard.
61. The officer also makes comments on the proposed materials stating that "The use of terracotta rainscreen cladding could result in an improvement to what is a drab building, as could the installation of thin slim framed windows, set back within the reveals. The proposed standing seam zinc, has been used elsewhere in roof top

development and has a natural weathering process and the appearance of traditional lead in this respect. There is concern over the proposed use of aluminium cladding panels to the extent proposed – these are not considered to be ‘locally distinctive’ materials or to give a ‘high quality’ appearance. Rainwater goods will need to be conditioned”.

62. Historic England also comment that the proposed development could result in harm to the character of the conservation area in much the same vein but does not object to the proposals. The advice from Historic England states that it is for the Local Planning Authority to weigh the benefits of the proposals against any harm and recognises that the provision of student accommodation is a benefit of the scheme. The Norwich Society and 3rd parties also raise concerns over the increase in height.
63. The comments have been reviewed with the applicants and in response the additional floor on the St George’s Street frontage opposite Sherwyn House has been removed. As a result, this part of the building is no higher than existing and the relationship is much improved in direct response to the Conservation Officer’s comments.
64. Moving on to the point about the relationship between the new-build and the yard to the rear of 21-27 Muspole Street: the new elevation will be around 12m from the southern boundary of the site. There is no public access to the yard in question and whilst it is visible from the street the bulk of the existing office block already closes off views from the street and from within the yard. The yard itself is hard surfaced and used for parking; it is not a place in which people dwell and so the views out of it and the sense of enclosure of the space are not, arguably, important to its character and use.
65. As far as Duke Street and St Crispin’s Road are concerned, the extensions to the existing building undeniably add to its height but the absolute increase is off-set to an extent by the fact that the top two floors are set back by around 0.5m. In addition, the use of a different material for these top two floors also serves to break up the bulk and mass of the building.
66. There are benefits to the proposals, as acknowledged by in the comments about materials. The re-cladding will revitalise the building, which is currently tired and dated, and reduce its horizontal emphasis. The latter point is specifically identified as one of the negative aspects of the building. The new materials will also help to soften the appearance of the building. Details of these materials can be secured by condition.
67. In addition, since the comments were made, consent has been granted on the opposite side of Duke Street for a building of up to 33m in height. If approved, the changes to St Crispin’s House would increase the height of the building on the corner of Duke Street and St Crispin’s Road to 28m. Notwithstanding this, policy DM3 still requires that development is of a high quality and each application must be determined upon its individual merits; nonetheless the St Mary’s Works approval is capable of being a material consideration in the determination of this application.
68. In conclusion, changes have been made to the scheme as originally submitted that have addressed the concerns expressed to such an extent that in the view of your officers, the impact of the development is at least neutral and in some respects achieves some benefits such as reducing the horizontal emphasis of the building

and softening its dated and harsh appearance. This is the conclusion drawn following the exercise of the statutory duty set out in section 72(1) of the LBA highlighted above.

69. It is also considered that development plan policy DM9 is complied with in this case: the proposed development does not result in the loss of any designated heritage assets and in the context of locally listed assets it is considered that there are demonstrable and overriding benefits associated with this development as detailed elsewhere in this report. In this regard it is also noted that the Norfolk historic environment service have raised no objection to the proposed development on archaeological grounds, subject to conditions.
70. In terms of the NPPF, any harm to the setting of designated and non-designated heritage assets is less than substantial, allowing the benefits of the scheme to be weighed in the balance. In the context of designated heritage assets paragraph 134 of the NPPF requires any less than substantial harm to be weighed against the public benefits of the proposal. It is considered that in this case the public benefits of the proposed development (i.e. the provision of student accommodation in support of the city's further and higher education institutions) outweigh such harm. In relation to non-designated heritage assets the effect of an application on these assets should be taken into account when determining the application and a balanced judgement is needed having regard to the scale of the harm or loss and significance of the heritage asset.

Main issue 3: Transport

71. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 29 - 41.
72. The application is accompanied by a Transport Assessment (TA).
73. The main existing vehicular access is off the one-way section of Duke Street. Pedestrian access is via the main access or via a cut through on to St George's Street. On site car parking is provided for 37 vehicles.
74. In terms of traffic movements the existing building is currently under-occupied so current levels are not truly representative of the potential traffic generation of the office use. If fully occupied, the TA estimates the site would generate 125 vehicular arrivals and 125 departures per weekday; morning peak flows (0800-0900) would be around 25% of daily flows and evening peak flows (1700-1800) accounting for 15% of daily flows.
75. Under the proposals for re-development, the access arrangements would remain substantially the same with barrier controlled vehicular access off Duke Street. 50 spaces for cycle parking are shown along the southern boundary although the Transport Assessment indicates the site could accommodate up to 152 spaces. 16 car parking spaces are shown in the site; 8 within the site inside the barrier and 8 outside.
76. Servicing of the site would take place from Duke Street with some refuse collections also being made from St George's Street.

77. The modal split for trips from the new development is expected to favour cycling and walking much more than the existing use. Consequently, peak period vehicular movements are expected to be significantly less than they are at the moment.
78. At the beginning and end of term, the TA suggests that students will be required to book arrival and departure slots and that arrivals and departures will take place over the two weekends before the start of term. To facilitate access, the landscaping areas within the development beyond the barrier is designed to allow occasional vehicular access. Once they have dropped their belongings off, students would be expected to move cars off-site and park in public car parks if they want to stay longer.
79. There are no objections to the proposed development from the Highways Officer. However, he makes two recommendations for off-site highway works that he considers necessary to make the development acceptable. The first is an improved design of the site access (raised crossover for shared pedestrian/cycle use); the second is footway widening on Duke Street (east side between Muspole Street and Colegate). Given the level of pedestrian and cycle traffic generated by the proposed development, these changes are considered necessary and can be secured by condition. In addition, full details of the type and numbers of cycle parking should also be secured. If these conditions are attached, then the proposal would comply with the policies listed above in paragraph 71.

Main issue 4: Amenity

80. Key policies and NPPF paragraphs – DM2, DM11, DM13; NPPF paragraphs 9 and 17.
81. In order to comply with the above policies, the proposed development must provide for satisfactory living conditions for the future occupants without adversely impacting upon the living conditions of existing residents and occupiers of the surrounding area.
82. In terms of future occupants, the application is accompanied by a Noise Impact Assessment. This concludes that bedrooms facing St Crispin's Road and Duke Street will need to be fitted with acoustic glazing and trickle vents to achieve satisfactory internal noise levels. Noise levels within the most used outside space (the internal courtyard) will be well within acceptable levels due to the shielding provided by the existing building.
83. In terms of the general amenity of future residents, outdoor amenity space is provided in the area formally occupied by the building's atrium and to the south of the building. Whilst the Landscape Officer has commented on the quality of the design of these spaces, the shortcomings are not such as to render the use of the spaces unacceptable and revised designs can be secured by condition. In addition to the outdoor spaces, the building will also include a gym for the residents and a common room with a café on the ground floor.
84. The impacts upon existing residents and occupiers will fall upon those properties on St George's Street and Muspole Street. There will be little impact in terms of direct over-shadowing as the Muspole Street properties are to the south of the proposed development and the St George's Street properties are already over-shadowed by the existing building, which, following amendment, will not increase in height

immediately adjacent to the nearest residential buildings at Sherwyn House and Weavers Cottage. In terms of loss of daylight, the height of the existing building and its proximity to these properties means that any increase in loss of daylight will not be material.

85. In terms of loss of privacy, there are no residential windows in the southern most walls facing towards Muspole Street. This, coupled with the limited number of residential windows on the northern elevations of the existing properties closest to the site limits the level of impact to an acceptable level. There will be bedroom windows facing across St George's Street towards Sherwyn House. Although the distance is only 8m, this is considered acceptable as the windows face onto a public street where some loss of privacy is already experienced and bearing in mind the tight urban grain of the surrounding area.
86. Residents of Sherwyn House have expressed concern at the increased noise levels generated by the proposed use. Sherwyn House itself will be screened from noise from external areas by virtue of the existing building. The windows facing Sherwyn House are bedrooms with the exception of communal kitchens at the southeastern corner of the development. The main noise impact upon this property will be from students coming and going through the pedestrian gate off St George's Street. The building will have a permanent management presence and it could be that access via this gate is controlled so that it is closed at, say, 10.00pm and not opened again until 7.00am. The management presence will also serve to assist with any other anti-social behaviour issues that may arise. It is recommended that details of the management of the site, including closure of the pedestrian access, are secured by condition.
87. Residents have also expressed concern at the potential for increased cut through from St George's Street to Calvert Street. This route does not appear to be adopted highway and is possibly private. If this is the case then this is a private property issue for the owners of the land to resolve.
88. If the conditions referred to above are attached, the proposal would comply with the policies listed in paragraph 80 above.

Main issue 5: Flood risk

89. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
90. The application site lies in Flood Zone 2 and a critical drainage area. The site is therefore at 'Medium' risk of flooding from the river and at risk from surface water flooding.
91. In terms of the flooding from the river, the use of the site for student residential development would put it in the 'More Vulnerable' use class compared to the 'Less Vulnerable' office use that the building is currently used for. However, notwithstanding this increase in vulnerability, 'More Vulnerable' uses are acceptable in Flood Zone 2 according to the guidance in the National Planning Practice Guidance.
92. As originally submitted, the details of surface water drainage attracted an objection from the Lead Local Authority and a request from Anglia Water that further details be secured by condition. In response, the applicant has submitted more details of a

system that manages the flow rate by using cellular storage tanks under the car park; increased diameter pipework to increase system storage; and a flow control device on the final man-hole within the site that limits flow to the existing Anglia Water system to 15 litres per second. Three green roofs are also proposed on the southern, lower sections of the building that will attenuate surface water flows as well as providing for increased biodiversity on the site.

93. Following consideration of the new information, the LLFA has withdrawn its objection to the proposal subject to conditions. AW has not responded to the new details but the condition requested by the LLFA allows the final details of the surface water drainage system outlined in the documentation to be fleshed out. The condition will also allow the concerns expressed by 3rd parties re: the capacity of the sewer system to be addressed as the issues identified are linked to surface water entering the system.
94. If the conditions outlined above are attached, the development will comply with the policies set out in paragraph 89 above.

Compliance with other relevant development plan policies

95. 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
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition

Other matters

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

- Archaeology – subject to conditions
- Trees – subject to conditions

Equalities and diversity issues

97. There are no significant equality or diversity issues.

S106 Obligations

98. No Section 106 obligation is required

Local finance considerations

99. 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.
100. 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.
101. In this case local finance considerations are not considered to be material to the case.

Conclusion

102. In accordance with the Council's statutory duty to determine planning applications in accordance with its development plan unless material considerations indicate otherwise this proposal for student residential development has been assessed against national and local planning policies as described above and taking into account any relevant material considerations. Relevant statutory duties under the LBA 1990 have also been closely considered and assessed.
103. The site is in a regeneration area defined by the Council's development plan and delivers a commensurate benefit in terms of the re-use of a dated office building and the provision of additional student accommodation. It is considered that the proposed development at the least preserves the character of the conservation area. The proposal also provides accommodation that would go some way to meeting the future needs of the educational establishments within the city. These benefits weigh against any harm caused by the proposal to heritage assets bearing in mind the consultation responses and the amendments made to the application in response and as assessed in detail in this report.
104. In terms of amenity, the proposal will have only a limited impact upon surrounding buildings and their occupants and users. It is not considered that the level of any impact is so significant as to warrant refusal of the application on amenity grounds. It has also been concluded that the proposed development provides for an appropriate standard of amenity for future occupiers.
105. Relevant development plan policies and paragraphs of the NPPF have been considered and assessed in relation to flood risk and it is considered that the proposed development is acceptable in terms of flood risk.
106. Other points have been considered as described above and can be addressed by condition. 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.

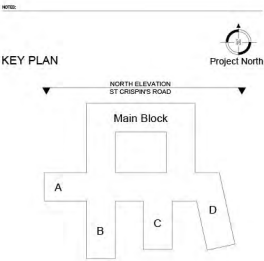
Recommendation

To approve application no. 17/01391/F - St Crispins House Duke Street Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details and samples of materials;
4. Details of landscaping and planting including external lighting;
5. Tree protection measures for retained trees;
6. Implementation and retention of car parking and refuse storage facilities;
7. Full details of numbers, type and location of cycle parking facilities followed by implementation and retention of agreed facilities;
8. Details of off-site highway improvements and implementation thereof;
9. Full details of surface water drainage arrangements;
10. Full details of day-to-day management of the building including arrangements for start and end of term;
11. Scheme of archaeological investigation, works and recording;
12. Submission of a construction management plan;
13. Implementation in accordance with the submitted noise report;
14. Implementation in accordance with the submitted energy and resource use statement.

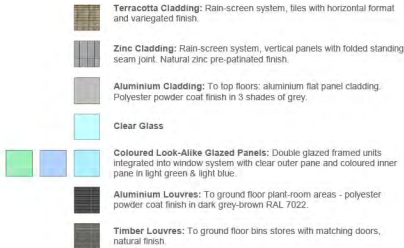
Article 35(2) statement

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.



NORTH ELEVATION

Proposed Façade Materials and Cladding:



Windows: Double glazed aluminium windows with louvered panel at window head, polyester powder coat finish in dark grey-brown RAL 7022. Glazed look-alike spandrel panel below window.

Full Height Glazing: To ground floor: double glazing incorporating coloured glass panels with aluminium frames and cover caps; polyester powder coat finish in dark grey-brown RAL 7022.

Tyburn Lothian No3 LP

ST CRISPIN'S, NORWICH

Proposed North Elevation

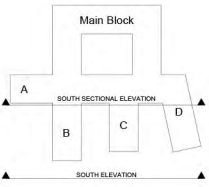
DATE: 11/01/2024
SCALE: 1:200 @ A1
DRAWN BY: ZW
CHECKED BY: [Signature]
DATE: 11/01/2024

Hadfield Cawkwell Davidson

Broomgrove Lodge, 13 Broomgrove Rd, Sheffield, S10 2LJ. T 0114 264 8181 www.hcd.co.uk

Architectural | Engineering | Interior Design | Masterplanning | Urban Design

2016-045 | A-05-201 P01



Proposed Façade Materials and Cladding:

- Terracotta Cladding:** Rain-screen system, tiles with horizontal format and variegated finish.
- Zinc Cladding:** Rain-screen system, vertical panels with faded standing seam joint. Natural zinc pre-patinated finish.
- Aluminium Cladding:** To top floors: aluminium flat panel cladding. Polyester powder coat finish in 3 shades of grey.
- Clear Glass**
- Coloured Look-Alike Glazed Panels:** Double glazed framed units integrated into window system with clear outer pane and coloured inner pane in light green & light blue.
- Aluminium Louvres:** To ground floor plant-room areas - polyester powder coat finish in dark grey-brown RAL 7022.
- Timber Louvres:** To ground floor bins stores with matching doors, natural finish.

Windows: Double glazed aluminium windows with louvered panel at window head; polyester powder coat finish in dark grey-brown RAL 7022. Glazed look-alike spandrel panel below window.

Full Height Glazing: To ground floor: double glazing incorporating coloured glass panels with aluminium frames and cover caps; polyester powder coat finish in dark grey-brown RAL 7022.



SOUTH ELEVATION



SECTIONAL SOUTH ELEVATION

REVISION P02 BY BP CHECKED RUB DATE 25.01.18
Update to planning application. Removal of 14 rooms in total - alterations to 3rd & 6th floor plans. Schedules updated and green roots revised.

Tyburn Lothian No3 LP

ST CRISPIN'S, NORWICH

Proposed South Elevation

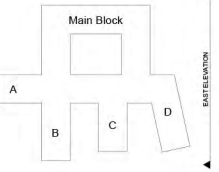
DATE 25.01.18
SCALE 1:200 @ A1

Hadfield Cawkwell Davidson

Broomgrove Lodge, 13 Broomgrove Rd, Northfield, S10 2JZ T 0114 266 8181 www.hcd.co.uk

Architectural | Engineering | Interior Design | Masterplanning | Urban Design

2016-045 | A-05-203 P02



EAST ELEVATION

Proposed Façade Materials and Cladding:

- Terracotta Cladding:** Rain screen system, tiles with horizontal format and variegated finish.
- Zinc Cladding:** Rain-screen system, vertical panels with folded standing seam joint. Natural zinc pre-patinaled finish.
- Aluminium Cladding:** To top floors: aluminium flat panel cladding. Polyester powder coat finish in 3 shades of grey.
- Clear Glass**
- Coloured Look-Alike Glazed Panels:** Double glazed framed units integrated into window system with clear outer pane and coloured inner pane in light green & light blue.
- Aluminium Louvres:** To ground floor plant-room areas - polyester powder coat finish in dark grey-brown RAL 7022.
- Timber Louvres:** To ground floor bins stores with matching doors, natural finish.

Windows: Double glazed aluminium windows with louvered panel at window head, polyester powder coat finish in dark grey-brown RAL 7022. Glazed look-alike spandrel panel below window.

Full Height Glazing: To ground floor: double glazing incorporating coloured glass panels with aluminium frames and cover caps; polyester powder coat finish in dark grey-brown RAL 7022.

REVISION P02 BY BP CHECKED RJB DATE 25.01.18
Update to planning application. Removal of 14 rooms in total - alterations to 3rd & 6th floor plans. Schedules updated and green roots revised.

Tyburn Lothian No3 LP

ST CRISPIN'S, NORWICH

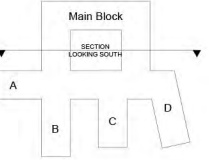
PROPOSED

Proposed East Elevation

DATE 25.01.18 SCALE 1:200 @ A1

Hadfield Cawkwell Davidson
Broomgrove Lodge, 13 Broomgrove Rd, Northolt, Middx, UB8 3JZ. T 0114 266 8181 www.hcd.co.uk
Architecture | Engineering | Interior Design | Masterplanning | Urban Design

2016-045 | A-05-204 P02
Copyright © 2016 HCD. All rights reserved. No part of this publication may be reproduced without prior written permission from HCD.



SECTION LOOKING SOUTH

Proposed Façade Materials and Cladding:

- Terracotta Cladding:** Rain-screen system, tiles with horizontal format and variegated finish.
- Zinc Cladding:** Rain-screen system, vertical panels with folded standing seam joint. Natural zinc pre-patinaled finish.
- Aluminium Cladding:** To top floors: aluminium flat panel cladding. Polyester powder coat finish in 3 shades of grey.
- Clear Glass**
- Coloured Look-Alike Glazed Panels:** Double glazed framed units integrated into window system with clear outer pane and coloured inner pane in light green & light blue.
- Aluminium Louvres:** To ground floor plant-room areas - polyester powder coat finish in dark grey-brown RAL 7022.
- Timber Louvres:** To ground floor bins stores with matching doors, natural finish.

Windows: Double glazed aluminium windows with louvered panel at window head, polyester powder coat finish in dark grey-brown RAL 7022. Glazed look-alike spandrel panel below window.

Full Height Glazing: To ground floor: double glazing incorporating coloured glass panels with aluminium frames and cover caps; polyester powder coat finish in dark grey-brown RAL 7022.

REVISION P02 BY BP CHECKED RJG DATE 25.01.18

Update to planning application. Removal of 14 rooms in total - alterations to 3rd & 6th floor plans. Schedules updated and green roots revised.

Tyburn Lothian No3 LP

ST CRISPIN'S, NORWICH

PROPOSED SECTION LOOKING SOUTH

DATE 10/08/2017 SCALE 1:200 @ A1

Hadfield Cawkwell Davidson

Broomgrove Lodge, 13 Broomgrove Rd, Northfield, S10 2JZ. T 0114 266 8181 www.hcd.co.uk

Architecture | Engineering | Interior Design | Masterplanning | Urban Design

2016-045 | A-06-103 P02

Copyright © 2017 Hadfield Cawkwell Davidson Ltd. All rights reserved.

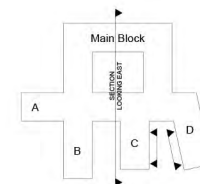
Proposed Façade Materials and Cladding:

- Terracotta Cladding:** Rain-screen system, tiles with horizontal format and variegated finish.
- Zinc Cladding:** Rain-screen system, vertical panels with faded standing seam joint. Natural zinc pre-patinated finish.
- Aluminium Cladding:** To top floors: aluminium flat panel cladding. Polyester powder coat finish in 3 shades of grey.
- Clear Glass**
- Coloured Look-Alike Glazed Panels:** Double glazed framed units integrated into window system with clear outer pane and coloured inner pane in light green & light blue.
- Aluminium Louvres:** To ground floor plant-room areas - polyester powder coat finish in dark grey-brown RAL 7022.
- Timber Louvres:** To ground floor bins stores with matching doors, natural finish.

Windows: Double glazed aluminium windows with louvered panel at window head; polyester powder coat finish in dark grey-brown RAL 7022. Glazed look-alike spandrel panel below window.

Full Height Glazing: To ground floor: double glazing incorporating coloured glass panels with aluminium frames and cover caps; polyester powder coat finish in dark grey-brown RAL 7022.

KEY PLAN



SECTION LOOKING EAST



BLOCK C
EAST ELEVATION



BLOCK D
WEST ELEVATION

REVISION P02 BY BP CHECKED RJG DATE 25.01.18
Update to planning application. Removal of 14 rooms in total - alterations to 3rd & 6th floor plans. Schedules updated and green roots revised.

Tyburn Lothian No3 LP

ST CRISPIN'S, NORWICH

PROPOSED SECTION LOOKING EAST

DATE 10/08/2017
SCALE 1:200 @ A1

Hadfield Cawkwell Davidson

Broomgrove Lodge, 13 Broomgrove Rd, Northfield, S10 2JZ. T 0114 266 8181 www.hcd.co.uk

Architecture | Engineering | Interior Design | Masterplanning | Urban Design

2016-045 | A-06-104 P02

Copyright © 2017 HCD. All rights reserved. HCD