Planning applications committee Report to

14 June 2018

Report of Head of planning services

Application no 18/00437/F - Car Park adjacent to Sentinel House, 37 - 43 Surrey Street Norwich Subject

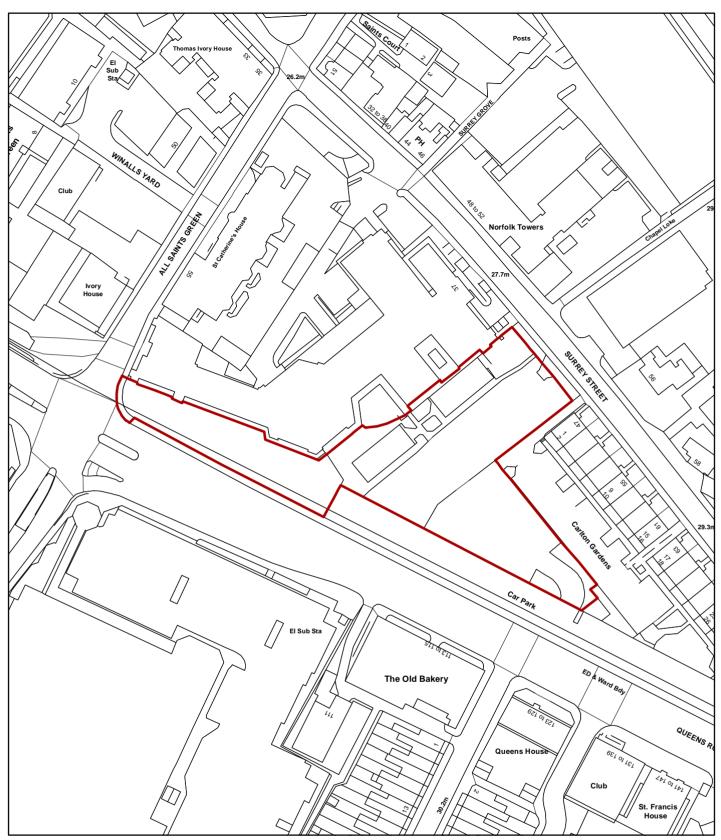
Reason Objection and significant departure from development

plan for referral

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Ward:	Mancroft
Case officer	Joy Brown - joybrown@norwich.gov.uk

Development proposal				
Redevelopment of site to provide 252 student bedroom development with				
associated access and landscaping.				
Representations				
Object	Comment	Support		
51	0	0		

Main issues	Key considerations
1 Principle of development	Loss of office led allocation and the
	provision of student accommodation.
2 Design	Routes through the site, position of
	entrances, footprint and layout, height and
	massing, external appearance and external
	spaces.
3 Heritage	Impact on the conservation area and
	nearby statutory listed buildings and locally
All and large transport	listed Carlton Terrace.
4 Landscaping, trees and	Hard and soft landscaping, trees along
biodiversity	Queens Road, St Catherine's Yard Walk,
5 Transport	external amenity spaces, biodiversity
5 Transport	Car free development, provision of bin and
	bike stores, drop off/pick up at the start/end of term.
6 Amenity	Impact upon neighbouring residents of
O Amerity	Carlton Terrace and future residents of
	Sentinel House taking into consideration
	noise, overlooking, overshadowing and loss
	of light. Living conditions for future
	residents including size of units, light,
	external space, noise and air quality.
7 Energy and water	Renewable energy and water efficiency.
8 Flood risk	The management of surface water
	drainage
9 Contamination	Requirement for further intrusive testing
Expiry date	26 June 2018
Recommendation	Approve subject to condition



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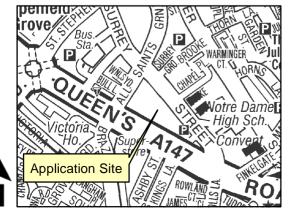
Planning application no: 18/00437/F

Site Address: Car park adjacent to Sentinel House

Surrey Street

Scale 1:1,250





The site and surroundings

- 1. The 0.48 ha site is situated on the southern side of Surrey Street with the southern boundary of the site abutting the public car park on Queens Road, which forms part of Norwich's inner ring road.
- 2. The site is a car park which is adjacent to Sentinel House, a former Aviva office building which was last in use in October 2015. Sentinel House is a predominately five to six storey building with the element on the corner of Queens Road and All Saints Green being three storey. Work is currently underway to convert Sentinel House to 199 residential units which was permitted under a prior approval application.
- The site is currently accessed from Surrey Street but the application site does also include a stretch of grass to the south of Sentinel House which is owned by Norfolk County Council. This stretch of grass runs along Sentinel House to the corner of Queens Road and All Saints Green.
- 4. The surrounding area is mixed in terms of is uses with there being offices and residential nearby and also a school, public house, restaurants and shops (including Sainsbury supermarket) all in close proximity. The site is also close to Norwich's bus station and other student accommodation.
- 5. Within the Conservation Area Appraisal it notes that the area is dominated by large office developments from the late 20th century which results in odd building lines and areas of surface car parking. The most prevalent building type is the Georgian house dating from the 19th century with Carlton Terrace located on Surrey Street being a typical example of this. This terrace is locally listed There are also a number of listed building within close proximity to the site. Sentinel House is considered a negative building within the appraisal along with Norfolk Tower.

Constraints

- 6. The site is situated within the City Centre Conservation area. It is opposite grade II listed buildings on Surrey Street and Queens Road and is adjacent to Carlton Terrace which is locally listed. It is within the area of main archaeological interest.
- 7. The site is within a regeneration area and is allocated for office led mixed use development to include an element of residential (policy CC29). The site is opposite a secondary retail area (Sainsburys) and is adjacent to the office development priority area. The site also falls within the car parking increase area of the city centre parking area.
- 8. The main part of the site itself is relatively flat although there is a significant change in level between the site and the public car park which is defined by a retaining wall and there is also a change in level of around 1m between the rear of Carlton Terrace's car park and the site There are no trees on the main part of the site although there are a band of trees along the boundary of the site and the public car park.

Relevant planning history

- 9. A planning application was submitted in August 2017 for the redevelopment of the site to provide 285 student bedroom development with associated access and landscaping. The officer's recommendation for the application was for approval but the application was discussed at planning applications committee on 14 December 2017 and members resolved to refuse the application with the reasons for refusal being as follows:
 - (1) By virtue of the height and mass of the proposed building and the degree of separation between the proposed and neighbouring buildings, the proposal will have a detrimental impact on the existing residents of Carlton Terrace, the future residents of Sentinel House and the future residents of the development due to loss of light, loss of privacy due to over-looking and an overbearing relationship. The development would therefore not accord to policy DM2 and DM12 of the Norwich Development Management Policies Local Plan (adopted 2014).
 - (2) The scale, height and mass of the proposed development fails to respect the character of the adjacent non designated heritage asset of Carlton Terrace and other historic buildings in the conservation area and instead takes reference from Sentinel House and Norfolk Tower which are buildings identified within the Norwich City Centre Conservation Area Appraisal as being negative. The development results in less than substantial harm to the non-designated heritage assets and to the conservation area and would therefore not accord with policy DM3 and DM9 of the Norwich Development Management Policies Local Plan (adopted 2014), policies 1 and 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (adopted 2011, amendments adopted 2014) and sections 7 and 12 of the National Planning Policy Framework (adopted 2012).
- 10. An appeal has been lodged.
- 11. Previous to this there was little relevant planning history on the site itself. The only other relevant application was a Certificate of Lawful Use for the continued use of the site for car parking ancillary to the main use of Sentinel House (11/02164/CLE). This was approved in February 2012.
- 12. The planning history for Sentinel House is also of particular relevance. A prior approval application was approved in January 2017 for the change of use of the basement, first, second, third, fourth and fifth floors from commercial (class B1(a)) to residential (class C3) to provide 228 residential units (16/01838/PDD). A further application was approved in April 2017 which reduces the number of units to 199 (17/00304/PDD). Work has commenced on site. An application was also approved for the installation of 75 no. additional windows and the extension of existing lightwells at Sentinel House (17/00402/F) which has now been implemented.

The proposal

13. This application still seeks full planning permission for the redevelopment of the site for student accommodation; however the proposal has been amended to seek to overcome the previous reasons for refusal. The main changes are as follows:

- (a) The removal of the southeast most section of the building which has resulted in the Queens Road block being 8m less in width and an increased separation distance between the new building and Carlton Terrace.
- (b) The reduction in height on the Queens Road/Sentinel House corner from 8 storeys to 7 storeys and the removal of a storey along the St Katherine's Walk elevation. This has reduced the highest part of the building from 24m to 20.8m.
- (c) The removal of both roof terraces
- (d) The introduction of angled windows along the St Katherine's Walk elevation, replacing the privacy screens.
- 14. As a result the number of units has reduced from 285 student bedrooms to 252 student bedrooms with the mix of units within the development being as follows:
 - (a) 223 single bedrooms (including 10 accessible bedrooms) which are arranged in clusters of five to seven people;
 - (b) 29 studios.
- 15. As per the previous proposal the development will also deliver a new pedestrian link between Queens Road and Surrey Street which will run through the site between the new building and Sentinel House. The use of hard and soft landscaping will direct pedestrians to the signal controlled crossing on the corner Queens Road and All Saints Green. A number of areas of external amenity space for future residents are proposed some of which are communal and some of which are for specific clusters. The previously proposed roof terraces have now been omitted.
- 16. All servicing will be carried out from Surrey Street. The site will be car free and includes the provision of 152 cycle storage spaces for residents and 14 spaces for visitors.
- 17. With regards to the design and form of the proposal, the proposal is for a 'L' shaped building which varied in height from three to seven storeys with the highest part being on the south west corner and the building reducing in scale to the north and east. The previous application was for a building which varied in height from three storeys to eight storeys.
- 18. With regards to materials the predominant material will be brick (red, buff and grey brick) although the rear of the building will be white rendered. Metal is also used throughout the site with zinc cladding being used on the upper recessed floors and corten steel gates and panels at ground floor level.
- 19. Since the previous application, a company called Osbourne are now involved in the proposal. They will be the developer of the project and also the end operator of the completed student accommodation. The company currently operates a number of sites with a total of 3400 student units completed or in the course of construction. Osbourne would look at completing the scheme so it is ready for occupation at the start of the academic year 2020.

Summary information

Proposal	Key facts	
Scale		
Total no. of dwellings	252 bedspaces (223 single bedrooms, 29 studios)	
Total floorspace	7,168 sq m	
No. of storeys	Varies from three to seven	
Max. dimensions	Block fronting Queens Road – 74m length, 14m deep	
	Block fronting St Katherines Yard Walk and Sentinel House – 60m length, 15m deep	
	Heights vary from 9m to 20.8m	
Appearance		
Materials	Brick (red, buff and grey), white render, zinc cladding, corten steel gates and panels.	
Energy and resource efficiency measures	Photovoltaic panels and/or air source heat pump	
Operation		
Ancillary plant and equipment	Mechanically ventilated rooms. Plant room at ground floor level in north west corner of building.	
Transport matters		
Vehicular access	From Surrey Street (for servicing only)	
No of car parking spaces	1 x disabled bay	
No of cycle parking spaces	152 spaces for students and 14 spaces for visitors	
Servicing arrangements	25 x 1,100 litres bins	

Representations

20. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 51 residents have made representation on the application citing the issues as summarised in the table below. 46 of these were from residents who had agreed to sign a letter of objection organised by the Carlton Residents Action Group. Representations have been made from the Norwich Society and Broadland Housing who own Carlton Terrace. All representations are available to

view in full at http://planning.norwich.gov.uk/online-applications/ by entering the application number.

Issues raised	Response
The previous reasons for refusal have not been addressed. We were hoping that the revised application would be more sympathetic in design and scale to the local residents and wider community and more respectful of the conservation area and its surroundings buildings. The building continues to take reference from Sentinel House which is a negative building rather than being in keeping with adjacent historic buildings. It will dominate visually the existing listed terrace. A fresh review of the design is required where the mass is broken into a series of buildings and the main wing along the majority of Carlton terrace is limited to three storeys.	See main issues 2 and 3.
The revised design continues to be overbearing and will completely alter the outward aspect from Carlton Terrace. It will result in a significantly detrimental impact upon the current levels of sunlight and daylight to Carlton Terrace.	See main issue 6
The scale and direction of the proposed elevations allow overlooking to Carlton Terrace. Noise from the students will affect the existing peaceful environment currently enjoyed by residents.	See main issue 6
There are concerns that the number of schemes for student accommodation in the city centre will result in over provision and under occupancy. The proposal will lead to 'studentification' and an unbalanced community. The local character of All Saints Green and St Stephens Area needs to be protected and enhanced with additional mixed permanent residential housing. There is clearly a need for a student to quantify the demand for this type of accommodation.	See main issue 1
Carton Terrace has suffered historical subsidence. Ground excavations, deep foundations and/or pile driving activity create	Condition 27 requires a Construction Method Statement

Issues raised	Response
vibrations which may affect nearby buildings.	
The proposed development will place great strain on existing services and infrastructure. The proposal could overload sewers and drainage. Drop offs at the start and end of term will also exacerbate an already very busy Surrey Street and there are likely to be a great number of taxi visits and fast food deliveries at all hours.	See main issue 5 and 8. Anglian Water has confirmed sufficient capacity.
The proposal does not accord with the site allocation which is for office and residential development. The site should be developed in line with the design principles set out in the St Stephens Masterplan.	See main issue 1
NO2 levels measured at the council diffusion tube location just west of the site have exceed EU legal levels on some months and are just below EU limits on an annual basis. This would not provide future residents with a satisfactory living conditions taking into consideration noise and pollution.	See main issue 6
This in an overdevelopment of this important site with a minimum of green space.	See main issue 2.

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.

Anglian Water

22. There is currently sufficient capacity for foul drainage and foul sewerage. The surface water strategy submitted with the application is unacceptable and request a condition requiring a drainage strategy.

City wide services

23. No comment – the bins would be collected by a private contractor.

Design and conservation

24. This is a well-considered development proposal that will significantly enhance the design, conservation and landscape quality of the conservation area. The scale of the buildings has been reduced in some areas since the earlier planning

application. I supported the previous application and continue to view the proposal as carefully and appropriately modelled. The height proposed at the south-west corner is similar to Sentinel House and it will make a gradual transition down towards Surrey Street so that there is a more sensitive relationship with Carlton Terrace at both ends of the site.

Historic England

25. No comment

Environmental protection

26. Conditions are required to ensure that windows are insulated in accordance with the recommendations of the acoustic report and that no plant shall be installed until it has been enclosed with sound insulated absorbing materials.

Environment Agency

27. No objection subject to conditions relating to contaminated land.

Highways (local)

28. No objection. The site is located within a highly accessible location and accessible by all modes of transport. The proposal will result in a significant reduction in traffic than the previous use as a car park. Future residents would not be entitled to parking permits. Car parks nearby offer visitor options. The provision of the new landscaped route is welcomed and the design would direct people to the signalised crossing at the All Saints Green/Queens Road junction. It is not clear how the operator intends to manage drop offs/pick- ups at the start and end of term but there may be scope to use nearby car parks and park and ride. To make provision for loading of goods and passengers a loading bay will be necessary adjacent to the site and therefore a Traffic Regulation Order will be necessary. A S278/38 order will be required to enable to adoption of the hard landscaping at the junction of All Saints Green/Queens Road.

Highways (strategic)

29. No strategic highway objection provided the connecting footway link is provided. The applicant indicates transfer of land will take place when planning permission granted. I recommend the decision notice is withheld until the transfer takes place or alternatively the land transfer and planning consent take place simultaneously.

Landscape

30. There are inconsistences between plans as to which trees are to be removed and if six trees are to be removed along the boundary, two new trees would undermine the function and benefits of the existing row of trees would be undermined. Consideration needs to be given to how the new trees will be planted next to the car park. There is a Holly tree which is shown as being lost. This is in good shape and should be retained. With regards to new trees selecting trees which improve air quality is laudable however the species chosen have been over-planted in Norwich and it would be preferable if more unusual species could be selected.

31. The green and blue roof has a number of biodiversity benefits as does the proposed planting. Conditions will be attached to ensure the detailing is acceptable.

Norfolk historic environment service

32. An archaeological trial trenching evaluation carried out at the proposed development site revealed evidence of medieval to early post-medieval activity in the form of ditches, pits, a hearth and possible lane. Archaeological deposits were present at a shallow depth across the site. Therefore there is a high potential that further heritage assets will be present at the site and that their significance will be adversely affected by the proposed development. An archaeological written scheme of investigation has been approved and if planning permission is granted this should be subject to conditions requiring a programme of archaeological mitigatory works.

Norfolk County Council - Lead Local Flood Authority

33. The application shows a revised layout and a revised drainage strategy has been submitted to account for the increased areas of permeable paving and the reduced area of blue roofs. However the principle of the strategy and the size of the attenuation tank and discharge rate remains the same. We therefore have no objection subject to conditions being attached to any consent.

Norfolk County Council - Minerals and Waste

34. No comment

Norfolk County Council - Travel Planning

35. No comments received

Norfolk police (architectural liaison)

36. No comments received

Norfolk Fire Service

37. No comments received

Tree protection officer

38. The loss and pruning of category C trees as detailed in the AIA is acceptable. Regarding the new trees to be planted, I would like to see details on numbers, exact locations, size, species, planting pit specifications and aftercare.

Assessment of planning considerations

Relevant development plan policies

- 39. 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
- JCS7 Supporting communities
- JCS9 Strategy for growth in the Norwich policy area
- JCS11 Norwich city centre
- JCS20 Implementation

40. 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
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM15 Safeguarding the city's housing stock
- 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

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

CC29 Land at Queens Road and Surrey Street

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
- NPPF2 Ensuring the vitality of town centres
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

43. Supplementary Planning Documents (SPD)

• Trees, development and landscape SPD adopted June 2016

Case Assessment

44. 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 polices 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

- 45. Key policies and NPPF paragraphs DM12, DM13, DM15, DM19, SA CC29, NPPF paragraphs 14, 19, 22, 23 and 49.
- 46. The site is allocated in the Site Allocations Plan, under policy CC29, for office led mixed use development to include an element of residential development (40 units). The application site does not include the entire allocated site (0.38ha of wider 0.5 ha allocation) as it excludes the public car park fronting Queen's Road.
- 47. The site was also identified as an office redevelopment opportunity in the St Stephens Street Area Outline Masterplan although this masterplan has no formal status. As such with regards to the principle of development there are two main issues to consider the loss of an office led allocation and the provision of student accommodation.

Loss of office led allocation

- 48. In the right market conditions the site has the potential to deliver high quality commercial office space in a highly accessible and central location. As such it is capable in theory of making a contribution to the Joint Core Strategy requirement for 100,000 sqm of new office floorspace in the city centre. The development as proposed includes no office space and therefore the proposal would be a departure from the local plan. Recent evidence does suggest a lack of market demand for offices and a substantial pool of unlettable, poor quality office floorspace in the centre. There is also no obvious end-user for an office-led development here at present.
- 49. Each application needs to be considered on its own merits and the NPPF sets out that where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities. Therefore if it can be demonstrated by the applicant through the provision of up-to-date and robust evidence that the office allocation would not be viable or deliverable, then this would be taken into consideration and may be afforded significant weight in the determination process. The applicant has provided information on recent marketing of the site (and Sentinel House) which demonstrates that there was very little interest in the site.

- 50. The emerging Greater Norwich Local Plan (GNLP), which will include strategic policies and site specific allocations within Norwich, Broadland and South Norfolk, is in the course of preparation. This site, together with the adjoining Sentinel House has been put forward through the recent GNLP Call for Sites for a prospective allocation for town centre uses or mixed-use development of an undetermined type. Sentinel House is currently being converted from office to residential use under permitted development rights and will provide 199 new apartments.
- 51. The regulation 18 draft GNLP was launched on 8 January 2018 and closed on 22 March 2018. To support the emerging plan a number of evidence studies have been commissioned and are ongoing, including a Greater Norwich Retail, Economic and Town Centres Study prepared by the Greater Norwich Development Partnership's retained consultants GVA. The study includes updated evidence on the need and capacity for office employment and development in the Greater Norwich area in general and the city centre in particular. As part of their assessment of the greater Norwich area the consultants have been requested to appraise a number of specific sites currently allocated for employment, office or office led development, to assess their continued suitability for that purpose. This includes Sentinel House and the adjoining allocated site CC29. The recommended future potential' for this site recognises that it is principally occupied by car parking space and dependent on the need to be retained for parking, the site is provisionally recommended for B class use with some mixed use development.
- 52. Early indications for the city centre however are that the quantum of employment land required to support planned growth in greater Norwich to 2036 may be relatively modest and that there is already a significant surplus of employment land allocated and committed which has not been taken up. This does not mean that sites or buildings could not be retained or repurposed for an element of employment use (for example for small or start-up businesses) if a specific need could be identified, but it is recognised that changing working practices and sectoral requirements will not necessarily give rise to a requirement for large concentrations of office floorspace in one location.

Provision of student accommodation

- 53. Paragraph 21 of Planning Practice Guidance Housing and economic development needs assessment 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.
- 54. At present we lack detailed information on the need for student housing in the city and Greater Norwich area. The Council is currently undertaking a study of need for student accommodation within Norwich but the full results will not be available for several months. The Central Norfolk Strategic Housing Market Assessment (SHMA) 2017 notes that students have been counted in the Objectively Assessed Need figures and therefore student bedspaces can be counted towards the five year housing land supply, albeit that monitoring of growth in student numbers will be required to ensure that accommodation need assumptions in the SHMA are robust.

- 55. There are currently over 2350 units of purpose built student accommodation 'in the pipeline. 986 bed spaces are currently under construction (Alumno development on All Saints Green (244 units) and St Stephen's Towers (702 units); 1101 bed spaces benefit from planning consent, currently un-commenced: Blackdale Building on UEA campus (401 units), St Mildred's Road (34 units), Somerleyton Street (66 units), St Crispin's House (600 units); and 267 units are the subject of current planning applications including Sentinel House.
- 56. The applicant has provided some information about the need for student housing in Norwich. This information would suggest that there will be a total of 20,000 full time students in Norwich by 2018 with almost 17,000 in need of accommodation.
- Initial findings from the study being undertaken by Norwich City Council would suggest that these figures may be a slight over estimation. The UEA predict that they will have 17,111 students by 2018 with 14,089 requiring a bed-space and NUA had a total of 2,130 full time students in 2016/17 (not all of whom would require a bed space) and NUA plan 'organic growth' in student numbers. Both of Norwich's universities own and manage a number of bed spaces themselves. There are currently approximately 4900 bed spaces available in Purpose Built Student Accommodation (PBSA) in Norwich. This figure includes all existing Halls of residence which consists of 4455 provided by UEA (this currently includes 110 units at Mary Chapman Court which has recently been sold) and 305 provided by or affiliated with NUA, along with 169 currently under private ownership/management. When combining the existing provision with schemes that are currently under construction this equates to around 7,250 bed spaces which is significantly below the student numbers in need accommodation. It should be acknowledged that not all students in higher education shall require a place in Purpose Built Student Accommodation. A proportion of students shall be living within the parental home whilst studying, or living in a home of their own ownership whilst others prefer to choose to live in the private rented sector. A current study aims to identify the proportion of the student body that are likely to want to live in PBSA the findings of which are still unknown. Potential factors include accommodation preferences of second and third years, accommodation preferences of international students and relative cost of Purpose Built Student Accommodation and Private Rented Sector accommodation.
- 58. The applicant has also cited a visit to the All Saints Green development and this shows that nearly 500 people applied for 228 rooms. The management of the accommodation also confirmed that one issue is that a proportion of students wanted to stay in purpose build accommodation for their whole time at university but the accommodation is restricted to first year students. This means that after completing their first year, the only available option for students is the private rented sector; which has historically led to problems with certain areas becoming dominated by HMOs, and continues to do so.
- 59. Within Norwich there has been discussions about how student accommodation and HMOs can be controlled and in March 2015 the sustainable development panel approved the approach of promoting development of accommodation types (such as student accommodation) to reduce the demand on the conversion of existing family homes to HMOs.
- 60. Overall it is felt that the information provided by the applicant is not comprehensive, albeit it does suggest that there is capacity for further purpose built student

- accommodation. Furthermore in the absence of an up-to-date assessment of need, it is considered that there is no justification for refusal on grounds of lack of need.
- Therefore in this instance it if felt that it is unlikely that the site will be developed in accordance with the site allocation due to a lack of demand for office accommodation and due to a surplus of land currently allocated or committed for employment use. Therefore on balance an alternative form of development for student accommodation can be supported, particularly as it is could deliver substantial economic benefits for the city centre from the expanding student population and would help promote Norwich as a 'learning city'. It would therefore help reinforce the vibrancy of the city centre in accordance with the Joint Core Strategy (JCS policy 11 promotes the city centre as the main focus in the subregion for retail, leisure and office development, with housing and educational development also appropriate) and would help provide education opportunities for existing and future students of Norwich universities (in accordance with policy 7 of the Joint Core Strategy). The proposal would also contribute towards Norwich's five year housing land supply and reduce pressure on the general housing stock from student HMOs and shared houses. The previous application was not refused on the principle of development and it is not considered that there are any changes which would mean that this application should be determined otherwise.

Main issue 2: Design

- 62. Key policies and NPPF paragraphs JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
- 63. The current condition of the site is poor and development has the potential to significantly enhance the quality of the conservation area and the streetscene, both along Queens Road and Surrey Street. The main issues relating to the design of the proposal are set out below:

Routes through the site

- 64. The redevelopment of this site provides a pedestrian connection between Surrey Street and Queens Road which could form part of a strategic pedestrian route from the train station / Lady Julian Bridge to Brazengate as an extension to Chapel Loke. This is an alternative to a longer route around the front of John Lewis and fulfils the objectives of the St Stephens Masterplan.
- 65. Although the principle of providing this link was very much supported by planning officers there was some concern particularly from the local highway officer that students may try and run across five lanes of traffic to reach Sainsbury's rather than using the nearby pedestrian crossing. It order to mitigate this a robust planting scheme has been proposed on land to the front of Sentinel House. The use of planting and railings should act as a barrier that encourages people to use a new path that runs obliquely across the grass towards the signal controlled crossing. This area of grass is currently owned by Norfolk County Council and although Norfolk County Council do not want to release the land as a freehold disposal as they wish to retain the potential for the land to be used for a highway improvement scheme in the future if needed (which was the original intention for the land), they have agreed a long lease with the applicant. This would allow the implementation of the new route and landscaping scheme. The 'square' at the crossing will also be enlarged and enhanced as part of the proposal.

Position of entrances

66. The creation of St Catherine's Yard Walk means that the development can be accessed from both Surrey Street and Queens Road. Normally it would be desirable to have a clear entrance off the main street approach so it is clear how to enter the building; however as this development has two faces and routes of approach placing the main entrance and reception area at the mid-point of St Catherine's Yard Walk works well. The entrance area provides good access from St Catherine's Yard Walk and the private residential courtyard and is adjacent to the communal ground floor facilities. The landscape plan suggests that the openness of St Catherine's Yard Walk at the Surrey Street end will successfully guide people towards the entrance and the use of corten steel at the ground floor will highlight the entrance and create a physically and visually robust base to the building.

Footprint and layout

- 67. The 'L' shaped plan of the building is the natural response to the shape of the site and makes most efficient use of the land. By aligning the two wings with Queens Road and Sentinel House it creates the maximum distance from Carlton Terrace in order to minimise harmful impacts to this building and its occupants. Following the refusal of the previous application, the Queens Road wing has been reduced in length which has meant that the separation distance between the new building and Carlton Terrace has increased from 22.5m to 24m. The proposal also allows for the new building to address Queens Road, which currently lacks enclosure as a result of road widening and the demolition of buildings in the past. The end of the north wing neatly closes the gap in the Surrey Street frontage whilst the positioning of the building in line with Carlton Terrace means that oblique townscape view of Carlton Terrace, which the conservation area appraisal recognises as a positive contribution to the character of the area, will not be obscured or intruded upon.
- 68. Although it is acknowledge that the footprint and scale of the building is greater than neighbouring heritage assets there are a number of measures that have been taken to ensure that the mass of the building is broken up so the building is not as bulky as Sentinel House and Norfolk Tower. For example the "shuffle" in the building's north block footprint helps to break down the mass of the building and creates enclosure and definition to the internal courtyard and at the entrance to St Catherine's Yard Walk. The outside of the 'hinge' has also been designed so that there is a visual break and degree of separation between the Queens Road wing and the St Katherines Yard wing. Furthermore reducing the length of the Queens Road block has also helped to reduce the overall scale of the building.
- 69. Since the previous application, the draft revised National Planning Policy Framework has been published for consultation. Section 11 concerns the effective use of land and it is important to note that it is the government's intention to combine a number of proposals from the housing White Paper which includes making more intensive use of existing land and buildings and pursuing higherdensity housing in accessible locations, while reflecting the character and infrastructure capacity of each area. It is considered that this proposed development does make optimal use of the site whilst providing acceptable living standard for future residents, not having a significantly detrimental impact upon neighbouring residents and contributing positively to the streetscape and the conservation area.

70. At the pre application stage consideration was given to the relationship of the proposed building with Queens Road and in particular whether the west end of the public car park could be incorporated into the scheme and used to enhance the landscape quality of Queen Road and provide significant public realm improvements including an avenue of trees. This would also have had the benefit of allowing the north south orientated building to be brought closer to the road and the site area would have been more akin to the allocated site. The public car park is owned by Norfolk County Council and part leased to Norwich City Council who run the car park. Several discussion have taken place, the conclusions of which is that the release of land would not be viewed favourably due to the loss of revenue to the councils and due to the loss of public car parking spaces which are of great value to the nearby local shops and businesses.

Height and massing

- 71. It is considered that the proposed development has been carefully and appropriately modelled so that the greatest height and architectural emphasis is focused on the south-west corner adjacent to Sentinel House, with the buildings stepping down to the north and east. The removal of a storey from the St Katherines Walk Yard block has meant that the height proposed at the north-west corner has now been reduced so it is similar to Sentinel House. The proposal will then make a gradual transition down towards Surrey Street and it is considered that four storeys facing onto Surrey Street is appropriate as this is a similar height to Carlton Terrace.
- 72. With regards to the Queens Road wing, the section of building that is closest to the rear of Carlton Terrace will be three storeys and in combination with the reduction in the ground level by 1.5m, this will ensure that the new building, whilst having a strong presence, will not unacceptably dominate the view from the back of Carlton Terrace. The new building will also have the benefit of helping to shield the rear of the terrace from the view of and noise from the inner ring road.
- 73. Therefore it is considered that the reduced heights has now resulted in a proposal whereby the development has a sensitive relationship with Carlton Terrace at both ends of the site and the development therefore respects the character of the neighbouring non-designated heritage asset.
- 74. It is acknowledged that the proposal is still higher than that which is set out within the site allocations document; however in this instance it is felt that it has been demonstrated that the relationship between the proposed development and the neighbouring buildings works well and a development of this height will not have a significantly detrimental impact upon neighbouring residents.
- 75. One of the previous reasons for refusal related to the design and the relationship between the new buildings and the surrounding heritage assets as it was felt that the proposal took reference to the larger negative buildings within the area rather than the heritage assets. Although it is acknowledged that parts of the building are significantly higher than the surrounding heritage assets, it is important to note that the greatest height and architectural emphasis is focused on the south-west corner adjacent to Sentinel House, with the buildings stepping down to the north and east. The height proposed at the south-west corner is similar to Sentinel House and it will make a gradual transition down towards Surrey Street so that there is a more sensitive relationship with Carlton Terrace at both ends of the site. The site section

shows that the part of the new building that will be closest to Carlton Terrace will be no higher than the terrace due to the reduction in ground level by 1.5m. This will ensure that the new building, while having a strong presence, will not unacceptably dominate the view from the back of the building. Instead it will help to shield the rear of the terrace from the view of and noise from the inner ring road thereby enhancing the setting of the locally listed terraced.

External appearance

- 76. The visualisations submitted with the application suggest a successful piece of architecture will be created. The modelling of the building's mass is complemented by the choice of materials that apply to the different building elements. The use of different types and colours of brick separated by zinc cladding with standing seam details will avoid the monolithic appearance for which neighbouring Norfolk House and Sentinel House can be criticised. The top storey on Queens Road is set back and faced in metal cladding. This should be aesthetically successful in further reducing the sense of a heavy mass of building.
- 77. The predominant use of brick on the external elevations will create a good relationship with neighbouring buildings e.g. Sentinel House, Carlton Terrace, 113 Queens Road and the Notre Dame building opposite the site and subtle brick detailing will add a deeper level of quality. The use of white render on the courtyard elevation of the building is understandable given the need to reflect light into that space. However, it will be important that the render is specified correctly with antifungal coating and occasionally cleaned to avoid discolouration and staining.
- 78. The communal kitchen areas, including those most visible at the three corner extremities of the building, are expressed with large windows that create variety and allow good views out. It is considered that distinguishing the communal areas and the careful use of fenestration has provided visual interest in a similar way to the nearby NUA / Alumno block which also does this very effectively.
- 79. The windows facing Carlton Terrace will be obliquely angled to avoid overlooking, which creates small recesses within the student rooms. The secondary window will be obscure glazed so not to create any additional overlooking. The privacy screens facing onto Sentinel House have now been replaced with angled windows which will mean that the rooms will have better levels of light whilst not resulting in any additional overlooking to future residents of Sentinel House. In order to ensure that the proposed development is of high quality, a palette of material samples will be required for approval by condition.

External spaces

80. The proposed footprint of the building has allowed a number of external spaces to be created for the enjoyment of future residents, some of which are communal and some of which are for specific clusters. This includes a courtyard area which will have a sense of enclosure from the two wings, St Katherine's Yard Walk and a small public square to the front of the building on Surrey Street. There will also be a landscaped strip to the front of Sentinel House which will help enhance the setting of Sentinel House and the approach to this proposed development. The loss of the two roof terraces will mean that there is less amenity space for the future residents of the proposal; however the remaining spaces are sufficient to provide areas for the reduced number of residents to enjoy.

81. The footprint of the building also allows for the retention of a large number of the trees on site and careful consideration has been given to replacement planting and additional trees and soft landscaping. Details of this are explained further under main issue 4.

Main issue 3: Heritage

- 82. Key policies and NPPF paragraphs DM9, NPPF paragraphs 128-141.
- 83. As set out within main issue 2 it is considered that the design of the proposal is of high quality with appropriate consideration being given to the overall size, height and mass of the development and in particular the reduction in height and the reduction in the length of the Queens Road wing has increased the separation distance from the site's nearest heritage asset, Carlton Terrace. Overall therefore it is considered that the proposal will result in an enhancement to the conservation area.
- 84. There are four listed buildings close to the site with a setting that will be affected by the proposed development: Surrey House (56 Surrey Street), 113-115 Queens Road, Phoenix House (131-139 Queens Road) and St Francis House (141-147 Queens Road). The current contribution of the site to the setting of these assets does not add anything to their significance but on the contrary, the emptiness of the site is harmful to the character and appearance of the conservation area and the setting of the three listed buildings on Queens Road. It is considered that a built frontage will help reduce the blank openness that makes it feel overwhelmingly dominated by its highway function and makes the listed buildings opposite look like isolated survivors of a damaged street. Furthermore, the new buildings will obscure the view of Norfolk Tower, which is one of the most negative buildings in the city centre, thereby improving the setting of these listed buildings.
- 85. Surrey House is set back behind a wall and mature trees. The modest scale of buildings proposed to infill the gap in the Surrey Street frontage will be scarcely perceived from within the building or its front garden. The glimpsed view will be positive by comparison with a view of an open car parking.
- 86. Carlton Terrace is locally listed. The proposed building line on Surrey Street corresponds with Sentinel House and is set back behind Carlton Terrace, meaning that the oblique townscape view of Carlton Terrace, which the conservation area appraisal recognises as a positive contribution to the character of the area, will not be obscured or intruded upon. Further the height of the proposed building on the Surrey Street frontage is lower than Carlton Terrace and is therefore considered appropriate.
- 87. One of the previous reasons for refusal related to the design and the relationship between the new buildings and the surrounding heritage assets as it was felt that the proposal took reference to the larger negative buildings within the area rather than the heritage assets. Although it is acknowledged that parts of the building are significantly higher than the surrounding heritage assets, it is important to note that the greatest height and architectural emphasis is focused on the south-west corner adjacent to Sentinel House, with the buildings stepping down to the north and east. The height proposed at the south-west corner is similar to Sentinel House and it will make a gradual transition down towards Surrey Street so that there is a more sensitive relationship with Carlton Terrace at both ends of the site. The site section

shows that the part of the new building that will be closest to Carlton Terrace will be no higher than the terrace due to the reduction in ground level by 1.5m. This will ensure that the new building, while having a strong presence, will not unacceptably dominate the view from the back of the building. Instead it will help to shield the rear of the terrace from the view of and noise from the inner ring road thereby enhancing the setting of the locally listed terraced.

88. The site is situated within the Area of Main Archaeological Interest. An archaeological trial trenching evaluation has been carried out at the proposed development site which revealed evidence of medieval to early post-medieval activity in the form of ditches, pits, a hearth and possible lane. Archaeological deposits were present at a shallow depth across the site. Therefore it is considered that there is a high potential that further heritage assets will be present at the site. If planning permission is granted this should be subject to conditions requiring a programme of archaeological mitigatory work.

Main issue 4: Landscaping, trees and biodiversity

- 89. Key policies and NPPF paragraphs JCS 1, DM3, DM6, DM7, DM8, NPPF paragraphs 9, 17, 56, 109 and 118.
- 90. Overall it is felt that the proposed hard and soft landscaping will help improve the setting of the buildings, provide areas for the enjoyment of future residents, enhance biodiversity and improve the environment for the general public.

Trees along Queens Road

- Norwich City Council's tree officer has confirmed that the existing linear group of self-set sycamores located along the Queens Road car park boundary have been categorised correctly as C and therefore should not be a material constraint on the development. They are however considered to be a highly visible landscape feature and any loss of trees should be mitigated. The tree officer previously recommended that any replacement planting did not occur along this boundary as establishment and retention adjacent to a retaining wall is problematic and therefore alternative locations should be looked at on and off site. It would have been preferable for replacement tree planting to consist of new street trees along the back of Queens Road footway as this would help screen the existing public car park and continue the avenue of trees which currently existing to the east end of the public car park; however investigations have showed that there are services underneath the footpath so unfortunately this is not feasible. Therefore the applicant is proposing to plant additional trees along the boundary but by creating a rooting zone underneath the car park in order to allow the new trees to establish and grow. It is also proposed to create an avenue of trees to the front of Sentinel House which will provide a nice landscape feature.
- 92. Overall it is felt that the proposed trees will help screen the development and fill in the gaps in this section of the green link between the All Saints Green junction and the mature street trees along Queens Road toward the Surrey Street junction. It will also have the benefit of helping to filter noise and air pollution from Queens Road for future residents.

St Katherine's Yard Walk

- 93. The proposed walkway between Surrey Street and Queens Road is fully supported from a landscape point of view and will be a valuable pedestrian link within this part of the city centre. A condition should be attached to any future permission requiring full details of landscaping and as part of this, arrangements should be set out for the management and maintenance of this route. Measures such as ensuring that the trees along St Catherine's Yard Walk will have a minimum clear stem height of 2.5m will ensure that pedestrians can clearly see the route from Surrey Street through to Queens Road.
- 94. In order to deter pedestrians from using the direct desire line to Sainsburys a landscaped strip has been created which will direct pedestrians to the signal controlled crossing at the corner of Queens Road and All Saints Green. The planting has been carefully considered so it is robust and a low rail provided along the path edge.
- 95. At the western end of the walkway the proposed 'square' is welcomed as providing much needed pedestrian space at this crossing location. It is proposed to use the Marshall's palette of adoptable materials.

External amenity spaces

- 96. A number of private and public areas of space have been landscaped for the enjoyment of future residents and the public. St Katherine's Yard Walk provides areas of seating along with the newly created square to the front of the Surrey Street elevation. The courtyard area is shown as mainly hard paved with low planting areas adjacent to buildings. A tree has been added to create a central focal point, an end-stop for views along the service access from Surrey Street, and to provide a vertical soft element to counter the height of the proposed buildings. As well as providing an amenity space, the courtyard is required for servicing and the square on Surrey Street will be required for drop off/pick up at the start/end of term. This does raise challenges as these spaces will be multi-functional; however it is felt that the applicant has managed to incorporate soft landscaping and features such as seating to create spaces which can be enjoyed by residents.
- 97. Two roof terraces were proposed as part of the previous applications but these have now been omitted in order to overcome neighbours' concerns regarding overlooking and noise. It is acknowledged that the loss of these roof terraces will significantly reduce the amount of external amenity space; however it is considered that the remaining courtyard, private gardens, square to Surrey Street and space along St Katherine's Walk will provide sufficient areas for the enjoyment of residents. With regards to the basement gardens for the ground floor flats facing onto Queens Road, these will be shaded; however the details provided do show that a successful area of amenity could be provided through using hard and soft landscaping that responds well to shaded conditions.

Biodiversity

98. The existing site has low ecological value with no protected species present; however it was felt important to take the opportunity to enhance biodiversity and as part of the revisions additional measures have been incorporated into the proposal. The proposed removal of six relatively large mature trees along the Queens Road

- car park boundary represents a loss of biomass and habitat, and an erosion of the ecological corridor function of trees along Queens Road but this has been mitigated through replacement planting, including additional trees to the rear of the public car park.
- 99. A green roof has also been incorporated which will provide an enhanced ecological environment. In addition bird (for nesting swifts) and bat boxes have been incorporated into the brickwork design of the north-east and south-east elevations at high level. The design utilises systems which provide nesting solutions within the external wall construction of the building.

Main issue 5: Transport

- 100. Key policies and NPPF paragraphs JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
- 101. As a city centre location there is relatively limited vehicular access therefore uses which have less significant needs in these terms should be seen as more appropriate. Student accommodation has relatively low servicing requirements from vehicles, and students would generally not own cars and would either be walking or cycling within the city centre. The site therefore represents a good location for this use and car free development is acceptable in principle in this location.
- 102. The travel plan sets out the arrangements for the drop off/pick up at the start/end of term. There is one drop off/pick up space on site but residents will be encourage and incentivised to use alternative car parking locations as part of the Travel Plan. These include park and ride services and the Queens Road pay and display car park and the St Stephens multi-storey car park. The applicant will be negotiating with the nearby existing student accommodation blocks to seek if a more coordinated arrangement can be developed to coordinate drop-off and pick up arrangements at the start and end of terms. This will include discussions with NCP and Norwich City Council to ascertain whether they can reserve a number of spaces on specific dates at the start and end of term. At this stage we have no way of knowing if loading and unloading on Surrey Street will be acceptable or not. Therefore it is proposed that a condition is attached to any future permission requiring further details of the parking and management arrangements for dealing with the arrival and departure of residents at the beginning and end of the academic terms. This should include details of a review mechanism to enable further anti congestion measures to be considered, if required.
- 103. The servicing arrangements are satisfactory and it is considered that the number and location of bins is acceptable. A refuse vehicle would be able to turn within the site so can exit in forward gear. In terms of bike storage, 152 spaces will be provided for the 252 residents and an additional 14 spaces will be provided for visitors in an easily accessible location. Although this does not equate to 1:1 provision, it is considered to be an appropriate level for this city centre location and additional provision is likely to result in a surplus as it is not expected that all residents would own a bike particularly given the proximity to bus services and given the new bike rental scheme which now operates within Norwich. The number of spaces will be reviewed as part of the travel plan and additional spaces will be provided if required.

104. The provision of an improved 'square' at the corner of Queens Road and All Saints Green is welcomed. There will be a need for tactile paving and the removal of the extant guard railings. It is proposed that the highway authority adopted this paving as part of a s278/s38 agreement and the exact details can be negotiated as part of this agreement. The local highway officer is satisfied that the landscaping will successful direct people towards to the signal control crossing.

Main issue 6: Amenity

105. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

Impact upon neighbouring residents

- 106. With regard to the impact upon neighbouring residents the main consideration is the impact upon the existing residents of Carlton Terrace and the future residents of Sentinel House. The previous application was refused as it was considered that the proposal would have a detrimental impact on the existing residents of Carlton Terrace, the future residents of Sentinel House and the future residents of the development. By virtue of the height and mass of the proposed building and the degree of separation between the proposed and neighbouring buildings it was considered that this would result in loss of light, loss of privacy (due to overlooking) and that the proposal would be overbearing.
- 107. Directly to the north/east of the site is Carlton Terrace which are residential properties owned by Broadland Housing Association. The properties are divided into flats and it is understood that there is a flat at basement level and ground floor level with there being a maisonette at first and second floor level. The area to the rear of Carlton Terrace is predominately car parking although the lower two levels benefit from a small terrace or balcony.
- 108. With regards to overlooking it is not considered that the proposal will have much of an impact upon residents of Carlton Terrace due to the distances involved, the careful positioning of windows and the provision of obscure glazing. The rear elevation of the Queens Road block faces onto the rear of Carlton Terrace; however the windows have been angled in order to direct any views away from the neighbouring properties. Local residents did raise concerns regarding overlooking from the roof terrace but the roof terraces have now been omitted from the proposal which has helped to overcome the previous reason for refusal.
- 109. With regards to loss of light and overshadowing, there was concern that the previous application would have a detrimental impact upon some of the residents of Carlton Terrace. A sunlight/daylight assessment was submitted with the application and the modelling which was undertaken found that 15 of the ground and first floor windows failed to achieve the BRE standards for vertical sky component (VSC) as a result of the development (although eight of these windows failed without any development due to the presence of canopies). Six windows failed to meet the required sunlight analysis (although all have canopies so currently fail to meet the required standard) and in terms of winter sunlight there were three windows on the ground floor which did not meet the recommendations.
- 110. Modelling has been re-run following the reduction in height and the reduction in the length of the Queens Road wing and the findings are that 12 windows and doors out of 96 now currently do not meet BRE recommendations for VSC (daylight).

Presently ten windows and doors do not currently meet the BRE recommendations for VSC largely due to the presence of the canopies. For example W46 is a window at upper ground floor level which has a canopy. This window fails the BRE test for 27% VSC even prior to the erection of the development with only 13% VSC at present. The two apertures (one window and one door) which currently meet BRE recommendations but will fail to achieve 27% VSC as a result of the development (W1 and W2) only marginally fail to achieve 27% Vertical Sky Component by achieving values of 26.49 and 24.99.

- 111. With regards to sunlight, 4 windows do not meet recommendations for sunlight but all four windows are protected by canopies. 2 windows at lower ground floor level do not meet recommendations for winter sunlight however in terms of winter sunlight the effect will be imperceptible given two adjacent windows serve the same room, which in each instance, continue to meet BRE winter sunlight recommendations post development.
- 112. The failure for all windows and doors to meet this standard does not automatically mean that an application should be refused and in this instance it is also important to note that 10% of windows currently fail to meet the minimum recommendation prior to development occurring. On the basis of the information submitted it is considered that the scheme has been amended in a way that means that the proposal will not result in harm to neighbouring residents. Loss of light and overshadowing will be minimal and in most cases where there is a failure to meet the standards it is by virtue of the design of Carlton Terrace itself rather than the impact of the proposed development. It is considered that the reduction in the number of units that will experience a slight loss of light has helped overcome the previous reason for refusal.
- 113. Daylight and sunlight analysis has also been undertaken for Norfolk Tower and the Old Bakery (HM Tribunal Services) and the result is that all apertures will meet BRE recommendations post development. Sunlight availability to amenity spaces at Carlton Terrace have also been analysed and the conclusion is that all amenity spaces meet the BRE recommendation for a least 50% of the individual areas to receive at least 2 hours sunlight on 21 March post development.
- 114. When assessing the previous application concern was raised by neighbouring residents and Members regarding noise and in particular noise from the roof terrace. The roof terrace has been removed from the proposal which has helped overcome the previous reason for refusal. It is acknowledged that there may be some noise from future residents using the courtyard and other areas of external space; however within this city centre location, this is not considered to be unusual or of significant harm to justify a refusal.
- 115. It is inevitable that the proposal will have an impact upon future residents of Sentinel House particular due to the height and the distances involved; however measure have been put in place to minimise the impact. The previously proposed privacy screens have been omitted from the scheme as they were considered by Members to create a poor outlook and lack of light to future residents of the development. These have now been replaced by angled windows which will ensure that the living conditions for future residents are good whilst not compromising privacy of future residents of Sentinel House. Overall therefore it is considered that all rooms within Sentinel House will have adequate light and privacy as a result of this proposal and given that the conversion of Sentinel House is still underway any

future residents would be aware of this proposed development before committing to purchasing or renting a flat there.

Living conditions for future residents

- 116. The site will provide accommodation for 252 students. The majority of students will be accommodated within single bedrooms. These are arranged within cluster of five to seven bedrooms and each cluster will have a shared communal space. The single bedrooms are 13-14 sqm which is of a comparable size to the single bedrooms at the recently approved St Stephens Tower and those which are under construction at the former Mecca Bingo Site on All Saints Green. The studios and accessible bedrooms are 21 sqm which is again in line with recently approved student schemes. National space standards do not apply to student accommodation and it is considered that the space provided will ensure that residents are able to live comfortably.
- 117. Some rooms will benefit from more light than others. As part of the previous application there was concern raised by Members that the proposed privacy screens would result in poor levels of light and outlook for future residents. Therefore these have been replaced by angled windows which will mean that more light enters the rooms without resulting in any additional overlooking to future residents of Sentinel House. Angled windows with secondary obscure glazed windows were already proposed on the rear elevation and these were considered to be a good solution as they allowed good levels of light into the rooms whilst not compromising the privacy of Carton Terrace residents. Consideration has also been given to the positioning of windows to prevent overlooking from one block to the other. Overall it is concluded that the internal living conditions for all future residents of the proposed development will be satisfactory or good.
- 118. Although the site is situated within the city centre and is within a relatively constrained site a number of external amenity spaces are provided for the enjoyment of residents. This includes some spaces which are for specific clusters i.e. the basement gardens but there are also some communal spaces i.e. courtyard, square fronting Surrey Street and seating area within St Catherine's Yard Walk. The loss of the roof terraces will reduce the amount of external amenity space; however overall it is still considered that the remaining spaces are of sufficient quality and quantity for the enjoyment of residents.

Noise and air quality for future residents

- 119. The site is situated on Queens Road which forms part of Norwich's inner ring road. A noise impact assessment has been submitted with the application and this concludes that adequate mitigation can be incorporated into the scheme in order that new residents will not be adversely affected by the external noise environment A condition should be attached to any future permission to ensure that the windows meet the standards set out within the report.
- 120. The site is situated within an Air Quality Management Area (AQMA). An air quality assessment has been submitted with the application and this shows that there would be no expected exceedances of the UK air quality objectives at the developments facades and therefore no mitigation is required for the operation of the development. Therefore the windows on all elevations can be fully opening. Notwithstanding the above, due to potential noise from Queens Road it is

considered that the rooms facing onto the inner ring road should have an alternative means of being ventilated so residents do not need to rely on opening windows. It would also be preferable for air for the mechanical ventilation to be drawn from the Surrey Street elevation or from the roof. The mechanical ventilation system can be secured by condition.

121. Furthermore the report makes some recommendations that should be considered during the construction phase of the development. These relate to the construction management of the site and incorporate best practice procedures for contractors. An informative should be attached to any permission requiring considerate construction and a condition is proposed requiring a Construction Method Statement.

Main issue 7: Energy and water

- 122. Key policies and NPPF paragraphs JCS3, DM1, NPPF paragraphs 94 and 96.
- 123. Policy 3 of the Joint Core Strategy sets out that development of 1,000 sqm or more of non-residential floorspace should provide at least 10% of the scheme's expected energy requirements from a renewable, low carbon or decentralised source. A sustainability strategy has been submitted with the application and this identifies that the core principle of the design of the development is to reduce energy use through effective fabric energy efficiency measures. A number of options have been looked at in order to meet the 10% policy requirement which include photovoltaic panels on the roof and an air source heat pump. A condition should be attached to any future permission requiring full details of the preferred option.
- 124. The scheme also needs to incorporate water efficiency measures and again a condition should be attached requiring the development to be designed to meet 110/litres/person/day.

Main issue 8: Flood risk

- 125. Key policies and NPPF paragraphs JCS1, DM5, NPPF paragraphs 100 and 103.
- 126. The site is situated within flood zone 1 'low probability' of flooding and the site area is less than 1 hectare. Therefore a flood risk assessment is not required. The site is also not within a critical drainage area. In accordance with policy DM5 a drainage strategy has been provided which seeks to address surface water runoff and to minimise the risk of flooding.
- 127. Due to the urban nature of the site a number of options are not appropriate; however in this instance it is proposed to have permeable paving, sub-surface attenuation tank and blue and green roofs. Although the proposed run off rate of 5l/s is greater than greenfield runoff, it does provide betterment relative to the existing brownfield runoff rates. Therefore subject to a condition requiring implementation of the approved drainage strategy scheme the LLFA have no objection to the proposed development as it has been demonstrated how surface water drainage will be managed on site without increasing flood risk on the site or elsewhere, in line with National Planning Policy Framework (NPPF).

Main issue 9: Contamination

128. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.

129. A phase I contamination assessment has been undertaken on site and this has identified that additional intrusive testing will be required prior to commencement of work on site. The report does state that it is not considered likely that there is gross contamination which would limit the development potential. Therefore conditions should be attached to any future permission requiring further work and mitigation measures to be carried out.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	No – see main issue 5
Car parking provision	DM31	Yes
Refuse Storage/servicing	DM31	Yes subject to condition
Energy officiency	JCS 1 & 3	Yes subject to condition
Energy efficiency	DM3	
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

131. There are no significant equality or diversity issues. There will be level access to the building and the application includes 10 accessible study rooms.

S106 Obligations

132. The application does not trigger any s106 contributions.

Local finance considerations

- 133. 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. The development is CIL liable with the payment being £50,080.00.
- 134. 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.

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

Conclusion

- 136. The site is allocated for office led mixed use development to include an element of residential development and therefore this application for 252 student bedrooms is a departure from the local plan. The NPPF sets out that where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses should be treated on their merits having regards to market signals and the relative need for different land uses to support sustainable local communities. In this instance it is felt that it is unlikely that the site will be developed in accordance with the site allocation due to a lack of demand for office accommodation and due to a surplus of land currently allocated or committed for employment use. Therefore on balance it is considered that an alternative form of development for student accommodation can be supported, particularly as it can deliver substantial economic benefits for the city centre from the expanding student population, help contribute towards Norwich's five year housing land supply and reduce pressure on the general housing stock.
- 137. The previous application was refused at planning committee in December 2017 as Members felt that the proposal would be overbearing and result in loss of light and privacy to residents of Carlton Terrace and future residents of Sentinel House. Furthermore it was felt that the scale, height and mass of the proposed development failed to respect the character of the adjacent non-heritage asset of Carlton Terrace and other historic building in the conservation area and instead took reference from Sentinel House and Norfolk House.
- 138. The applicant has amended the proposal to try and address these concerns with the main changes being the removal of a storey from the St Katherine's Yard Walk, the reduction in length of the Queens Road wing, the removal of the roof terraces and the replacement of the privacy screens with angled windows.
- 139. It is considered that the combination of these changes have overcome the previous reasons for refusal with the sunlight and daylight study showing that the proposal will now have very little impact in terms of reduction of daylight/sunlight to Carlton Terrace, Norfolk Tower and The Old Bakery. The removal of the roof terraces will reduce opportunities for overlooking and the angled windows will ensure that future residents of the site have sufficient light without compromising the privacy of Carlton Terrace and Sentinel House residents.
- 140. The reduction in height of the St Katherine's Yard Walk wing and the reduction in length of the Queens Road wing will help reduce the overall scale, mass and height of the building. The greatest height and architectural emphasis is focused on the south-west corner adjacent to Sentinel House with the buildings stepping down to the north and east. Although the height proposed at the south-west corner is similar to Sentinel House, the building makes a gradual transition down towards Surrey Street so that there is a sensitive relationship with Carlton Terrace at both ends of the site.
- 141. Furthermore the proposal has the potential to significantly enhance the quality of the streetscene, both along Queens Road and Surrey Street and will provide a new pedestrian connection which would form part of the strategic pedestrian route from

the train station to Brazengate. The proposed footprint makes efficient use of land and it is considered that the stepped height and 'L' shaped footprint will ensure that the building has a strong presence whilst not overdominating views of Carlton Terrace. The fenestration and choice of materials will add visual interest and it is considered that the proposal will have a good relationship with neighbouring buildings. The proposal will therefore result in an enhancement to the conservation area and will help reduce the bland openness that makes this area feel overwhelmingly dominated by its highway function and will also improve the setting of the nearby listed buildings. The proposed hard and soft landscaping will help improve the setting of the building, provide enjoyment for future residents, enhance biodiversity and improve the environment for the general public.

- 142. With regards to highways, it is proposed that the development is car free and student accommodation has relatively low servicing requirements. 152 cycle spaces will be provided for students and 14 cycle spaces will be provided for visitor. Although this is not 1:1 it is considered to be sufficient and can be reviewed in the future. The greatest impact upon the highway will be at the start and end of the academic terms, but this can be mitigated through satisfactory management arrangements which can be conditioned and reviewed in the future.
- 143. Overall therefore the material considerations (namely the lack of market demand for offices and the need for student accommodation, and the social and economic contribution of the proposal to the local economy and city centre) are sufficient to outweigh the presumption of determining the application in accordance with the provisions of the Development Plan, particularly given the absence of a five year housing land supply in the Norwich Policy Area. The proposal will deliver a high quality development on a vacant site within the city centre and will have a positive contribution to the streetscene and this part of the City Centre Conservation area without having a harmful impact upon neighbouring residents. The amendments to the proposal are considered to overcome the previous reasons for refusal and therefore it is recommended that the application is approved.

Recommendation

To approve application no. 18/00437/F - Car Park adjacent to Sentinel House 37 - 43 Surrey Street Norwich and grant planning permission subject to the following conditions:

- 1. Standard time limit:
- 2. In accordance with plans;
- 3. No works above ground until following details agreed:
 - (a) Materials for walls (including brick bond and mortar),
 - (b) Materials for roof (including green and blue roof)
 - (c) Windows and doors (including lintels and cils, glazing frames and profiles, opaque glazing and reveals)
 - (d) Rainwater goods, fascias, bargeboards
 - (e) Privacy louvres
 - (f) Bat an bird boxes.
- 4. Works to be carried out in accordance with archaeology written scheme of investigation. No occupation until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the archaeological written scheme of investigation and provision made for analysis, publication and dissemination of results and achieve deposition has been secured.
- 5. Stop work if unidentified features revealed

- 6. No works until a scheme to deal with contamination has been agreed.
- 7. No occupation until a verification plan and a proposed monitoring, maintenance and contingency plan has been agreed.
- 8. Stop work if unknown contamination found.
- 9. Piling or any other foundation designs using penetrative methods shall only be permitted with written consent of the LPA.
- 10. With the exception of site clearance, archaeology, tree protection works and ground investigation no development shall take place until slab levels have been agreed.
- 11. No occupation until implementation of the approved surface water drainage scheme.
- 12. No occupation until obscure glazing installed in accordance with the plans.
- 13. No occupation until external lighting agreed and implemented.
- 14. No works above ground until fire hydrant provision agreed.
- 15. No works above ground until scheme for generating a minimum of 10% of the predicted energy requirement from decentralised renewable and/or low carbon sources has been agreed.
- 16. The development shall be designed to meet 110 litres/person/day water efficiency.
- 17. Works to be carried out in accordance with AIA, AMS.
- 18. No occupation until landscaping scheme has been approved.
- 19. No occupation until a scheme has been agreed for the maintenance of trees with the public car park.
- 20. Bird nesting season.
- 21. No occupation until following details agreed:
 - a) Cycle storage and parking for residents and visitors to the site.
 - b) Servicing, including waste and recycling bin storage and collection facilities.
- 22. No occupation until the vehicular access have been constructed and made available for use in accordance with the approved plans.
- 23. Removal of permitted development rights for boundary treatments.
- 24. No occupation until changes to waiting restrictions facilitated by a Traffic Regulation Order has been secured by the Highway Authority.
- 25. Travel information to be made available in accordance with the approved travel plan. To be maintained and reviewed in accordance with agreed details.
- 26. No occupation until details of the parking and management arrangements for dealing with the arrival and departure of residents at the beginning and end of the academic terms shall be agreed. This should include details of a review mechanism.
- 27. No works until a Construction Method Statement has been approved.
- 28. No works above ground until details of plant, machinery and mechanical ventilation system have been agreed.
- 29. No occupation until a management plan has been approved.

Informatives:

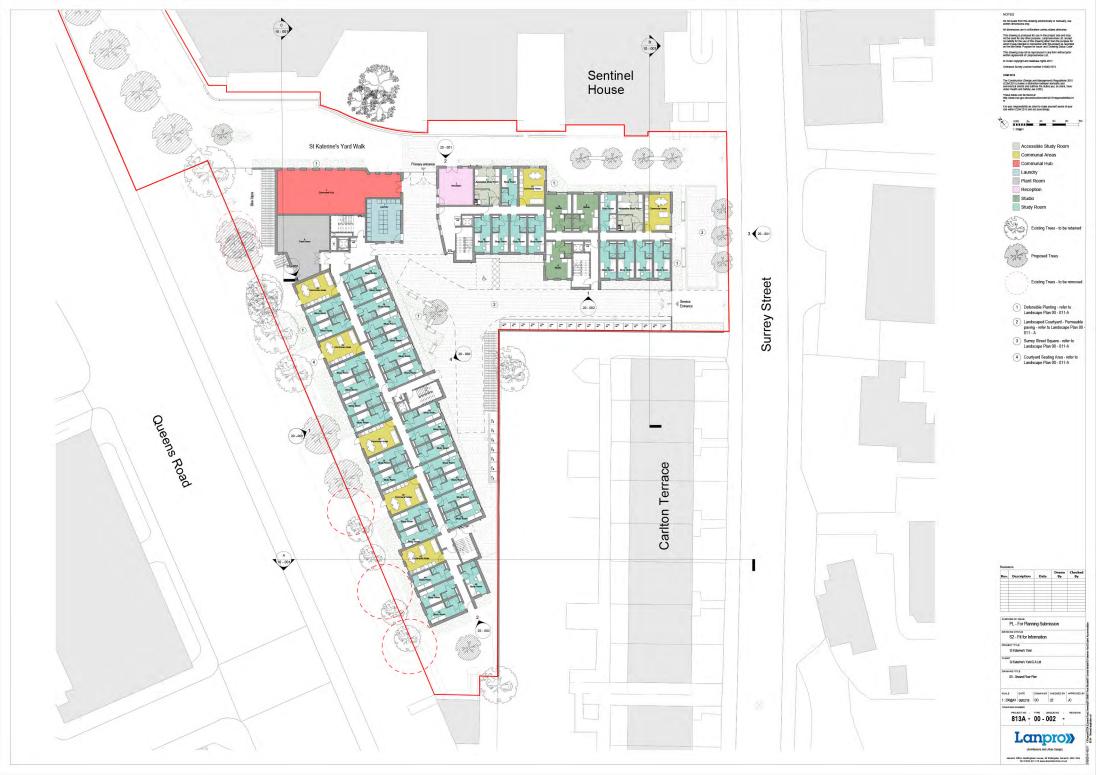
- 1. Archaeological Brief and Norfolk Historic Environment Record
- 2. No entitlement to on-street parking permits
- 3. Refuse bins and collection arrangements to be arranged prior to first occupation
- 4. Highway works required relocation of a street light, relocation of the school sign, footway crossover, reinstated waiting restrictions
- 5. Construction working hours
- 6. Details of windows (condition 3(c)) to include information to demonstrate that the windows comply with the recommendations within the noise impact assessment

7. Anglian Water assets affected

Article 35(2) Statement

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







Studio
Study Room

PL - For Planning Submission RXWAND STATUS S2 - Fit for Information

PROJECT NO 1796 UNIQUE NO REVISE 813A - 00 - 003 -

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Studio
Study Room

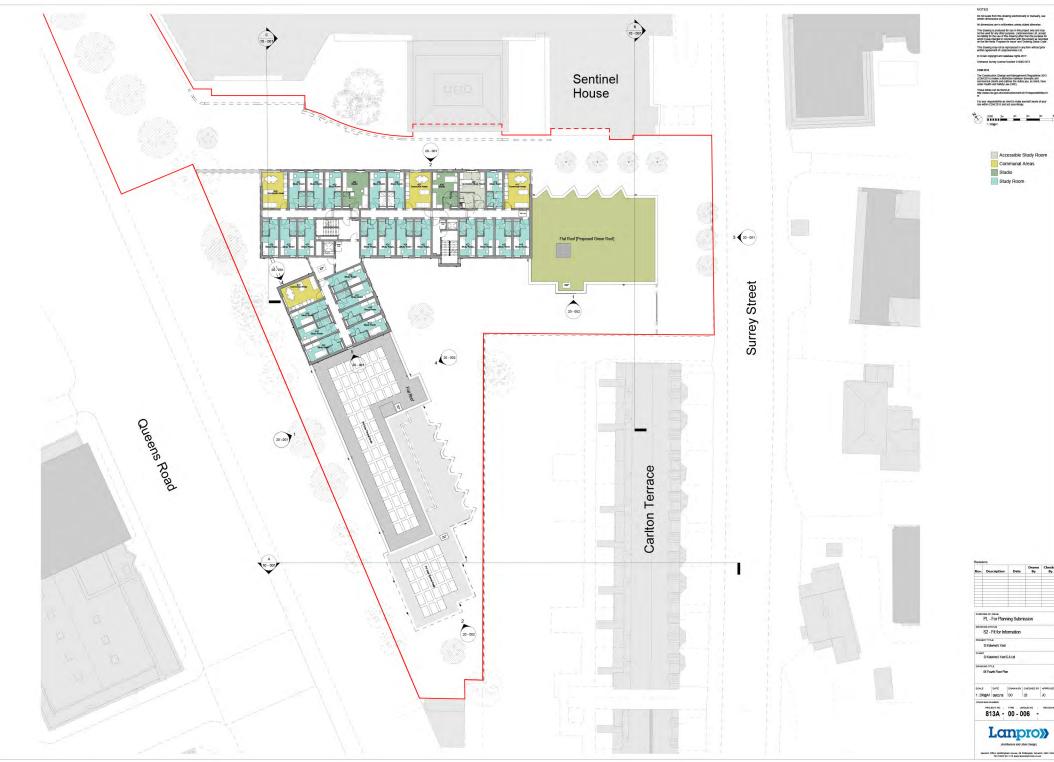
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Accessible Study Room
Communal Areas
Studio
Study Room

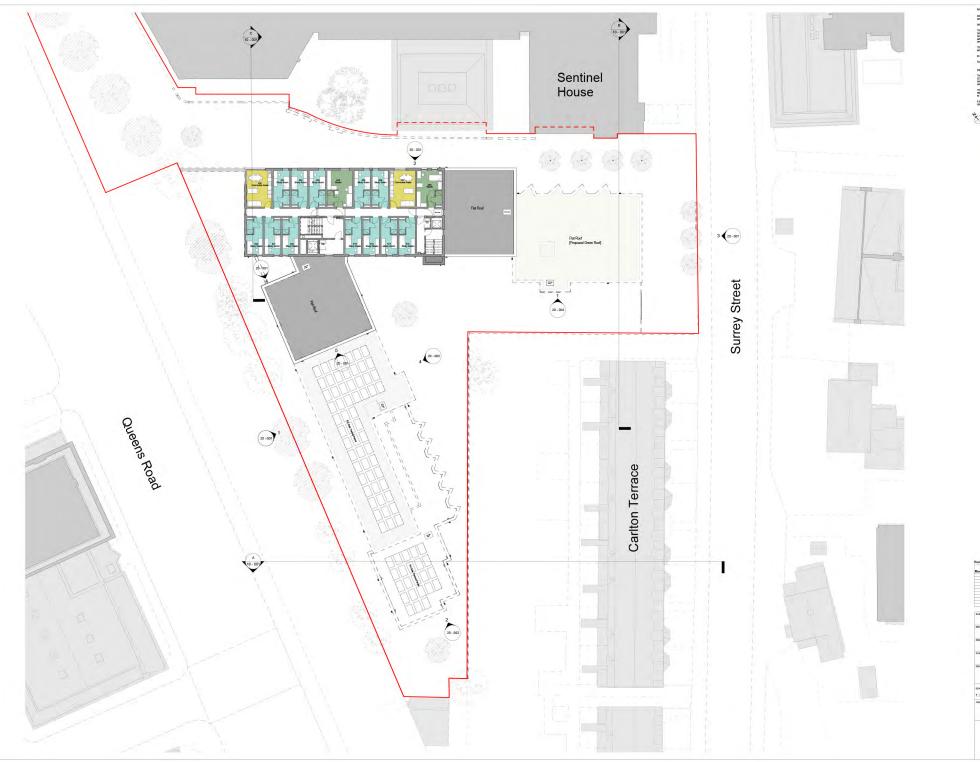
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Accessible Study Room
Communal Areas

Studio Study Room

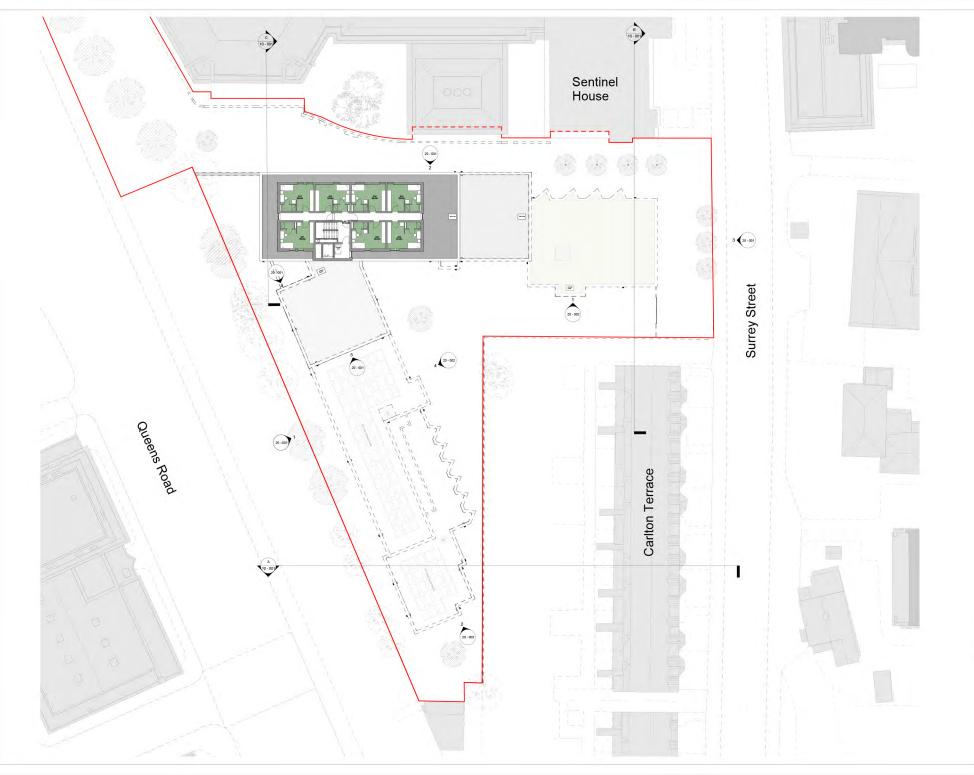
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Communal Areas
Studio
Study Room

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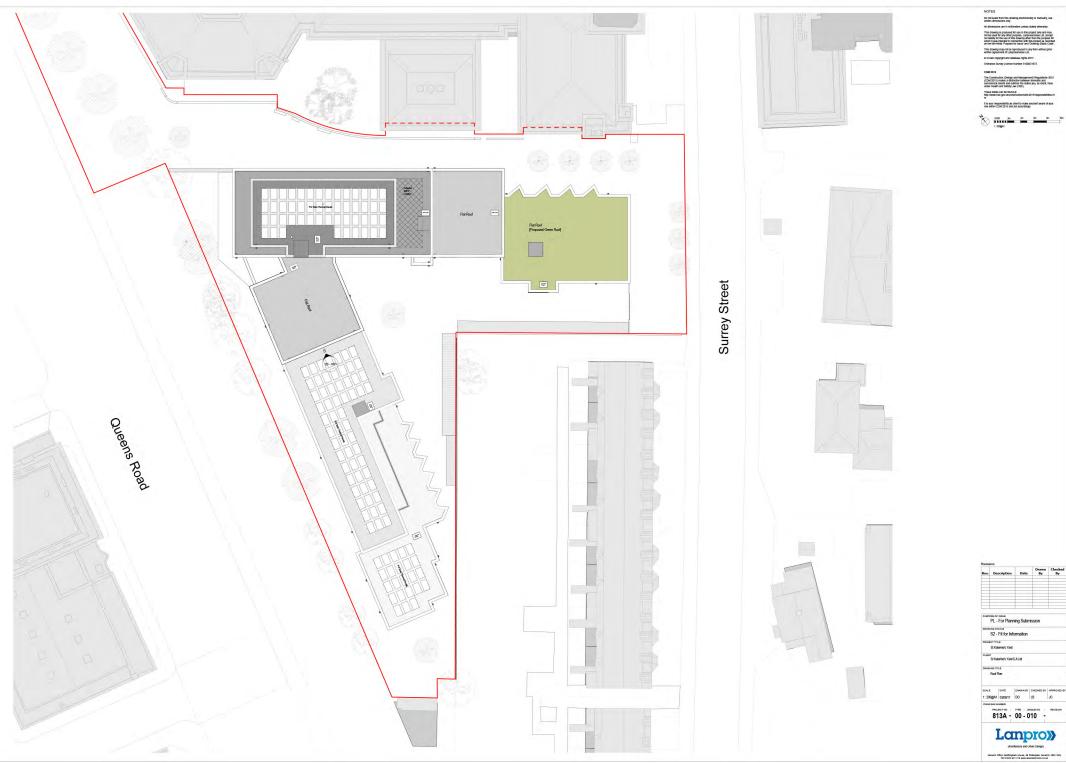
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PL - For Planning Submission DRAWING STATUS

\$2 - Fit for Information

PROJECT TITLE

\$1 Katerins's Yard

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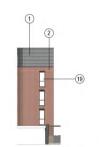
Roof Plan



Queens Road



St Katerine's Yard Walk



Queens Road - End of 5 Storey block



Queens Road -South East Elevation 1:200



IN - For Information SO - Work in Progress St Katerine's Yard St Katerine's Yard S.A.Ltd 00ALE DATE DRAWNBY CHECKED BY APPR 1:200@A1 0602/18 DO LB JC 813A - 20 - 001 -Lanpro

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6 Red Brick Expressed Panels 7 Buff Brick

 Perforated Metal Privacy Screens - Flat Bronze
 Colour [NOT USED]
 Corten effect metal cladding (10) Corten effect metal cladding (11) Red Expressed Brick

(12) Panel to Match Windows - Flat Bronze Colour (13) Grey Metal Rainwater Goods

(14) Window [Coloured Frame: Grey in Metal Cladding Flat Bronze Colour in Brick/ Render]

(16) Metal Cladding to Match Windows - Flat Bronze Colour 17) Privacy Louvres to Roof Terrace [NOT USED] (18) Glass Screen to Roof Terrace [NOT USED] (19) Obscured Glazing

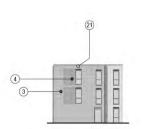
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Colour
(21) Bird [Swifts]/ Bat boxes to be integrated into Brick
Elevations [South-East & North East] at high
level.

(15) White Render

Surrey Street 3 Surre



Internal Courtyard - South East 1:200



2 South East Elevation



Internal Courtyard - North East

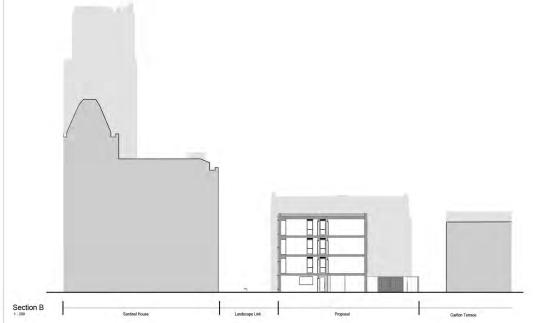
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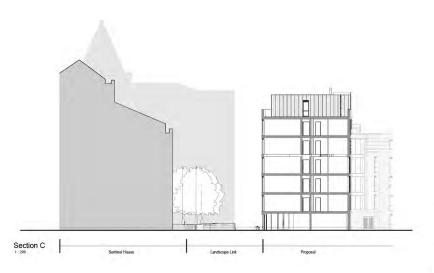
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- 17) Privacy Louvres to Roof Terrace [NOT USED]
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 - (19) Obscured Glazing
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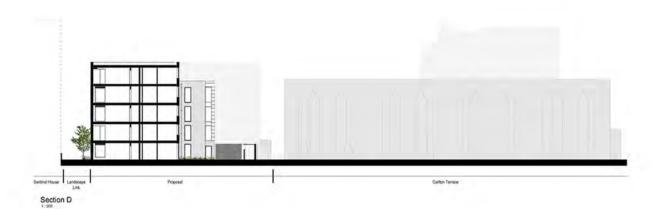


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Section Plan D & E



Section E





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Revisions

Rev.	Description	Date	Drawn By	Checked By

PURPOSE OF	ISSUE		

For Planning Submission

DRAWING STATUS

S2 - Fit for Information

PROJECT TITLE

St Katerine's Yard

CLIENT St Katerine's Yard S.A Ltd

DRAWING TITLE

Queens Road View - Artist Impression

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED BY
NTS	03/08/17	DO	LB	JC

DRAWING NUMBER

PROJECT NO | TYPE | UNIQUE NO | REVISION

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PURPOSE OF ISSUE

PL - For Planning Submission

DRAWING STATUS

S2 - Fit for Information

PROJECT TITLE

St Katerine's Yard

CLIENT St Katerine's Yard S.A Ltd

DRAWING TITLE

Internal Courtyard View - Artist Impression

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED BY
NTS	08/04/17	DO	LB	JC

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PROJECT NO | TYPE | UNIQUE NO | REVISION

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PROJECT TITLE

St Katerine's Yard

CLIENT St Katerine's Yard S.A Ltd

DRAWING TITLE

Surrey Street View - Artist Impression - Looking

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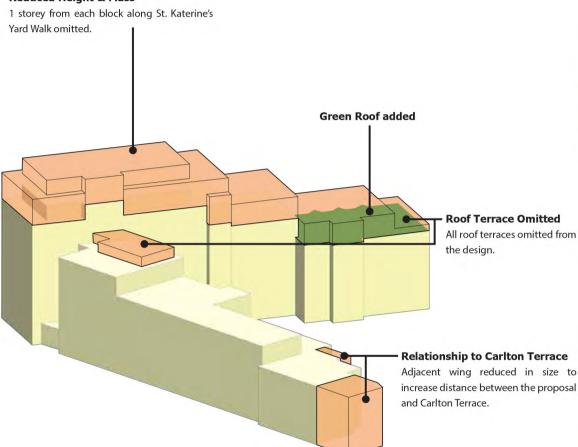


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Reduced Height & Mass









Elevations - Comparative mass & scale against previous application