

**Report to** Planning applications committee

**Item**

10 February 2022

**Report of** Head of planning and regulatory services

**Subject** Application no 21/00636/F - 11 Normans Buildings,  
Norwich, NR1 1QZ

**Reason  
for referral** Objections

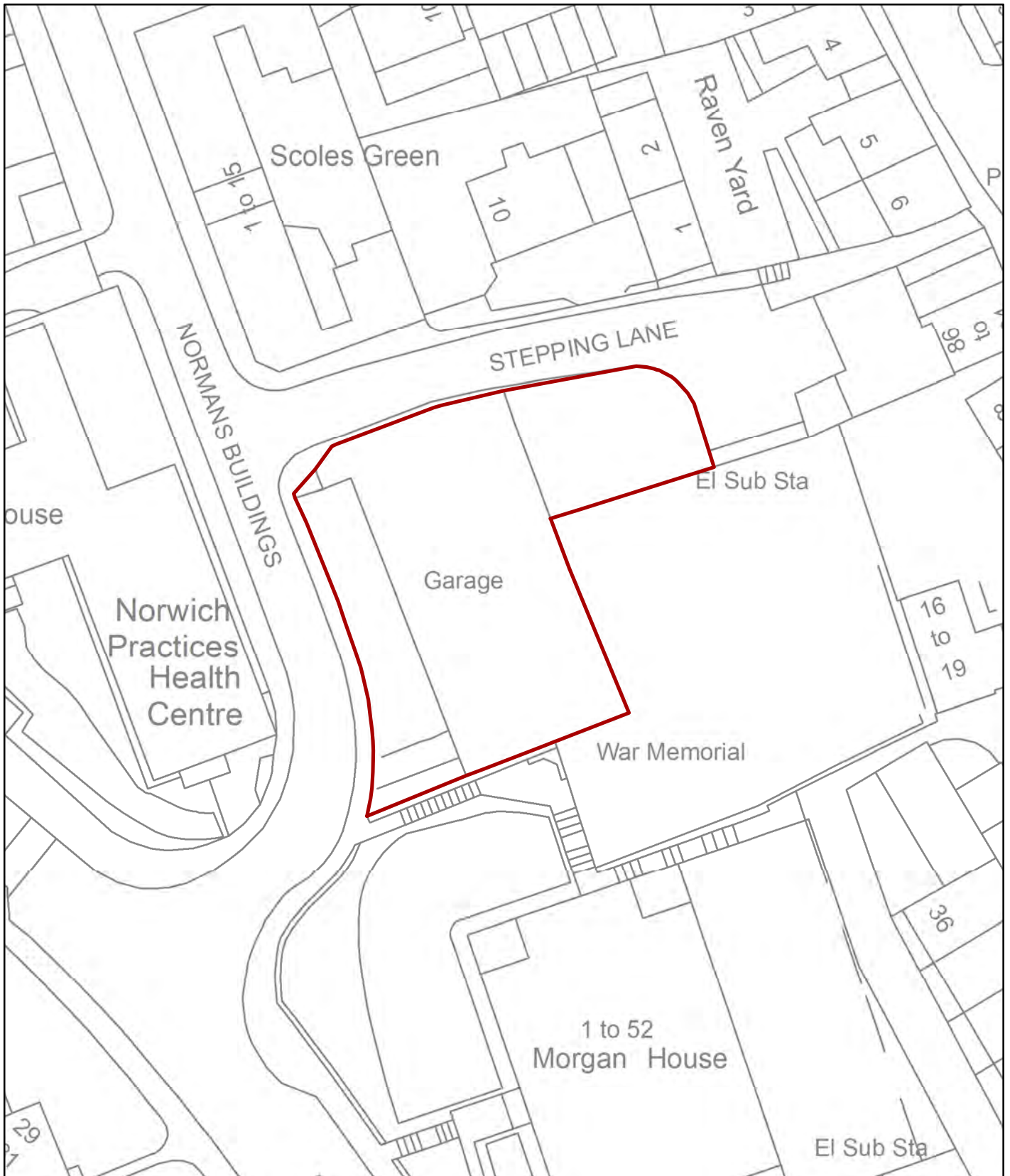
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<b>Ward</b>	Mancroft
<b>Case officer</b>	Sarah Hinchcliffe <a href="mailto:sarahhinchcliffe@norwich.gov.uk">sarahhinchcliffe@norwich.gov.uk</a>
<b>Applicant</b>	Crosslane Student Developments (CSD SPV 11 Limited)

Development proposal		
Demolition of existing building. Construction of purpose built student accommodation building including communal facilities, cycle store, bin store, landscaping and associated works		
Representations		
1st round of consultation		
Object	Comment	Support
28	0	0
2nd round of consultation (revised height, reduced number of units, removal of roof terrace)		
Object	Comment	Support
7	0	1

Main issues	Key considerations
1. Principle of development	Loss of employment use, provision of student accommodation
2. Design	Footprint and layout, scale and massing, external appearance.
3. Heritage	Impact upon the conservation area, nearby listed buildings and archaeology
4. Transport	Car free student accommodation, provision of bike and bin stores, drop off/pick up at the start/end of year, highway improvements
5. Amenity	Impact upon existing neighbours taking into consideration noise, overlooking, overshadowing and loss of light. Living conditions for future residents including size of units, amenity areas, air quality and noise impacts.
6. Energy and water	10% energy requirements
7. Flood risk and drainage	Management of surface water drainage

8. Biodiversity	Ecological mitigation and enhancement measures
<b>Expiry date</b>	5 August 2021 extension agreed until 17 February 2022
<b>Recommendation</b>	Approve



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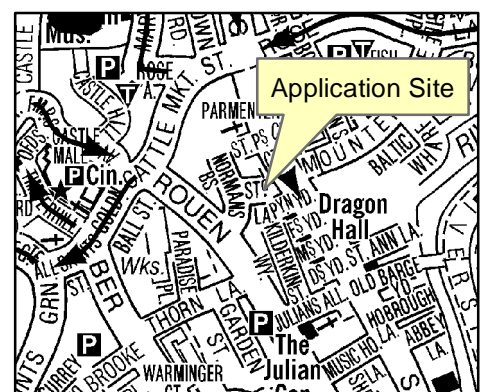
Planning Application No 21/00636/F  
Site Address 11 Normans Buildings

Scale 1:500



**NORWICH**  
**City Council**

**PLANNING SERVICES**



## The site and surroundings

1. The 0.1 ha application site is located in Norwich city centre to the northeast of the junction of Normans Buildings with Rouen Road. The site addresses Normans Buildings (off Rouen Road) on its western boundary and abuts Stepping Lane on its northern boundary.
2. The site comprises a former car sales showroom and car repair/maintenance workshop. There is a small parking area to the front of the building to Normans Buildings and a larger area of parking to the rear via Stepping Lane.
3. There are a mix of uses and building styles surrounding the site. To the west is the five-storey flat roofed Rouen House which hosts office space and health services/a NHS walk in centre. To the south is an 8-storey residential apartment block (Morgan House). To the north is residential accommodation at Scoles Green, which addresses Normans Buildings and Stepping Lane: this block is part 3 and part 4 storeys high. There is also a 3-storey and single-storey dwelling to Stepping Lane. To the east are the rear of 2 to 3½ storey properties to King Street located at a much lower level than the application site.
4. The building on the site is a flat-roofed rectangular, 2 to 3 storey building located parallel to the east side of the road named Normans Buildings. The building is constructed across the prevailing slope and, as a result, there is room for a basement beneath, accessed only from Stepping Lane. The overall height of this building is 29.42m AOD or approximately 10.5m in height (west side) to 15.75m in height (east side) when measured from the adjacent ground level.
5. The land in the area rises steeply from east to west. Directly to the north of the site Stepping Lane is a no through road leading to a path with steps on to King Street which provides a pedestrian and cycle connection from Rouen Road/Normans Buildings to King Street. To the south is a pedestrian path which is steeply stepped, which leads via the Norwich Breweries War Memorial and Polypin Yard to King Street at a lower level.

## Constraints

6. City Centre Conservation Area – Ber Street Character Area, close to edge of King Street Character Area – Policy DM9
7. Statutory Listed buildings nearby – Church of St Peter Parmentergate – Grade I; St Julians Church – Grade I; Howard House - Grade II\*; 86-90 King Street, Ravens Yard - Grade II; 82-84 King Street – Grade II; 87 King Street – Grade II; 89 King Street – Grade II; 91 King Street – Grade II\*;
8. City Centre Regeneration area – Policy DM5
9. City Centre Office Growth Area – Policy DM19
10. Office development priority area – Policy DM19 (although site area is less than 0.25ha threshold).
11. Area of Main Archaeological Interest – Policy DM9

## 12. Area of reduced Parking – Policy DM29

### **Relevant planning history**

13. None

### **The proposal**

14. The application seeks full planning permission for the demolition of the existing building and the redevelopment of the site with 141 units of purpose-built student studio accommodation (PBSA). Each studio has an ensuite bathroom and kitchen area and an area for study.
15. A reception and communal facilities including a gym, cinema, games and entertainment space are provided at lower ground and ground floor levels. All floors above ground floor level provide en-suite studio accommodation.
16. The proposed development would consist of an L-shaped building with accommodation arranged across interconnecting blocks to accommodate the changes in ground levels in the area. The development comprises a total of 9 storeys within the western most part of the building, reducing through 8 and then 5 storeys further north on the Normans Buildings frontage and reducing down to 3 storeys on the Stepping Lane frontage. Due to levels changes, not all floors of the development are apparent from the Normans Buildings frontage of the site (8 floors are evident from the west).
17. The accommodation is car free, with a cycle store located within the lower ground floor of the building, accessed direct from Stepping Lane. The main entrance to the building is from Normans Buildings.
18. The application has been revised since its initial submission. The main revisions include:
  - removal of some of the mass of the northern elevation;
  - removal of the external roof terrace on Level 04;
  - reducing the overall height of the building by approx. 1 metre (through a reduction of internal floor to ceiling heights);
  - relocation of bin and cycle storage and plant room within the lower two floors; and
  - a corresponding loss of 5 units from the initial proposed 146 units.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	141 student bed spaces – 141 single, en-suite studios (minimum 20m <sup>2</sup> floor area) 362m <sup>2</sup> communal space
Total floorspace	4,517m <sup>2</sup>
No. of storeys	<p>Minimum 3 to Stepping Lane, maximum 9 storeys.</p> <p><u>Floor arrangements;</u></p> <p>Lower Ground (Level 02) – Plant (Stepping Lane access only)</p> <p>Lower Ground (Level 01) – Cinema, gym, meeting rooms, games room, entertainment kitchen/lounge &amp; 11 studios, servicing, bins and cycles (Stepping Lane access only)</p> <p>Ground Floor (Level 00) – reception, games area, lounge &amp; 15 studios</p> <p>First floor (Level 1) – 23 studios</p> <p>Second Floor (Level 2) – 20 studios (not Stepping Lane element from here upwards)</p> <p>Third Floor (Level 3) – 20 studios</p> <p>Fourth Floor (Level 4) – 14 studios</p> <p>Fifth Floor (Level 5) – 14 studios</p> <p>Sixth Floor (Level 6) – 14 studios</p> <p>Seventh Floor (Level 7) – 10 studios</p>
Max. dimensions	<p>Max height –</p> <ul style="list-style-type: none"> <li>• 42.9m AOD (approx. 24m tall measured from land to west),</li> <li>• stepping down to 39.8m AOD (approx. 21m tall from land to west),</li> <li>• then 32.0m AOD (approx. 13.5m from land to west),</li> <li>• East wing 24.3m AOD (approx. 12.7m tall measured from lower land to east).</li> </ul>
Density	1410 bed spaces/hectare (site area = 0.1ha)

<b>Appearance</b>	
Materials	Red/brown brick, dark reflective glazing panels and perforated mesh panels.
Energy and resource efficiency measures	CO <sub>2</sub> heat pumps for hot water and air source heat pump heating
<b>Operation</b>	
Opening hours	24 hours
Ancillary plant and equipment	On roof and within the basement.
<b>Transport matters</b>	
No of car parking spaces	None
No of cycle parking spaces	54 cycle spaces on double stacker racks within the building. 6 additional visitor spaces to the front of the building
Servicing arrangements	Bin collection from lower ground floor via Stepping Lane

## Representations

19. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 28 letters of representation were initially received citing the issues as summarised in the table below. Changes were made during the assessment of the application (to reduce the bulk and height of the proposals) and neighbours were re-consulted. Seven further letters of representation (some new and others had commented previously) were subsequently received and one letter of support citing issues also summarised below.

20.

<b>Issues raised</b>	<b>Response</b>
Impact on adjacent properties on Stepping Lane, Morgan House and King Street in terms of overlooking, over-bearing impact and over shadowing/loss of light, noise and disturbance and light pollution.	See main issue 5: Amenity
Increased height and impact on character of surrounding area/conservation area, including views from the exit of the churchyard at Grade I listed St Peter Parmentergate church.	See main issue 3: Heritage

Issues raised	Response
The building is too tall and dominant for a residential area. The design is corporate, obtrusive and lacks harmony with its surroundings.	See main issue 2: Design
The separation distance to Rouen House, a multi storey building, is too close and unacceptable.	See main issue 5: Amenity
Use of the car park for Rouen House (adjacent to the east of the site) will be impacted during demolition and construction.	The grant of planning permission should not prevent access to and use of adjacent sites. This is a civil matter between involved parties.
Redevelopment proposals for Rouen House carpark must not be prejudiced by this application. The new building should be set back from the site boundaries and represents over development of the site.	Each development is considered on its own merits. The proposals are contained within the site. The development potential of adjacent sites would take existing and committed development (with the benefit of planning permission or an allocated site) into account at the time of formal consideration. The car park adjacent to the site is neither allocated for development in the local plan nor are there any extant planning permissions for it's development. There are no planning applications under consideration for the adjacent site.
The roof terrace will create noise nuisance and overlook Stepping Lane and amenity areas in this location.	External roof terrace has been removed from the proposals.
Views of the castle and cathedral will be lost from some properties having a detrimental impact on their market value and rental potential.	Protection of a private view and impacts on property values are not material planning considerations.
To suggest that none of the students will have vehicles is naïve and the lack of parking provision is short sighted and will have a significant impact on nearby roads.	Residents will not be eligible for residential parking permits and therefore the availability of parking within the controlled parking zone will not be affected.
Increased use of pathway from Rouen Road to King Street and through St Peter Parmentergate churchyard and associated noise, disturbance and litter issues.	Increased usage of public pathways is encouraged to ensure safe usage of these existing routes.



Issues raised	Response
Inappropriate blocks of expensive student accommodation are not in the best interest of local residents or future student tenants.	See main issue 1: Principle of development. The development of studio accommodation is proposed to meet an identified need.
Adding students to the social issues plaguing the area from drug users and rough sleepers will invite more disturbances and require increased policing and social outreach programmes.	Increased footfall and activity in the area can help to deter any anti-social behaviour in the area through increased natural surveillance.
We believe the look of the new building will improve the area and create a vibrant environment, managed to create a community atmosphere in the local area.	Comments in support noted.
If left the site will become an eyesore and an area for anti-social behaviour.	The council has powers to deal with an untidy site if causing a nuisance, should such a situation arise in future.

21. Councillor Osborn, ward councillor for Mancroft Ward, has objected to the application on the following grounds:

“It is clear that the proposals will overlook and overshadow the existing buildings and would almost certainly cause a loss of privacy, in particular for those flats immediately surrounding the proposed development, especially at Morgan House, at Stepping Lane, at Raleigh Court, and some of the properties on King Street including Raven Yard. The proximity of the site to neighbouring flats at Stepping Lane (Scoles Green), Morgan House will likely cause disturbance from noise and light pollution.

The proposed development would be sorely out of character with this distinctiveness with significant massing and imposing frontages. There are a significant number of heritage assets in the King Street area, which forms part of the city centre conservation area. I am therefore both concerned about the immediate impact of the proposed building on the heritage area, and also concerned that it could set a precedent for ever-higher buildings”.

## Consultation responses

22. 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.

### Historic England

23. **Initial comments** - Historic England has concerns regarding the application on heritage grounds. While we would not object to redevelopment of the site with modern building of this sort, we consider the increase in height and footprint,

especially on the eastern side, could adversely affect the conservation area and recommend amendments to the design are sought which would reduce this impact.

24. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 7, 8, 193 and 194 of the NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.
25. **Final revision plans comments** - The amended design has reduced the bulk of the new building in views from Mountergate, which is a very positive development. The slight reduction in height of the main part of the building has a less notable effect, though. I therefore retain the reservations previously stated about the appearance of the main section of the development as a large, tall single block of building seen rising above the more varied, domestic traditionally scaled roof scape on King Street.
26. While I would not object to the application as a whole, I would recommend that further consideration is given to removing the top storey of accommodation from the development as this could have a significant benefit to King Street, including listed buildings on it.

#### **Norwich City Council - Public protection**

27. **Air Quality**  
I have no objection to the development providing that the recommendations contained within the Redmore Environmental Air Quality Assessment are enacted.
28. **Noise**  
I have no objection to the development providing that the recommendations contained within the Adrian James Acoustics Limited Environmental Noise Assessment are enacted.
29. **Contaminated Land**  
The Desk Study Report produced by Harrison Group indicates that a site investigation is required to assess the impact of the site's former usage and the potential impact on future residents. This is considered to be a sensible course of action and as such I recommend conditions to secure this.

#### **Norfolk County Council - Lead Local Flood Authority (LLFA)**

30. **Comments on final revised documents** - We welcome the clear response provided by the applicant through a commentary email, providing clarity on how, why and where the amended information has been implemented in the revised Flood Risk Assessment (FRA) and Drainage Strategy.
31. From the information submitted, we are generally satisfied that the applicant appears to have now addressed the LLFA comments. The submitted FRA and

Drainage Strategy is, predominantly, in accordance with relevant national and local policy, frameworks, guidance (including best practice) and statutory/non-statutory standards

32. We have no objection subject to conditions being attached to any consent if this application is approved and the applicant is in agreement with any pre-commencement or 'built in accordance with' conditions.

### **Norfolk County Council – Local Highways Authority (LHA)**

33. In principle I would have no objection to the proposed development subject to conditions and an informative being imposed, to secure a sustainable transport scheme (car club vehicle), cycle parking details, parking for construction workers, construction traffic management plan, off site highway improvement works, and a travel information plan.
34. The development proposes cycle parking for visitors at the front of the site and resident/staff cycle parking to the rear in a secure store. The most intense periods of traffic generation would be associated with the start and end of the academic year when students arrive and depart, typically with parental assistance. It is understood that a travel plan would manage this process by booking time slots to spread out activity. Loading can occur to the front of the site onto Normans Buildings, no further changes will be required to the waiting restrictions.
35. The development proposes a number of off-site highway improvements; reconstruction of the footway fronting the site to full kerb height, provision of a new car club vehicle and parking bay, a cycle channel adjacent to steps on Stepping Lane towards King Street and a courtesy crossing on Rouen Road. My view is that only the footway works are required, to be completed as a highway improvement scheme using a Small Highway Works Agreement.
36. The offer of purchasing a new car club vehicle is welcome and will offer travel choice for the staff and students. However, an additional car club bay is not required as there is an extant twin car club bay on Rouen Road with only one car currently deployed, so there is available space. With regard to the courtesy crossing on Rouen Road, this is not considered necessary in planning terms to facilitate the development, and as there are already speed cushions there is good compliance with the 20mph speed limit, and no further measures are required. In terms of the cycle channel, it is not known if these steps are highway or not, a highway boundary search is being undertaken to verify this, however as this is a small number of steps it is not considered unreasonable for a cyclist to lift the bike up or down these steps without the aid of a channel.
37. With regard to the cycle parking provision, the visitor cycle stands need to be repositioned away from the wall by 50cm to allow for a bike to be parked satisfactorily. The secure cycle store has a 40% ratio of provision whereas the transport statement indicates only a 26% ratio is required. Therefore, I would accept a lower figure of a 30% ratio and will require details of the cycle storage product by condition, it is important that if these are two tier products that the upper tier has space to be deployed to allow for ease of use.
38. A construction traffic management plan will be required by condition, given careful consideration of how pedestrian safety and movement will be accommodated.

## **Norfolk County Council – Norfolk historic environment service (HES)**

39. Demolition to slab level only, then standard conditions for programme of archaeological work given the location of the site.

## **Norfolk police (architectural liaison)**

40. The crime recorded over the past 2 years at the location show there are numerous incidents of burglary (residential and community), vehicle crime (theft from, and criminal damage to), together with theft of pedal cycles. There are also several reports of antisocial behaviour (including acts of graffiti). Shared student accommodation requires careful attention to detail in the design, layout and security measures, as student living away from home and sharing accommodation can sometimes been seen as easy targets and appropriate measures are required to acknowledge this increased risk. It is encouraging that the Planning Statement refers to creating places where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
41. Comments relate to perimeter security, windows opening on to public spaces and roof terrace, type of cycle storage.

## **Norfolk Fire and Rescue Service**

42. I confirm that I have no observations to make regarding this matter. I do not propose to raise any objections providing the proposal meets the necessary requirements of the current Building Regulations 2010 – Approved Document B (volume 1 – 2019 edition) as administered by the Building Control Authority.
43. In part, the following salient areas will need to be clear in your [the applicant's] Building Regulation application and hence during Norfolk Fire and Rescue Service's statutory consultation with Building Control Authorities.
1. Cladding – If your proposal features cladding on the external faces of the building, your building regulation application will need to detail how the cladding and insulation conforms to the fire performance requirements under Approved document B.
2. Your building regulation application will need to confirm how you will conform with B5 of the Approved document B, including the provision of dry risers, firefighting shafts and lift.

## **Anglian Water**

44. **Comments on final revised documents** - The foul drainage from this development is in the catchment of Whitlingham Trowse Water Recycling Centre which currently does not have capacity to treat the flows the development site. Anglian Water are obligated to accept the foul flows from the development with the benefit of planning consent and would therefore take the necessary steps to ensure that there is sufficient treatment capacity should the Planning Authority grant planning permission. The sewerage system at present has available capacity for these flows. If the developer wishes to connect to our sewerage network, they should serve notice under Section 106 of the Water Industry Act 1991. We will then advise them of the most suitable point of connection.

45. The preferred method of surface water disposal would be to a sustainable drainage system SUDS with connection to the sewer seen as the last option. Anglian Water has reviewed the strategy outlined in the submitted document - PLN-0138777 Revised FRA and can confirm that this is acceptable to us. We require these documents to be listed as approved plans/documents if permission is granted. Please be advised Anglian Water will be unable to adopt any flow control devices installed with a flow rate lower than 2l/s.

### **Norwich Society**

46. Through engagement with the applicant we consider our comments have been incorporated into the proposals. The Norwich Society agrees that the proposals would be an appropriate use for the site within the context of the local area and does not constitute over development. We consider the architecture of the building to be sympathetic with the heritage of Norwich and support the economic benefits that the scheme will provide through its delivery of purpose-built student accommodation.
47. We would therefore like to register our support for these proposals and hope for this application to be approved by the Planning Committee.

## **Assessment of planning considerations**

### **Relevant development plan policies**

48. **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
  - JCS11 Norwich city centre
  - JCS20 Implementation
49. **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
  - DM5 Planning effectively for flood resilience
  - DM9 Safeguarding Norwich's heritage
  - DM11 Protecting against environmental hazards
  - DM12 Ensuring well-planned housing development
  - DM13 Communal development and multiple occupation
  - DM16 Supporting the needs of business
  - DM17 Supporting small businesses
  - DM19 Encouraging and promoting major office growth
  - DM28 Encouraging sustainable travel
  - DM29 Managing car parking demand in the city centre

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

### **Other material considerations**

#### **50. Relevant sections of the National Planning Policy Framework July 2021 (NPPF):**

- NPPF2 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- NPPF6 Building a strong, competitive economy
- NPPF7 Ensuring the vitality of town centres
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF16 Conserving and enhancing the historic environment

#### **51. City Centre Conservation Area Appraisal, September 2007**

#### **52. Purpose-Built Student Accommodation (PBSA) in Norwich – Evidence and best practice advice note (November 2019).**

#### **53. Prospect House Development Brief (adopted Oct 2018).** The Development Brief sets out an indicative vision for the Prospect House site with the building heights plans proposing 7-8 storeys onto Rouen Road. Prospect House is on the western side of Rouen Road, west of the application site.

### **Case Assessment**

#### **54.** 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**

#### **55.** Key policies and NPPF sections – JCS4, JCS11, DM1, DM12, DM13, DM17, DM19, NPPF sections 2, 5, 6 and 7.

#### **56.** The site was last occupied by Richard Nash for car sales and servicing, a sui generis employment generating use. The provisions of policy DM17, which safeguards sites for small/medium scale business uses does not apply to sui generis uses.

57. Policy DM19 which encourages the provision of high-quality office space within the city may also apply, as the site is located within an office development priority area. However, the site area is under the size threshold of 0.25ha so the requirements of this policy similarly do not apply.

### **Provision of student accommodation**

58. Paragraph 4 of Planning Practice Guidance – ‘Housing needs of different groups’, requires local planning authorities to plan for sufficient student accommodation which may include communal halls of residence or self-contained dwellings on or off campus. It states that the development of more dedicated student accommodation may take the pressure off the private rented sector and increase overall housing stock. Policy DM13 of the Development Management Policies Plan sets out criteria for the development of residential institutions and student accommodation; it does not include consideration of ‘need’ for student accommodation.
59. The council’s Purpose Built Student Accommodation (PBSA) advice note confirms that in terms of the development pipeline, and projected growth of the local higher education institutions, Norwich has a shortfall in PBSA and also an evidenced need for studios within that market demand. This document also acknowledges the recognisable increase in the amount of studio accommodation being proposed more recently and raises concerns that this may be driven by land costs rather than student demand, raising questions around affordability of the accommodation as a result.
60. The advice note states that the key locational focus for student accommodation will be at the UEA campus and the city centre, where the two key higher education institutions are situated. Proposals should be located with good access to existing local facilities and amenities, such as shops, cafes, and leisure uses appropriate to the student market, to ensure a high-quality student experience. The application site’s location within easy access of the city centre and it’s retail, service and leisure offering and excellent access to public transport clearly meets with the locational requirements of the PBSA advice note.
61. The proposed scheme would provide for 141 studios, which is below the recommended 200 – 400 bed space target (to ensure that schemes are viable and manageable) in the councils PBSA guidance. However, the development is not a traditional cluster bedroom scheme, which would provide increased density and bed space provision. The applicant has experience in developing PBSA and has conducted research of the local market and ascertained that a scheme of studio accommodation of this scale is a viable option with a target market of overseas students and post-graduate students.
62. A report of market demand commissioned by the applicant and produced by industry experts Cushman & Wakefield concludes that the student:bed ratio in Norwich is just above 2.2:1 (there are 2.2 students for every 1 student bed space), which is above their nationally observed average of 2.0:1. More specifically the international student to studio ratio is 7.3:1 (or 4.1:1 if all of the studios in the pipeline and the development proposed are developed). This is indicative of a need for additional accommodation to meet demand within the Norwich market for the type of accommodation proposed. The city-wide demand pool in Norwich is understood to be just over 14,000 students. The report suggests that there are

6,337 purpose-built student bed spaces available in Norwich in 2021/22. The University of East Anglia (UEA) owns 4,420 bed spaces and Norwich University of the Arts (NUA) provides 655 bed spaces, with the private sector left to meet the outstanding provision through PBSA and private House of Multiple Occupation (HMO) accommodation. There are a further 1,005 bed spaces within PBSA in the pipeline through extant planning consents. Therefore, even when taking into consideration recently built PBSA and that within the pipeline there clearly remains a gap between supply and demand which is exerting continued pressure on family housing through conversion to HMOs in parts of the city.

63. The provision of student accommodation within a sustainable city centre location is complementary to the mix of city centre uses, including residential uses within the area. 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**

64. Key policies and NPPF paragraphs – JCS2, DM3, DM9, DM12, DM13, NPPF sections 8, 11, 12.

### **Layout, height, massing and external appearance**

65. The delivery of high quality and inclusive design is an objective of the NPPF which is considered essential for the delivery of sustainable development. Policy DM3 is concerned with design principles for new development; it provides further detail to help implement national policy and to supplement the strategic design principles set out in policy JCS2. The design principles in DM3 seek to ensure that development - in terms of layout, siting, density, massing and materials - is locally distinctive, and respects, enhances and responds to the local distinctiveness of the area. The site's location in the city centre conservation area introduces further design considerations.
66. There is a close relationship between the design and heritage aspects of the development. This section of the report, relating to design, will deal primarily with the layout, footprint, height, scale and massing and materials aspects of policy DM3, and main issue 3 (Heritage) with the heritage impacts, although there will inevitably be some overlap between the two sections. The following text relating to the site's townscape and historic development serves as a general context to both sections.
67. The application site is located in the area between King Street and Ber Street, two important streets which formerly lead to gates in the city walls. The characteristics of the area have changed over the centuries from low density development with open spaces, through more densely developed areas of terraced housing and large industrial premises, to large modern office buildings. The area around what is now known as Rouen Road continues to evolve.
68. The land in the area rises from the river to the east to higher land of Ber Street to the west. The site is located in relatively close proximity to the large scale, new and under construction developments of St Anne's Quarter, 60 metres to the east at its closest point, which is located on lower ground beyond King Street and adjacent to the River Wensum. There are also other buildings of noticeable scale and bulk on sites in close proximity to the site; including Morgan House, 13.5 metres to the



south (34.39m AOD) and Rouen House (36.1m AOD) and beyond this Prospect House 10 metres and 70 metres to the west respectively (a site which includes development potential to accommodate buildings of greater height).

69. On the other hand, there are buildings of a more modest domestic scale along historic King Street to the east. The mix of listed and modern buildings along King Street tend to range between 2 and 3½ storeys in height. The larger scale buildings which are found in the area are mainly located further away from the more sensitive King Street area, such that the bulk and scale of these buildings is less apparent and more acceptable in the surrounding context.
70. The application site marks a transition between development along King Street and larger scale buildings in the area around Rouen Road and the 1960s redevelopment areas closer to the city centre. The proposed development approach uses a number of blocks of varying scale and massing which step across and down the slope in an attempt to respond to the varying natural topography of the area. The lowest block to the east (3 floors of residential accommodation over a lower basement plant room) is found adjacent to Stepping Lane and smaller scale residential properties to the north and east. The height of the blocks steps up and away from the residential properties of Scoles Green to the highest block which provides 9 whole floors of accommodation (8 floors from Normans Buildings) on the southern part of the site. The variation in scale of the building recognises the proximity of the site to the historic collection of buildings on King Street, the natural topography of the site, and heights and proximity of surrounding buildings.
71. Buildings that are immediately adjacent to the south and west in the Rouen Road area are large scale developments of varying height and form. That said at a maximum height of 42.9m AOD the proposed development will be taller than any of the existing buildings of scale in the vicinity (see para 68), adding to the varied townscape/roofscape appearance in the Rouen Road area.
72. The visualisations submitted with the application suggest an acceptable form of development considering the context of the site. The recessed top storey and extensive glazing serve to reduce the mass of the building and the design and positioning of windows provides vertical emphasis which helps to break up and reduce the overall mass of the building. A simple colour and materials palette is proposed of red/brown brick with use of brick detailing to create relief to the façade without overcomplicating the materials palette. The proposal introduces different materials through metal mesh panels adjacent to the windows to add visual interest.
73. The scheme has been designed in such a way that minimises the impacts of the increased building height on surrounding properties and ensures a high standard of amenity for future occupiers.
74. The proposal is considered to be of an appropriate scale and form when considered in the context of the surrounding existing, approved and planned development and also considering government advice to make as much use as possible of previously developed brownfield land.

### **Entrances and external spaces**

75. The main entrances to the site are from the west via the Normans Buildings elevation, either via the reception area or directly adjacent to it. This provides a

clear active frontage to the development. A further access is provided from Stepping Lane to the north, where secure access is also gained to and from the cycle and bin stores.

76. The limited size of the site and the footprint of the building does not allow for extensive areas of landscaping or the provision of outside amenity space at ground floor levels. A roof terrace was proposed on Level 04 but has been removed since the initial proposals as advised by officers to avoid impacts on residential amenity at surrounding sites.
77. Small amounts of landscaping are proposed where there is space on all sides of the building and is also incorporated through rain garden planters as part of the drainage scheme for the site. In addition, the proposed south elevation of the building arguably provides an improved backdrop to the Breweries War Memorial, located at a lower level adjacent to the south. The proposal provides more active surveillance of this area and the footpath adjacent to the site, from the upper floors of the building which may act as a deterrent to anti-social behaviour in this area and make this space feel safer to use.

### **Main issue 3: Heritage**

78. Key policies and NPPF paragraphs – JCS2, DM3, DM9, DM12, NPPF section 12 & 16, Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
79. The existing building on the application site is of little architectural or historic interest and is flanked by other large scale modern buildings. However, the site lies within the City Centre Conservation Area (in the Ber Street Character Area and in close proximity to the King Street Character Area). Therefore Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 place a statutory duty on the local authority to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. Case law (specifically Barnwell Manor Wind Energy Ltd v East Northamptonshire DC [2014]) has held that this means that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings and conservation areas when carrying out the balancing exercise.
80. The redevelopment of the site presents a clear opportunity to enhance the conservation area through the removal of an identified 'negative building'. This must however be considered in the context of statutory listed buildings to the northeast along King Street and the Grade I listed churches of St Peter Parmentergate to the north and St Julian's to the south. Through a combination of the separation distance between the churches identified and the application site and the intervening existing development around these designated heritage assets, the building on the application site currently makes an extremely limited contribution to their setting. However, given the proximity of the site to the listed buildings on King Street, development of the scale proposed on the application site would result in some harm to their setting from the less formal rear approach to these buildings.
81. The proposed new building would take a contemporary approach to design and result in a much larger, modern residential block, which is not dissimilar to nearby

office and residential buildings. The building is clearly of much greater height and scale than the existing and for these reasons will cause some harm to the character and appearance of the conservation area. However, the greatest bulk is located closer to Rouen Road with its buildings of greater height and scale providing the local context (notably Rouen House, Morgan House and the block at no. 20 Rouen Road). By contrast, the elements in closer proximity to King Street and its concentration of listed buildings are of reduced scale so as not to appear overbearing to the setting of King Street and its listed buildings, particularly when viewed from the direction of Mountergate.

82. A key vista within the conservation area, which is currently identified as a negative vista within the associated conservation area appraisal, is that up Mountergate (looking west) towards the site. The vista has both historic and modern buildings of domestic scale around King Street in the foreground and the negative buildings on the application site and Rouen House behind. The taller part of the proposed building protrudes so as to be visible above the roof of the Grade II\* listed Howard's House on King Street in the foreground. However, it is set back such that it will not detract from the setting of the listed building.
83. To allay the concerns raised by Historic England and to minimise the harm identified, revisions have been made to the proposals. The height of the tallest part of the new building has been reduced by 1 metre and some of the mass of the northern part of the building has been removed. These changes will ensure that less of the increased height of the building is visible above the ridge of Grade II\* listed Howard's House within narrow focused longer views up Mountergate, once the St Anne's Wharf development adjacent to Mountergate has been completed. Reducing the height of the building also helps to prevent the development from having an overbearing effect or over-shadowing the rear of the properties on King Street.
84. Suggestions were also made by Historic England to consider the footprint and massing of the part of the building which extends into the area of car park to the east of the existing building and remove the top storey of the development, so as to create an open buffer to King Street and not adversely affect the conservation area and benefit the listed buildings on King Street. The eastern wing in question is three storeys of accommodation above a plant room, it is located on the lowest part of the site and will be of a scale and relationship with the properties on King Street which is not dissimilar to that of other developments located between Rouen Road and King Street in the near vicinity. The top most floor of the proposed development is recessed and located furthest from King Street and is viewed in the context of development on Rouen Road. Views of the development from King Street itself, due to the height and continuous frontages to King Street properties, are limited to narrow glimpses up pedestrian pathways between properties. The loss or reduction of the elements of the building suggested by Historic England would result in a corresponding reduction in the number of units proposed which would render the proposals unviable on this small site and for the reasons explained above are not considered by officers to be necessary to present an acceptable form of development.
85. The scale, form and revised design of the development proposed results in 'less than substantial harm' to the significance or special character and appearance of the conservation area as a whole or the significance of designated heritage assets on King Street, thus engaging paragraph 202 of the NPPF. This 'less than

substantial' harm should be weighed in the balance against the public benefits of the proposals in accordance with paragraph 202 of the NPPF.

86. On balance the 'less than substantial' harm identified to the historic environment is considered acceptable given the 'clear and convincing justification' of the public benefits associated with the redevelopment of a vacant/under utilised brownfield site and the replacement of a 'negative building' within the conservation area of a utilitarian and rather harsh appearance. The proposals provide a supply of housing for students, which in turn will help to alleviate pressure on family housing for such purposes. The development will also help to support the growth of education establishments in the city through the offer of good quality accommodation in a sustainable location which helps to attract students to Norwich as a place to study, work and live in the longer term. The proposals comply with policies DM3 and DM9 of the Development Management Policies Local Plan 2014 and paragraph 202 and 207 of the National Planning Policy Framework 2021.

#### **Main issue 4: Transport**

87. Key policies and NPPF paragraphs – JCS6, DM13, DM28, DM30, DM31, DM32, NPPF section 9.
88. The site is located within the city centre in a highly sustainable location, allowing the proposed student accommodation to be accessed by a range of transport modes. The main day to day means of accessing the site by residents and any visitors will be on foot, bike or by taxi. The development does not include any car parking provision and suggests that a condition of occupancy for students would be that they do not bring a vehicle to site. There are extensive waiting restrictions within the city centre controlled parking zone, and the premises would not be entitled to on-street parking permits. Therefore, this would be a car free development, the principle of which is considered to be acceptable, in line with policy DM32.
89. The most intense periods of vehicle traffic generation would be associated with the start and end of the academic year when students arrive and depart. It is understood that a travel plan together with the submitted site management statement will manage this process by booking time slots to spread out activity. The highway authority advise that loading/unloading can occur to the front of the site onto Normans Buildings and Stepping Lane during this period and no further changes will be required to the waiting restrictions.
90. A bin storage area is located within the building at lower ground floor level accessed from Stepping Lane. Due to the constrained nature of Stepping Lane, the applicant has confirmed that refuse collection will be undertaken by a commercial waste contractor using a refuse collection vehicle that can sufficiently turn and manoeuvre within the available space to the rear of the development.
91. The development proposes a number of off-site highway improvements including reconstruction of the footway fronting the site to full kerb height, provision of a new car club vehicle and parking bay, a cycle channel adjacent to steps on Stepping Lane towards King Street, and a courtesy crossing on Rouen Road.
92. The offer of car club vehicle provision is commended, however there are no local policies in place to support and secure such provision associated with the use proposed. Consequently, it is not proposed to secure the provision of a vehicle as

part of any planning permission, either via condition or a Section 106 agreement. However, should the applicants wish to enter into an agreement with the Norfolk Car Club to purchase a vehicle to occupy the vacant car club space on Rouen Road they could do so independently of the planning process. In any event there is an existing car club vehicle available for use in Rouen Road less than 50 metres from the building entrance and this existing provision provides travel choice to staff and students.

93. With regard to the courtesy crossing on Rouen Road, this is not considered necessary in planning terms to facilitate the development, and as there are already speed cushions in this location there is good compliance with the 20mph speed limit, and no further measures are required.
94. The highway authority has confirmed that only the footway works and the cycle channel are required to be completed as a highway improvement and these can be secured by planning condition.
95. The development proposes cycle parking for visitors at the front of the site and resident/staff cycle parking in a secure store within the lower floor of the building. The secure cycle store has a 38% ratio of provision, a greater amount than the 26% ratio that the applicants transport statement indicates is required. The greater provision is welcomed, but it is important that if these are two tier products the upper tier has space to be deployed to allow for ease of use. Details of the cycle storage product will be required by condition to ensure suitability.

## **Main issue 5: Amenity**

96. Key policies and NPPF paragraphs – DM2, DM11, DM12, DM13, NPPF sections 12, 15.
97. The site is in the city centre where the prevailing character of development is high density. As explained in previous sections there are a number of existing tall buildings in the close vicinity of differing storey heights and constructed from differing ground levels, some of which are in residential occupation.

### Amenity of existing occupiers

98. Given the height of the proposed development and the high-density urban grain of existing development surrounding the site, there will inevitably be an element of overlooking of adjacent properties. Some of these properties, such as Rouen House are commercial and the impact upon them is consequently less significant.
99. The closest relationship is with Scoles Green residential accommodation to the north of the site. This three to four storey development is located just over 9 metres from the proposed development at its closest point. A low number of small windows are located on the south facing elevation of this development and already face towards the existing building on the site which stands between 12.5m and 14.25 metres above ground level at this point and casts shade over Scoles Green. The new building will be approximately 1 metre taller than the existing building in this location closest to neighbours at Scoles Green. While much taller elements of the proposal are located further away from the Stepping Lane frontage of the site, they provide over 17 metres separation from properties to the north. Many of the existing windows within the Scoles Green development will continue to look out

towards blank parts of the elevations of the proposed development and therefore the relationship remains similar to existing. Private and communal amenity areas associated with the Scoles Green development are already overlooked by surrounding taller buildings. Due to the separation distances involved this will not result in a situation which differs significantly from the circumstances found generally locally.

100. Number 10 Stepping Lane is a three-storey detached residential property which is located approximately 14 metres to the north of the lower three/four storey eastern wing of the proposed development. This property has a number of large windows (many to dual aspect rooms) which face directly towards the proposed development. It also has a small amenity area which is overlooked by existing development which wraps around the property.
101. To the east are the rear elevations of two, three and four storey residential properties to King Street. These are approximately 24 metres from the closest part of the proposed development and are located at a lower level.
102. To the south, Morgan House is approximately 16 metres distant and has nine storeys of residential accommodation (total 34.39m AOD). The north elevation of this building has small north facing windows across five floors of development and windows and amenity space within the top floor accommodation which face towards the proposals across an intervening public stepped access from Rouen Road to King Street (via the Brewery War Memorial and Polypin Yard).
103. Rouen House is located to the west and has five storeys (36.1m AOD), is between approx. 9 and 13 metres distant and consists of office accommodation and health services. Loss of privacy (visual and auditory) to clinical rooms (health services and NHS walk in centre) on lower two floors of Rouen House has been raised as a potential issue. It is not unusual to expect privacy for such services to be provided through blinds to affected windows.
104. The loss of light, both daylight and sunlight, and overshadowing are relevant issues and have been addressed by the applicant in supporting documentation. The applicant has produced a Daylight and Sunlight Report to assess the impacts of the development on neighbouring residential accommodation. The report assesses the application against policy requirements and the Building Research Establishment (BRE) good practice guidance. The report concludes that in daylight terms there is 95% compliance with the vertical sky component (VSC) and no-skyline (NSL) which measures the amount of skylight available and the distribution of daylight around affected rooms. 24 of the neighbouring 27 properties (including residential blocks of development containing numerous separate units) considered for assessment will fully comply with the assessment criteria. Isolated infringements in three of the neighbouring properties are low or medium adverse, with 10 of the 11 infringements understood to be to bedrooms which are generally considered to be of lower significance in daylight terms as they are mainly occupied at night-time.
105. In sunlight terms considering the percentage of annual probable sunlight hours (APSH) available to affected windows the analysis demonstrates 99.6% compliance with the primary APSH criteria with only isolated infringement to a single window (low adverse impact) out of the 281 considered for assessment.

106. In shadowing terms, the scheme will generally have only minimal effects on adjacent open amenity areas, but with an isolated adverse impact on the garden area to No.10 Stepping Lane only. Overall, the reduction across all considered amenity areas cumulatively is 5%.
107. Considering the impacts as a whole, the proposed development would not have an unacceptable impact on the daylight and sunlight amenity of neighbouring properties when assessed against policy DM2 and the BRE guidelines.
108. Concern has been raised over potential noise impacts arising from the proposed development. The proposed use is for student accommodation and will be car free. Increased usage of paths and walkways around the development and between King Street and Rouen Road is welcomed in terms of making these areas more appealing to users and providing safe and convenient access for all to facilities that the city centre has to offer. The proposed development is located in the city centre where some noise generation can be expected, however it has been designed to reduce the likelihood of noise generation. The building is fully glazed and enclosed and has no balconies or external amenity areas. A roof terrace element at Level 04 has been removed from the proposals to protect the residential amenity of neighbouring properties associated with overlooking and noise and disturbance associated with its use. There will be an on-site presence 24 hours a day through the management team during normal weekday office hours and resident coordinators, with access to 24-hour security services outside of these times, so if any potential noise and disturbance is identified it can be addressed. It is considered that the proposed student accommodation is a suitable use for this city centre site and is unlikely to lead to significant noise and disturbance once it is operational.
109. There will inevitably be noise generated as a result of construction. It is recommended that a construction management plan is secured by condition to limit the impacts of construction where possible given the proximity of residential neighbours.
110. The impact of rooftop plant (four air source heat pumps and two condensers) which will be installed in an enclosure on the highest part of the roof of the proposed development and will operate 24 hours a day, has been taken into consideration in the applicants Noise Impact Assessment. The plant sound level has been assessed to be at least 5 dB(A) below the typical night-time background sound level at the nearest noise-sensitive receptors at Morgan House, Rouen House and Scoles Green. At these levels, plant noise will not have a material impact on the nearest neighbouring properties
111. During the construction phase of the development there is the potential for air quality impacts on existing residents as a result of dust emissions from the site. So long as good practice dust control measures are implemented to mitigate impacts, the residual significance of potential air quality impacts from dust generated by demolition, earthworks, construction and movement of dust or dirt associated with vehicles moving off of the site during construction was predicted not to be significant. Mitigation during construction will be secured by planning condition.

## **Amenity of future occupiers**

112. The Noise Impact Assessment identifies road traffic noise from the surrounding city centre road network and Rouen Road in particular as the dominant noise source at the site but confirms that ambient noise levels are relatively low for a built-up city centre location. In addition, noise associated with the use of a private car park used by Rouen House, located to the southeast of the development and low frequency noise from an existing electricity transformer to the east of the site has been considered.
113. Based on the results of the noise survey, acoustic design recommendations and specifications have been provided for the building envelope to reduce noise ingress so that noise levels in habitable studio units would comply with the internal noise criteria
114. In terms of air quality, the site is located within the city centre air quality management area (AQMA). There is the potential for the exposure of future occupants to elevated pollution levels as a result of emissions from the highway network. Dispersion modelling was undertaken to predict concentrations across the proposed development site with results verified using local monitoring data. This indicated that predicted pollution levels were below the relevant criteria at all locations across the development. The site is therefore suitable for student accommodation in terms of air quality. As a car free development road traffic emissions associated with the operational use of the site will not be significant.
115. Space provision for proposed occupiers should also be considered. The internal space standards within policy DM2 do not apply to purpose-built student accommodation. The studios however comply with the recommended sizes of a minimum of 18m<sup>2</sup> floor area set out within the council's PBSA advice note and provide a minimum of 20m<sup>2</sup> floor area.
116. Communal space is provided within the building across a range of functions; however, the roof terrace external amenity space was removed from the development at the request of officers. The result is that the development does not include external amenity space for the benefit of occupiers. This is not untypical of development in the surrounding area and is acceptable in this sustainable, city centre location with local access to urban parks and open spaces. Norwich Castle gardens is 250 metres to the north-west, Chapelfield Gardens is 800 metres to the west and access to the riverside path is 300 metres to the south-east. Therefore, while there is a technical conflict with the aims of policy DM2 which seeks to secure external amenity space within residential developments, the living conditions of the occupiers would not be compromised as access to public open spaces are within easy walking or cycling distance of the site. The development will not give rise to harm to the living conditions of future occupiers. The proposal is in accordance with Policies DM2, DM12 and DM13 of the Local Plan in so far as it translates to PBSA and which seeks, amongst other things, to ensure that developments provide a high standard of amenity for future occupiers.
117. In conclusion, although there will inevitably be some amenity impacts arising from this development, these are to be expected for substantial new development in a city centre location and are considered to be acceptable in terms of the impacts on existing occupiers as well as for future residents of the development.



## **Main issue 6: Energy and water**

118. Key policies and NPPF paragraphs – JCS1, JCS3, DM1, DM3, NPPF section 14.
119. The proposal triggers both energy and water elements of policy 3 of the JCS. An Energy Strategy accompanies the application. Space heating to the ancillary areas will be served by air source heat pumps, and due to the predicted high domestic hot water consumption, a series of CO<sub>2</sub> heat pumps are proposed for the domestic hot water generation and will reduce the fuel consumption by 543,505 kWh and reduce the energy consumption by 59.2% over a similar gas fired boiler option.
120. The report concludes that the 10% energy requirements from renewable or low carbon sources will be significantly exceeded. Thus, responding to the JCS3 policy requirement by either reducing fuel consumption by more than 10% or generating energy in excess of 10% of the building demand using renewable resources.
121. The scheme must also incorporate water efficiency measures and ensure daily water consumption per person does not exceed 110 litres. Suitably worded conditions will be used to secure the specified energy requirements and water efficiency measures as required by JCS3.

## **Main issue 7: Flood risk and drainage**

122. Key policies and NPPF paragraphs – JCS1, DM3, DM5, NPPF section 14.
123. It is a requirement of the NPPF that development does not increase flood risk elsewhere. Policy DM5 goes on to require the incorporation of mitigation measures to deal with surface water arising from development proposals to minimise and where possible reduce the risk of flooding on the site and minimise risk within the surrounding area.
124. The existing site is entirely covered by a building and hard surfacing, which currently discharges surface water unrestricted into the existing surface water sewer within Stepping Lane. The site is located within Flood Zone 1 but is also located within Groundwater Source Protection Zone 1, with the underlying chalk bedrock classified as a Principal Aquifer. The site contains variable made ground material and there is also a risk of chalk dissolution in the underlying chalk bedrock.
125. The site due to its size and ground conditions offers limited opportunity to provide infiltration drainage while complying with Building Regulations requirements. The surface water drainage design proposed can accommodate up to a 1 in 100-year critical storm event plus 40% climate change without flooding by providing onsite attenuation. Revisions to the drainage strategy propose tanked cellular storage beneath the lower ground floor of the building as a means of attenuation, before discharge to the public sewer within Stepping Lane at a restricted discharge rate of 1.3l/s split across two connection points, agreed with Anglian Water.
126. The use of green roofs and rainwater planters (used as overflow tanks) will help to improving water quality discharged from the site and provide an unspecified amount of attenuation benefits while also providing small scale biodiversity and amenity benefits.
127. The Lead Local Flood Authority have confirmed that they no longer have an objection to the proposed development subject to the development being built in

accordance with the submitted Flood Risk Assessment and Drainage Strategy. Similarly Anglian Water do not object to the proposals subject to the use of a planning condition to secure the drainage proposals.

### **Main issue 8: Biodiversity**

128. Key policies and NPPF paragraphs – JCS1, DM6, NPPF section 15.

129. The applicant's ecologist has provided an ecological assessment including bat roost assessment which considers the potential for use of the existing building by roosting bats. Bats are concluded to be absent from the building following a detailed visual inspection.

130. The urban location of the site limits the potential for attracting wildlife. Soft landscaping is proposed to comprise defensible planting, and there are a number of shrubs that are suitable for pollinating insects. Ten integral or surface mounted swift boxes are proposed as enhancement measures, to be erected in a location close together and as high as possible in locations with a clear 'flight path'. The provision of these biodiversity enhancement measures can be secured by planning condition.

### **Compliance with other relevant development plan policies**

131. 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.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	Yes, subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes, subject to condition
Water efficiency	JCS 1 & 3	Yes, subject to condition
Sustainable urban drainage	DM3/5	Yes, subject to condition

### **Other matters**

132. 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
- Contamination – subject to conditions

### **Equalities and diversity issues**

133. There are no significant equality or diversity issues.

## **S106 Obligations**

134. No Section 106 obligation is required.

## **Local finance considerations**

135. 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.
136. 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.
137. In this case local finance considerations are not considered to be material to the case.

## **Conclusion**

138. The proposed development of student accommodation is on a previously developed, brownfield site in a highly sustainable location. The proposed new building is of an appropriate design and scale for the location and would not have an unacceptable impact upon heritage assets and amenity of adjacent neighbours. The amenity of future occupiers of the development is also considered to be acceptable.
139. The proposed student accommodation will be car free, with an appropriate level of cycle parking for students and visitors. The greatest impact upon the highway will be at the start and end of the academic year, but this can be mitigated through satisfactory management arrangements.
140. There would be some impact upon designated heritage assets, most notably the impact of the scale of the proposed building on the conservation area and the setting of listed buildings on King Street. However, this less than substantial harm is considered to be outweighed by the benefits of the development, which includes making better use of an underutilised brownfield site, removal of a negative building in the conservation area and providing supply and choice of accommodation for students. This in turn helps to alleviate pressure on family housing for such purposes and also helps to support the growth of education establishments in the city through the offer of good quality accommodation in a sustainable location which helps to attract students to Norwich as a place to study, work and live longer term.
141. Taking the above matters into account it is considered that, on balance, the proposals are considered to be acceptable. 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

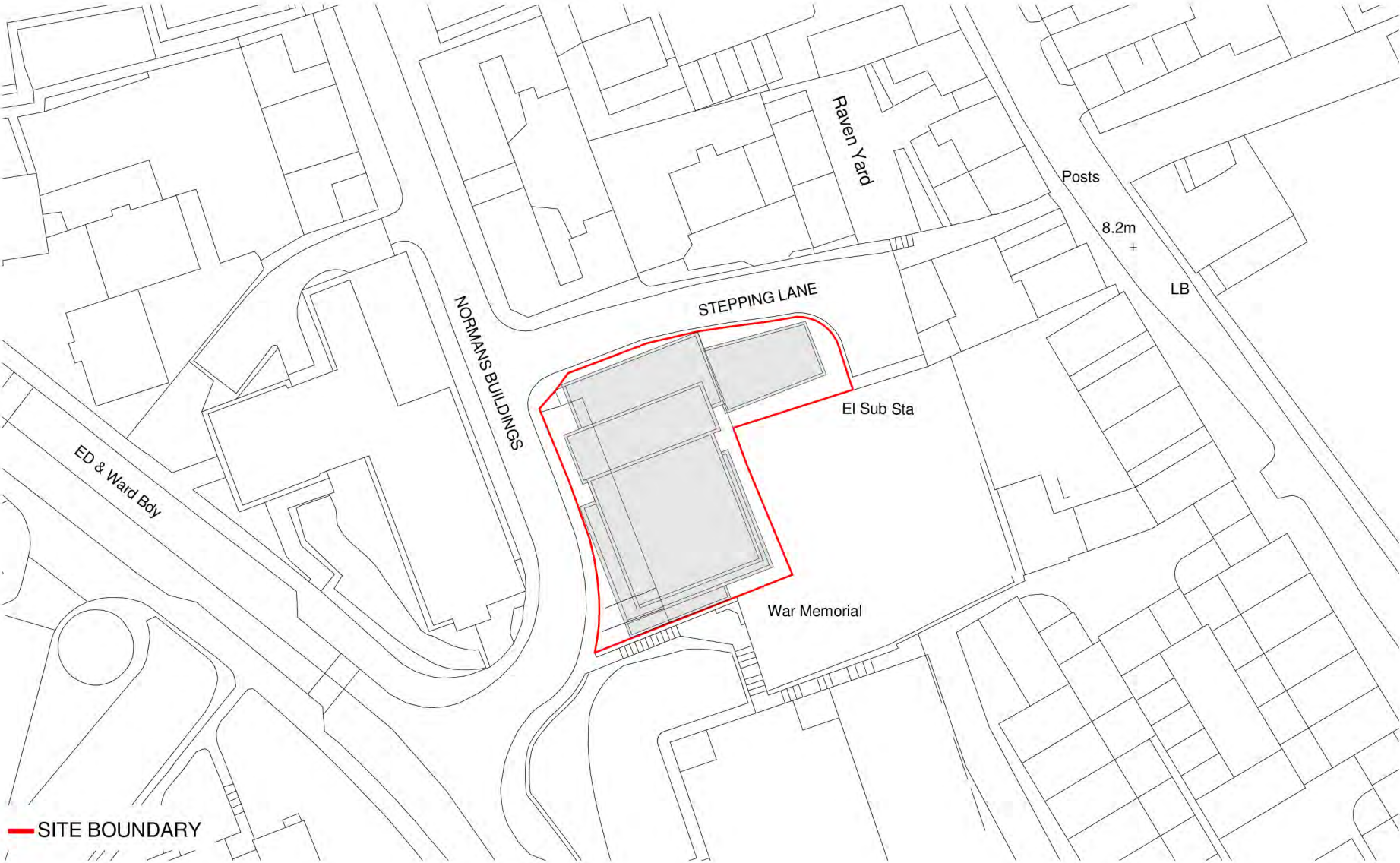
To approve application no. 21/00636/F - 11 Normans Buildings Norwich NR1 1QZ and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. In accordance with the submitted FRA and Drainage Strategy and supporting drainage information;
4. Maximum of 141 residential units;
5. Upon first use the development shall be operated and managed in accordance with the Management Statement hereby approved;
6. Demolition to slab level then archaeological investigation to be agreed and carried out;
7. Materials to be agreed, including lighting, including area above Norwich Breweries War memorial;
8. Landscaping scheme incorporating ecological planting and details of green roofs and rainwater planters/rain gardens to be agreed;
9. Works to be carried out in accordance with ecological assessment recommendations;
10. Details of biodiversity enhancement measures as outlined in ecological assessment to be agreed;
11. Details of a scheme for the parking of cycles to be agreed (including product internal to building and visitor cycle parking arrangements to Normans Buildings frontage);
12. Construction management plan (including traffic management, site management, deliveries, construction parking, wheel washing, construction hours, noise and dust mitigation and any other mitigation) to be agreed;
13. For duration of construction, traffic to comply with construction management plan;
14. Off-site highway improvement scheme (footway reconstruction to full kerb height, reinstatement of waiting restrictions and provision of cycle channel alongside steps at Stepping Lane towards King Street) to be agreed;
15. Off-site highway improvements to be completed prior to first occupation;
16. Travel Information Plan (incorporating site Management Statement) to manage arrival and departure of students at start and end of academic year to be agreed prior to first occupation;
17. Full travel plan to be submitted during the first year of occupation based on framework travel plan. To be maintained and reviewed in accordance with the agreed details.
18. Works to be carried out in accordance with air quality report recommendations and mitigation measures;
19. Works to be carried out in accordance with noise report recommendations and mitigation measures;
20. Contamination site investigation to be agreed;
21. Unknown contamination procedure;
22. Any imported topsoil to be certified;
23. Precise details of 10% energy measures, their specification and location to be agreed;
24. Water efficiency measures to be provided;

Informatives:

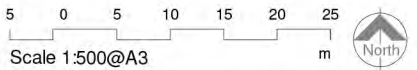
- Construction working hours.

- Works to public highway require agreement with Norfolk County Council.
- Travel plan agreement with Norfolk County Council.
- Clarification of boundary with public highway.
- No on-street parking permit entitlement.
- Protected species awareness.
- Anglian Water informatives



— SITE BOUNDARY

**1** Proposed Site Plan  
1 : 500



Client's Name  
**CROSSLANE**

Drawing Title  
**Proposed Site Plan**

Drawn  
**JW**

Checked  
**JW**

Date  
**04/15/21**

Job Title  
**Stepping Lane - Norwich**

Status  
**PLANNING**

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412WW	00				A	0105	

Rev Date Revision Details Dr Ch

**WESTWORKS**

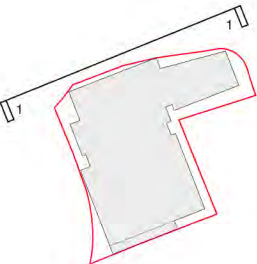
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QA/QP Date: 15/04/2021 18:11:00



1 North Elevation  
1:100

- Materials Key**  
1:100
- Stretcher Bond Brick - Red / Orange
  - Soldier Course Brick - Red / Orange
  - Metal Mesh Panels - Silver Colour
  - All Window Frames to be RAL 7021 Black Grey.
  - All Louvers / Vent Panels to Match Window Frames.
  - All opaque window panels to be glazed in a colour to match window frames



Key Plan  
1:500

A 22/07/21 Revision following consultation JW AG

Rev Date Revision Details Dr Ch

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Client's Name  
**CROSSLANE**

Job Title  
**Stepping Lane - Norwich**

Drawing Title  
**North Elevation**

Scale  
1 0 1 2 3 4 5  
m  
Scale 1:100@A1

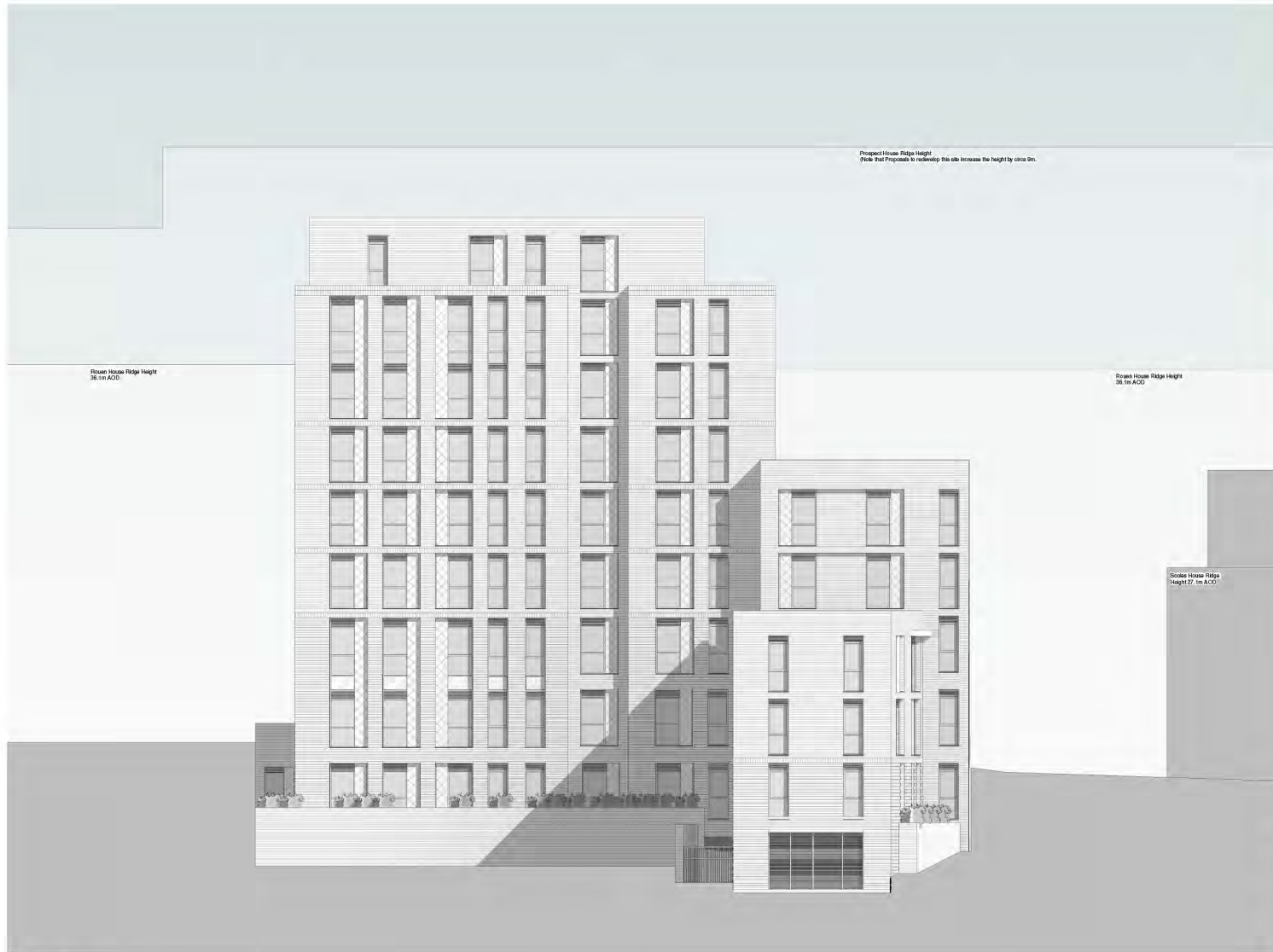
Drawn AG Checked JW Date 08/04/2021

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412 WW					A	0300	A

Status

**PLANNING**





C 22/07/21 Revision following consultation JW AG  
B 12/07/21 Revised Mass JW AG  
A 15/04/21 Revised position of model on site JW AG

Rev Date Revision Details Dr CH

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Client's Name  
CROSSLANE

Job Title  
Stepping Lane - Norwich

Drawing Title  
East Elevation

Scale  
1 0 1 2 3 4 5  
m  
Scale 1:100@A1

Drawn AG Checked JW Date 08/04/2021

Job No W0412 WW Origin Volume Level Type Role Number Rev  
Status A 0301 C

PLANNING

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04/19/19/2021 17:17:00





## Materials Key

1:100

Stretcher Bond Brick - Red / Orange

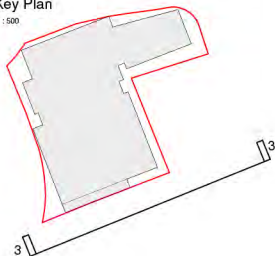
Soldier Course Brick - Red / Orange

Metal Mesh Panels - Silver Colour

- All Window Frames to be RAL 7021 Black Grey.
- All Louvers / Vent Panels to Match Window Frames.
- All opaque window panels to be glazed in a colour to match window frames.

## Key Plan

1:500



## 3 South Elevation

1:100

A 22/07/21 Revision following consultation JW AG

Rev Date Revision Details Dr Ch

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Client Name  
CROSSLANEJob Title  
Stepping Lane - NorwichDrawing Title  
South Elevation

Scale  
1 0 1 2 3 4 5  
m  
Scale 1:100@A1

Drawn Checked Date  
AG JW 08/04/2021

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412 WW					A	0302	A

Status




PLANNING

S40 P44 Case 2019/0021 17/18/17

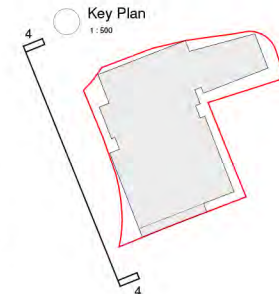


4 West Elevation  
1:100

Materials Key  
1:100

-  Stretcher Bond Brick - Red / Orange
-  Soldier Course Brick - Red / Orange
-  Metal Mesh Panels - Silver Colour

- All Window Frames to be RAL 7021 Black Grey.
- All Louvers / Vent Panels to Match Window Frames.
- All opaque window panels to be glazed in a colour to match window frames



A 22/07/21 Revision following consultation JW AG

Rev Date Revision Details Dr CH

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Client's Name  
CROSSLANE

Job Title  
Stepping Lane - Norwich

Drawing Title  
West Elevation

Scale  
1 0 1 2 3 4 5  
m  
Scale 1:100@A1

Drawn AG Checked JW Date 08/04/2021

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412 WW					A	0303	A

Status  
**PLANNING**



2 0 2 4 6 8 10  
Scale 1:250@A3 m



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Client's Name  
**CROSSLANE**

Drawing Title  
**Level -01 - Lower Ground**

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412	WW	00			A	0201	B

Drawn  
**AG**

Checked  
**JW**

Date  
**08/04/2021**

Job Title  
**Stepping Lane - Norwich**

Status  
**PLANNING**

B - 23/07/21 Revised annotation AG JW  
A - 22/07/21 Revision following consultation AG JW

Rev Date Revision Details Dr Ch

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2 0 2 4 6 8 10  
Scale 1:250@A3 m



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Client's Name  
**CROSSLANE**

Drawing Title  
**Level 00 - Ground Floor**

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412	WW	00			A	0202	B

Drawn  
**AG**

Checked  
**JW**

Date  
**08/04/2021**

Job Title  
**Stepping Lane - Norwich**

Status  
**PLANNING**

Rev	Date	Revision Details	Dr	Ch
B	23/07/21	Revised annotation	AG	JW
A	22/07/21	Revision following consultation	AG	JW

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QA0 Plot Date: 23/07/2021 11:11:07



2 0 2 4 6 8 10  
Scale 1:250@A3 m



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Client's Name  
CROSSLANE

Drawing Title  
Level 01

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412	WW	00			A	0203	B

Drawn  
AG  
Checked  
JW  
Date  
08/04/2021

Job Title  
Stepping Lane - Norwich

Status  
PLANNING

B 23/07/21 Revised annotation AG JW  
A 22/07/21 Revision following consultation AG JW

Rev Date Revision Details Dr Ch

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GAO Ref Doc: 2307/001 113116





B	23/07/21	Revised annotation	AG	JW
A	22/07/21	Revision following consultation	AG	JW

Client's Name  
**CROSSLANE**

Drawing Title  
**Level 04**

Drawn  
**AG**

Checked  
**JW**

Date  
**08/04/2021**

Job Title  
**Stepping Lane - Norwich**

Status  
**PLANNING**

Rev Date Revision Details Dr Ch



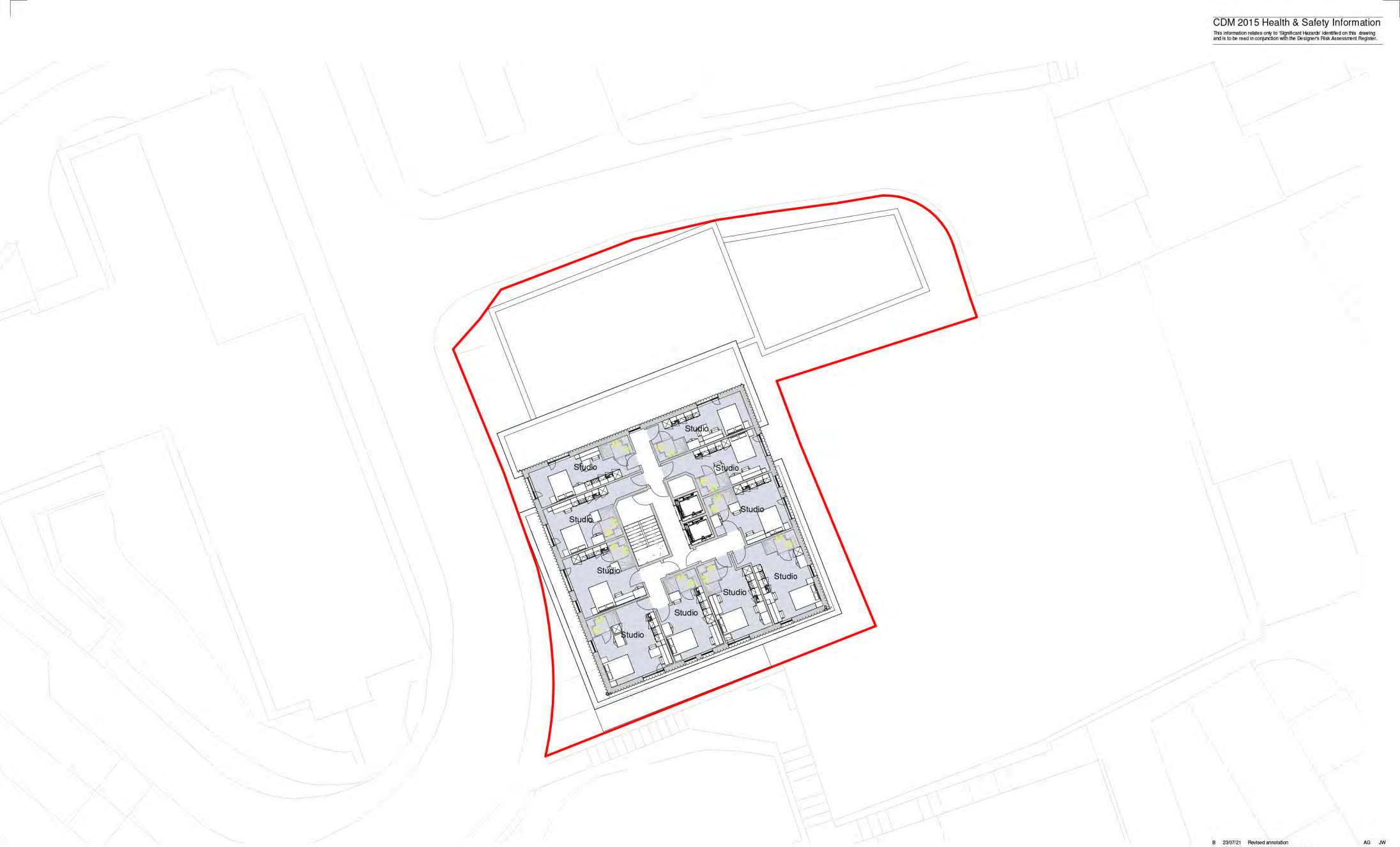
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QA/Pri/Dat: 23/07/2021 11:13:59

2 0 2 4 6 8 10  
Scale 1:250@A3 m



Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412	WW	00			A	0206	B



2 0 2 4 6 8 10  
Scale 1:250@A3 m



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Client's Name  
CROSSLANE

Drawing Title  
Level 07

Drawn AG  
Checked JW  
Date 08/04/2021

Job Title  
Stepping Lane - Norwich

Job No	Origin	Volume	Level	Type	Role	Number	Rev
W0412	WW	00			A	0209	B

Status  
PLANNING

B 23/07/21 Revised annotation AG JW  
A 22/07/21 Revision following consultation AG JW

Rev Date Revision Details Dr Ch

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