



NORWICH
City Council

Planning applications committee

Date: Thursday, 08 November 2018

Time: 10:00

Venue: Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

Committee members:

Councillors:

Driver (chair)
Maxwell (vice chair)
Bradford
Button
Henderson
Malik
Peek
Raby
Ryan
Sands (M)
Stutely
Trevor
Wright

For further information please contact:

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Briefing session

There will be an informal briefing session for members of the committee at 9:00 in the Mancroft room.

Information for members of the public

Members of the public and the media have the right to attend meetings of full council, the cabinet and committees except where confidential information or exempt information is likely to be disclosed, and the meeting is therefore held in private.

For information about attending or speaking at meetings, please contact the committee officer above or refer to the council's website



If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.

Agenda

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| 1 Apologies | |
| To receive apologies for absence | |
| 2 Declarations of interest | |
| (Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting) | |
| 3 Minutes | 5 - 14 |
| To approve the minutes of the meeting held on 11 October 2018 | |
| 4 Site Visit Anglia Square - Friday, 9 November 2018 at 8:30 am | |
| To agree to hold a site visit to Anglia Square on Friday, 9 November 2018 at 8:30 am. | |
| 5 Planning applications | |
| Please note that members of the public, who have responded to the planning consultations, and applicants and agents wishing to speak at the meeting for item 4 above are required to notify the committee officer by 10:00 on the day before the meeting. | |
| Further information on planning applications can be obtained from the council's website:
http://planning.norwich.gov.uk/online-applications/ | |
| Please note: | |
| <ul style="list-style-type: none">• The formal business of the committee will commence at 10:00;• The committee may have a comfort break after two hours of the meeting commencing.• Please note that refreshments will not be provided. Water is available | |

- The committee will adjourn for lunch at a convenient point between 13:00 and 14:00 if there is any remaining business.

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Date of publication: **Wednesday, 31 October 2018**



Planning applications committee

9:30 to 13:00

11 October 2018

Present: Councillors Driver (chair), Maxwell (vice chair), Bradford, Brociek-Coulton, Button (substitute for Councillor Trevor), Malik, Peek, Raby, Ryan, Sands (M), Stutely (from end of item 2) and Wright

Apologies: Councillors Henderson and Trevor

1. Declarations of interest

Councillor Wright declared a pecuniary interest in item 11 (below), Prospect House Development Brief, as a shareholder in Archant, the site owner.

2. Minutes

RESOLVED to approve the accuracy of the minutes of the meeting held on 13 September 2018, subject to:

- (1) correcting the date to 13 September 2018;
- (2) in respect of the resolution for Item 7, Application no 18/00112/F - Land between 18 and 20 , West, Norwich, for clarification as the reasons for refusal in policy terms subsequently provided by the head of planning services are identical for both of the reasons given by the committee, inserting the committee's reasons as a heading.

3. Application no 18/00973/F - Union Building 51 - 59 Rose Lane, Norwich

The planner presented the report with the aid of plans and slides.

In reply to a member's question, the planner explained that this application to extend the outside seating area would not require additional transport measures as these had been adequately addressed when the premises became a restaurant, under application no 16/00129/F.

The chair moved and the vice chair seconded the recommendations as set out in the report.

RESOLVED, unanimously, to approve application no. 18/00973/F - Union Building 51 - 59 Rose Lane Norwich, and grant planning permission subject to the following conditions:

1. In accordance with plans;
2. Only to be open between 7am-midnight;

3. Acoustic barrier and amplification equipment as set out within the noise impact assessment to be retained in perpetuity and not to be modified without express consent;
4. No plant to be installed without consent.

4. Application no 18/01065/F - Paston House 11 - 13 Princes Street, Norwich, NR3 1AZ

The area development manager (inner) presented the report with the plans and slides. He referred to the supplementary report of updates to report which was circulated at the meeting. The applicant had submitted details of cycle parking and a waste management plan which were considered acceptable.

During discussion the area development manager (inner) referred to the report and answered members' questions. The applicant had removed the proposed car lift and parking element from the application, however, objections to this had not been withdrawn. Members were advised that should the car lift be installed it would be subject to planning enforcement. Access to the cycle parking would be off Princes Street. There was a car club parking bay in nearby Redwell Street. The units complied with minimum space standards.

The chair moved and the vice chair seconded the recommendations as set out in the report.

A member commented that it was disappointing that this was a retrospective application. Members agreed that a strong message should be given to developers to ensure that they applied for planning consent prior to development.

RESOLVED, unanimously, to approve application no. 18/01065/F - Paston House 11 - 13 Princes Street Norwich NR3 1AZ and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. No plant or machinery;
4. Details of cycle parking;
5. Bin storage to be provided prior to occupation;
6. Waste Management Plan;
7. Water efficiency.

Informatives:

No parking permits

Article 35(2) statement

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework (2018) 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.

5. Application no 18/00639/F and 18/00640/L- 45 - 51 London Street, Norwich, NR2 1HX

The planner presented the report with the aid of plans and slides. She also referred to the supplementary report of updates to reports which was circulated at the meeting and contained a summary of the conservation and design officer's consultation response.

The planner referred to the report and answered members' questions. She explained that the listed building status constrained the measures that could be taken to make the building Disability Discrimination Act (DDA) compliant. It was not possible to extend the lifts and disabled access would be limited to the ground floor. There were private dining rooms in the basement and first floor which would not be accessible for people in wheelchairs. She explained that because of the constraints of the building there would be baby changing facilities in the accessible ground floor WC and an ambulant user WC based in the basement. Members were advised that the applicant had requested a wooden floor in the Banking Hall and that it would not be original as the floor appeared to have been originally tiled. The current carpet tiles would be lifted to examine the underlying floor covering as part of the material details condition. Members were also advised that the signage would be subject to a separate planning application. Environmental protection officers had advised on the proposed opening times for the restaurant which would be between 07:00 to 23:00.

The chair commented that the vault did not have any windows. The planner explained that as Bedford Street was on a slope, the fire escape access for the basement would therefore be through the existing door onto Bedford Street.

The chair moved and the vice chair seconded the recommendations as set out in the report.

Members welcomed the proposal but regretted the loss of a banking facility. The proposal would ensure that this listed building would not remain vacant but put to good use. A member thanked the applicant for the front ramp and said that the provision of changing places should be encouraged. A member said that it was a shame that the lift could not be made to be DDA compliant.

RESOLVED, unanimously, to approve:

- (1) application no. 18/00639/F - 45 - 51 London Street Norwich NR2 1HX and grant planning permission subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans;
 3. Heritage Interpretation;
 4. Not open to public between 07:00 to 23:00;
 5. Restricted delivery hours (07:00 to 19:00);
 6. Submission waste disposal details;
 7. Construction method statement.

- (2) application no. 18/00640/L - 45 - 51 London Street Norwich NR2 1HX and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of the ramp to be submitted;
4. Details of the ground floor flooring to be submitted;
5. Any damage made good;
6. Localised repair and making good to retained fabric;
7. Any archaeological, architectural and/or historic features not previously identified

Article 31(1)(cc) statement

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has approved the application subject to appropriate conditions and for the reasons outlined in the officer report.

6. Application no 18/01177/F - 9 Clabon Second Close, Norwich, NR3 4HQ

The planner presented the report with the aid of plans and slides. During the presentation, the planner referred to the supplementary report of updates to reports which was circulated at the meeting, and said that an additional elevation drawing had been received that better illustrated the relationship with the neighbouring property. Members were also advised that other houses in the area also been extended.

The chair moved and the vice chair seconded the recommendations as set out in the report.

RESOLVED, unanimously, to approve application no. 18/01177/F - 9 Clabon Second Close Norwich NR3 4HQ and grant planning permission subject to the following conditions:

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

7. Application no 18/01154/F - 2 Mornington Road Norwich NR2 3NB

The planner presented the report with the aid of plans and slides. He referred to the supplementary report of updates to reports which was circulated at the meeting. The outbuilding was not to be removed but it was proposed that it was refigured to cause less harm to the adjacent listed terrace. The committee should also consider authorising enforcement action. Members were also advised that the plans on page 81 of the agenda papers related to another application for this site and had been attached to the report in error.

Councillor Malik, Nelson ward councillor, said that he was not predetermined in this case. He referred to the planning history of the site and said that the applicant had now submitted an application. However, before the March 2018 meeting of the committee, the applicant but had not been notified by officers that the council was seeking enforcement action at that meeting. He considered that the applicant had submitted a planning application to refigure the outbuilding and it was therefore not

necessary for the committee to authorise enforcement action. The area development manager (outer) confirmed that procedures had subsequently been reviewed to ensure that when enforcement was being considered and that the relevant parties were notified.

In reply to a question from Councillor Malik, the area development manager (outer) said that due to changes in Data Protection legislation, letters or comments where the correspondent could be identified, were no longer published on the website but could be made available to interested parties on request.

Discussion ensued in which the planner referred to the report and answered members' questions relating to the height of the fencing and the reduced impact that it would have on the adjacent terrace.

The chair moved and the vice chair seconded the recommendations as revised above.

The area development manager (outer) explained that members were being asked to authorise enforcement action to reconfigure the outbuilding at this stage because there was no guarantee that the applicant would start the building work and would avoid the necessity of bringing a further report to a future meeting of the committee seeking authority for enforcement action.

RESOLVED, unanimously, to:

- (1) approve application no. 18/01154/F - 2 Mornington Road Norwich NR2 3NB and grant planning permission subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans;
 3. Outbuilding to be painted / stained prior to use.

- (2) authorise enforcement action up to and including prosecution in order to:
 1. secure the reconfiguration of the existing outbuilding as per drawing no 872/11;
 2. making good of the highway;
 3. removal of all demolished materials from site;
 4. provision of a replacement 1.5m high fence/gates.

(The committee adjourned for a short period at this point and reconvened with all members listed above as present.)

8. Enforcement Case 18/00003/ENF – Land at Holt Road, Norwich

The senior planner presented the report with the aid of plans and slides. He explained that the officer recommendation remained that the land use was not acceptable and that enforcement action should be taken, as set out in the appended report to the committee on 9 August 2018, but acknowledged that members of the committee might be minded to under enforce the breach in planning consent and require a number of measures to overcome the primary planning concerns.

The resident addressed the committee. He said that the gate was 12 metres from the highway and opened inwards. It was not necessary to move the fence back or reduce its height as it would be screened by the hedge. He also commented that he had cleared the rubbish and queried the veracity of the newspaper report that his horses had escaped.

During discussion the senior planner, together with the area development manager (outer), referred to the report, and replied to the resident's comments and members' questions. The gate was in excess of the highways requirement but the condition was to ensure that the gate was at least 5 metres from the carriageway and highway verge and not breached in the future. The proposal to reduce the fence was to improve its appearance whilst the hedge was established. There was damage to the left hand side of the fence. The escape of the animals was not a planning matter for the members to take into consideration but it was practice to report all comments received to the committee. Members were advised that the site was not registered with the Land Registry and its boundaries were dependent on the adjacent sites. Reference could be made to highways adoption plans to ascertain the extent of the grass verge. Councillor Maxwell said that she considered that the site was not suitable for a residential dwelling given its location and proximity to the airport.

During discussion the committee sought further information about under-enforcement and the list of conditions as set out in paragraph 4 of the report. In reply to a question the senior planner said that there was no indication when the additional pitches at the Swanton Road site would become available.

The chair and vice chair moved the recommendations to take out enforcement action to secure the cessation of the use of the site, deferred for 18 months, as set out in the report to the committee dated 9 August 2018 and appended to the report as appendix A.

Discussion ensued in which members commented that they would prefer under enforcement, as set out in paragraph 4 of the report. This was a unique case and there were no other sites currently available for this family. A member said that the committee should have regard to the Human Rights Act. Councillor Ryan said that this case highlighted the under provision of sites for the Traveller and Gypsy community in the Norwich area and that specific sites were preferable than granting permission for small sites in an adhoc fashion. The site was not suitable for a residential dwelling. The chair pointed out that the city council had a better record of providing sites for the Traveller and Gypsy community than many district councils. He agreed to withdraw his motion having listened to members of the committee.

The chair then moved the recommendations as set out in paragraph 4 of the report, though suggesting in his opinion that it was not necessary to reduce the height of the fence which could be stained a darker colour to be make it less obtrusive. Councillor Brociek-Coulton seconded the motion.

During discussion on the treatment of the fence a member suggested that it would weather naturally. The committee considered that the fence should be maintained to ensure that animals could not get on to the road or adjoining land and the site should be kept clean and tidy to avoid danger to aircraft from rubbish blowing around. Several members considered that under enforcement would be a good compromise.

Councillor Wright said that he was minded to support the officer's original recommendation.

Following further conversation, the chair agreed to delete paragraph (d) *A requirement to set the boundary fence back by 2m and reduce its height to no higher than 1.8m* from the list of measures contained in his motion, and not requiring the fence to be either stained or painted. On being put to the vote it was:

RESOLVED with 8 members voting in favour (Councillors Brociek-Coulton, Button, Raby, Malik, Sands, Peek, Stutely and Bradford), 3 members voting against (Councillors Maxwell, Wright and Ryan) and 1 member abstaining from voting (Councillor Driver, because he considered that the fence should be stained), to approve an enforcement notice that will require the following measures (for the reasons as set out in paragraph 4 (a), (b), (c), (e) and (f) of the report):

1. A requirement that the site be occupied for residential purposes by the particular individual concerned and his immediate family only and should the family cease to occupy the land for residential purposes the use of the land for residential purposes shall cease and all caravans and portaloos shall be removed from the land.
2. A requirement that no more than two caravans be stationed on the land for the purposes of residential occupation.
3. A requirement to limit the extent of the residential curtilage to a defined area close to Holt Road. No caravans shall be sited outside of this area.
4. A requirement to plant a hedge along the frontage of the boundary to screen the fence
5. A requirement to ensure that any access gates shall be hung to open inwards, set back, and thereafter retained a minimum distance of 5 metres from the near channel edge of the adjacent carriageway.

9. Enforcement Case 18/00080/ENF – 15 Suckling Avenue, Norwich, NR3 2SY

The planner presented the report with the aid of plans and slides.

The chair moved and the vice chair seconded the recommendations as set out in the report.

During discussion members noted that the importance of Suckling Avenue as the gateway to the Mile Cross Estate, the first purpose built council estate in Britain. The cycle shed was considered to be obtrusive and detrimental to the street scene. Members noted that it was possible to store bicycles at the rear of the property.

RESOLVED to authorise enforcement action up to and including prosecution in order to secure removal of bike shed/shed.

10. Review of the scheme of delegation

The area development manager (inner) presented the report.

During discussion the area development manager (inner) and the area development manager (outer) referred to the report and explained the rationale behind the proposed changes to the committee's delegations. Several members expressed their concern that the democratic process was being removed from the determination of enforcement cases, smaller household applications, tree preservation orders and the timing of the receipt of objections. Members were advised that there was member call-in and, where the case was controversial, officers would refer applications/cases to be determined by the committee rather than determined under delegated powers. The amended delegations would allow the committee more time to consider significant planning applications and would reduce officer time in the production of reports.

RESOLVED with 7 members voting in favour (Councillors Driver, Maxwell, Ryan, Button, Peek, Stutely and Bradford) and 5 members voting against (Councillors Wright, Brociek-Coulton, Raby, Malik and Sands) to approve, for use with immediate effect, the changes to the scheme of delegation as summarised in this report and as set out below:

A. Planning applications, conservation area applications, listed building applications and hazardous substances consent applications

All applications will be determined by the head of planning services with the exception of the following:

(1) approval of major¹ planning applications if:

- (a) subject to one or more objection raising material planning issues provided that said objections are received within the statutory consultation period or, in the case of revised plans, any subsequent formal consultation period; or
- (b) the proposal would represent a serious departure from the development plan.

(2) approval of non-major² applications if:

- (a) subject to two or more objections from neighbours and/or other third parties citing material planning issues provided that said objections are received within the statutory consultation period or, in the case of revised plans, any

¹ major is defined by central government as applications for 10 or more dwellings, outline applications for residential development on sites over 0.5ha, or offices, research, industrial, warehousing or retail development over 1,000 sq m or over 1ha for outline applications.

² the opposite of major as defined above.

subsequent formal consultation period;

(b) there is a petition signed by 50 or more local residents (identically worded letters will be treated as a petition); or

(c) the proposal would represent a significant departure to the approved development plan.

(3) Where a member of the city council requests, within 14 days of the publication of the weekly lists, and an appropriate planning justification is made, that the application be referred to the committee for decision.

(4) Applications submitted by a member of the city council, a member of staff employed in the planning service or who works in a professional capacity in a field closely related to the planning service or their immediate family defined as husband / wife / partner / son / daughter / mother / father / brother / sister /and equivalent in-laws as either applicant or agent.

B. Prior notifications

All applications will be determined by the head of planning services with the exception of the following:

(1) In the case of telecoms cabinets, masts or antennae under Part 25 of The Town and Country Planning (General Permitted Development) Order 2015 as amended which are subject to two or more objections from neighbours and/or other third parties citing issues of siting and/or appearance (these being the only matters for which prior approval is required) that the head of planning's decision must be subject to consultation with the chair and vice chair of the planning applications committee if one or more ward councillors so request within 21 days of advertisement, neighbour consultation or publication of the weekly list.

C. Planning enforcement

All decisions will be made by the head of planning services.

D. Tree Preservation Orders (TPOs) and applications for tree works in conservation areas or protected by TPOs

All decisions will be made by the head of planning services with the exception of:

(1) The confirmation of a tree preservation order served where there are 5 or more objections to that order **unless** the order relates to a site upon which there is an existing order.

E. Applications for Permission in Principle and for Technical Details Consent

All decisions will be made by the head of planning services.

F. Other

Any Items which the director of regeneration and development considers appropriate to refer to the planning applications committee.

11. Prospect House Development Brief

(Councillor Wright having declared an interest in this item below left the meeting at this point.)

The design, landscape and conservation manager presented the report.

Discussion ensued in which the design, landscape and conservation manager, together with the area development manager (inner), referred to the report and the development brief, and answered members' questions.

Members considered that it was important for the local economy to retain good quality office space on the site as well as providing new homes. A member said that he had worked in Prospect House and that it was not a functional building. No timetable had been given for the vacation of the building but members expressed an aspiration that Archant would remain on the site in the new office space.

Discussion ensued on the heights of the buildings and members noted the sloping aspect of the site. Members also noted that there would be one bedroom apartments which would be for the general housing market and social housing, and were not intended for student accommodation with shared communal areas. The proposal was for a high quality development with a range of heights and pedestrian routes through the site.

Members were advised that the development plan took into account the application of affordable housing.

RESOLVED, unanimously, to approve the Prospect House development brief as attached to the report as appendix 1.

CHAIR

Item No	Application/ case no	Location	Case officer	Proposal	Reason for consideration at committee	Recommendation
5(a)	18/01082/F and 18/0183/L	Norwich Castle Museum and Art Gallery	Joy Brown	Internal and external alterations to the Castle Keep involving the removal of existing floor levels and the installation of new floor levels, creation of new gallery space, removal of the existing lift and its replacement with a new lift and stairs to a new roof viewing platform, the creation of new and enlarged openings within the Keep walls and the development of a bridge-link via the eastern elevation. Internal and external alterations to provide a new museum entrance and revised access arrangements, new café, lift, shop and reception areas. The erection of extensions above existing development within the perimeter walls and the installation of a further new lift.	Objections and City application or site	Approve
5(b)	18/01315/F	Barn Road Car Park, Barn Road	Joy Brown	Construction of 302 student bedroom courtyard development above a car park of 128 spaces and associated landscaping.	Objections, city council application or site; and significant departure from development plan	Approve
5(c)	16/01889/O	Land west of Eastgate House, 122 Thorpe Road	Rob Webb	Outline application for the erection of 20 no. apartments including associated parking and amenity space.	Objections	Approve
5(d)	18/00062/F & 18/00063/L	Land at St Faiths House, Mountergate	Lara Emerson	Demolition of existing commercial buildings and redevelopment of site to include construction of 17 no. dwellings and commercial ground floor fronting Mountergate. Conversion and change of use of St Faiths House to 5 no. residential flats (Class C3) (revised scheme).	Objections	Approve

Item No	Application/ case no	Location	Case officer	Proposal	Reason for consideration at committee	Recommendation
5(e)	18/01104/F	2 Quebec Road	Lara Emerson	Single storey side and rear extension.	Objections	Approve
5(f)	18/01062/NF3	Heigham Park Recreation Road	Lee Cook	Construction of 3 all-weather hard tennis courts with flood lighting, on the grass courts.	Objections and city council application or site	Approve
5(g)	18/01026/F	The Alders, Cooper Lane	Maria Hammond	New dwelling	Objections and departure from development plan	Approve
5(h)	18/00338/F	152 Gipsy Lane	Charlotte Hounsell	Two storey and single storey rear extension to form 2 no. self-contained flats.	Objections	Approve

STANDING DUTIES

In assessing the merits of the proposals and reaching the recommendation made for each application, due regard has been given to the following duties and in determining the applications the members of the committee will also have due regard to these duties.

Equality Act 2010

It is unlawful to discriminate against, harass or victimise a person when providing a service or when exercising a public function. Prohibited conduct includes direct discrimination, indirect discrimination, harassment and victimisation and discrimination arising from a disability (treating a person unfavourably as a result of their disability, not because of the disability itself).

Direct discrimination occurs where the reason for a person being treated less favourably than another is because of a protected characteristic.

The act notes the protected characteristics of: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The introduction of the general equality duties under this Act in April 2011 requires that the council must in the exercise of its functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by this Act.
- Advance equality of opportunity between people who share a relevant protected characteristic and those who do not.
- Foster good relations between people who share a relevant protected characteristic and those who do not.

The relevant protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

The council must in the exercise of its functions have due regard to the need to eliminate unlawful discrimination against someone due to their marriage or civil partnership status but the other aims of advancing equality and fostering good relations do not apply.

Crime and Disorder Act, 1998 (S17)

- (1) Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its

various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.

- (2) This section applies to a local authority, a joint authority, a police authority, a National Park authority and the Broads Authority.

Natural Environment & Rural Communities Act 2006 (S40)

- (1) Every public authority must, on exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity.

Planning Act 2008 (S183)

- (1) Every Planning Authority should have regard to the desirability of achieving good design

Human Rights Act 1998 – this incorporates the rights of the European Convention on Human Rights into UK Law

Article 8 – Right to Respect for Private and Family Life

- (1) Everyone has the right to respect for his private and family life, his home and his correspondence.
- (2) There shall be no interference by a public authority with the exercise of his right except such as in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the rights and freedoms of others.
- (3) A local authority is prohibited from acting in a way which is incompatible with any of the human rights described by the European Convention on Human Rights unless legislation makes this unavoidable.
- (4) Article 8 is a qualified right and where interference of the right can be justified there will be no breach of Article 8.

Report to Planning applications committee

Item

8 November 2018

Report of Head of planning services

Subject Applications 18/01082/F and 18/01083/L - Norwich
Castle Museum Castle Hill, Norwich, NR1 3JS

5(a)

Reason for referral Objection and city council application or site

Ward:	Mancroft
Case officers	Joy Brown - Joybrown@norwich.gov.uk Sophia Bix – sophiabix@norwich.gov.uk

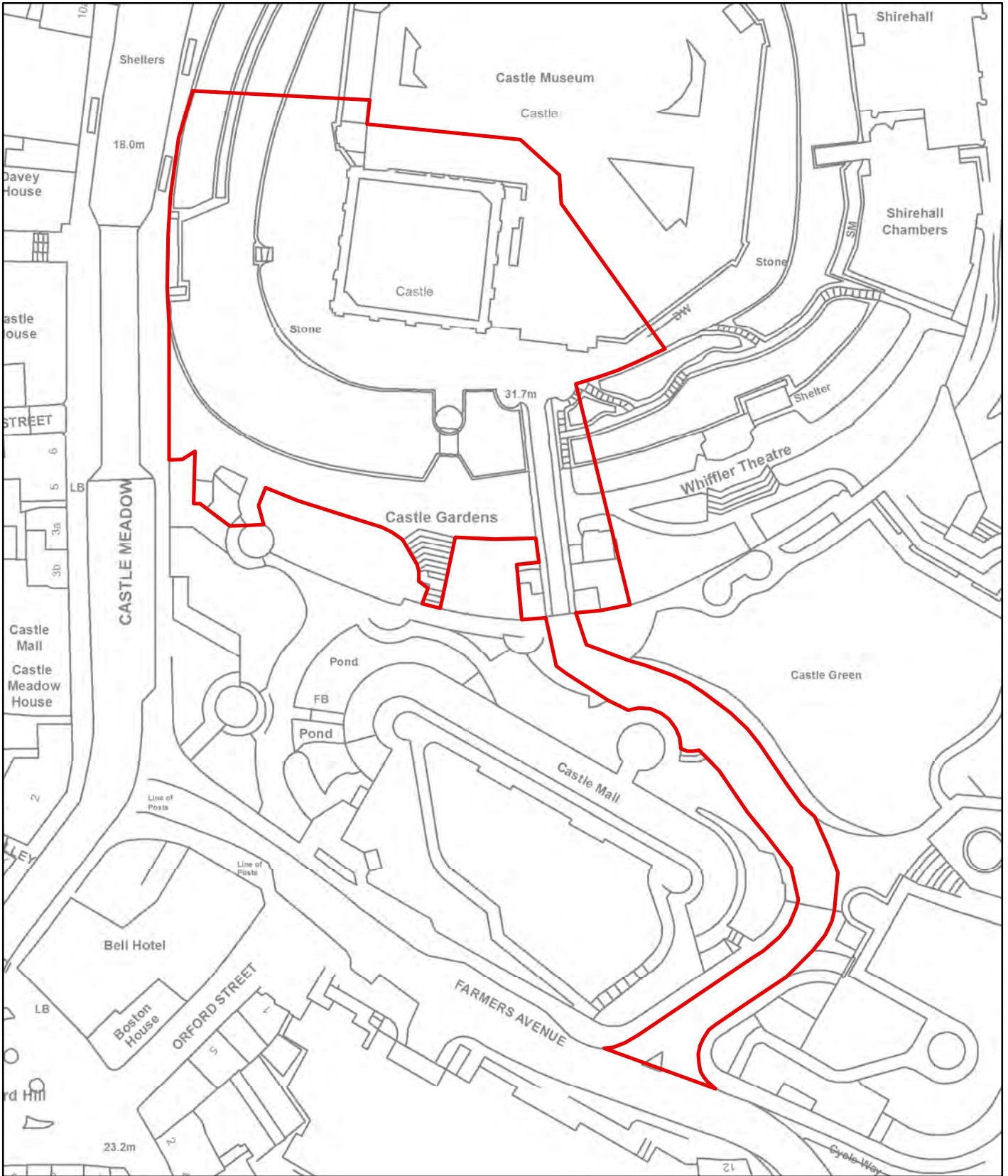
Development proposal

Internal and external alterations to the Castle Keep involving the removal of existing floor levels and the installation of new floor levels, creation of new gallery space, removal of the existing lift and its replacement with a new lift and stairs to a new roof viewing platform, the creation of new and enlarged openings within the Keep walls and the development of a bridge-link via the eastern elevation. Internal and external alterations to provide a new museum entrance and revised access arrangements, new café, lift, shop and reception areas. The erection of extensions above existing development within the perimeter walls and the installation of a further new lift.

Representations

Object	Comment	Support
2 – both within consultation period	0	0

Main issues	Key considerations
1	Principle of development
2	Design and heritage
3	Trees and landscape
4	Transport
5	Amenity
6	Flood risk
7	Biodiversity
Expiry date	12 September 2018 (extension of time agreed until 15 November 2018)
Recommendation	Approve



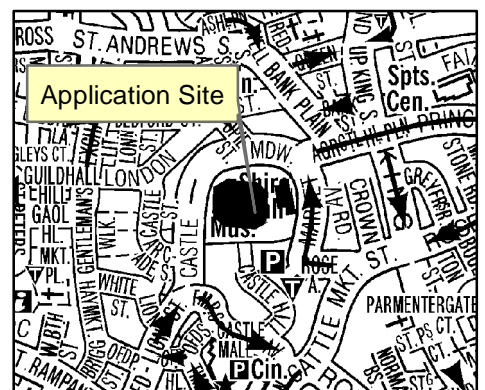
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Planning Application No 18/01082/F & 18/0183/L
 Norwich Castle Museum
 and Art Gallery
 Site Address
 Scale 1:1,000



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The site, Norwich Castle, is a Grade I listed building situated within the Civic Character Area of the wider City Centre Conservation Area. The castle keep is a highly visible feature within the city and is identified as a city wide landmark in the conservation area appraisal. The castle is internationally significant and is one of a network of Norman castles stretching across England and France.
2. The castle originally dates from the 11th Century (C11) and is William I's only castle in East Anglia, built on the site of an earlier timber structure; the façade of the C11 Keep was re-clad in Portland stone in the 19th Century (C19), albeit relatively faithful to the original.
3. The building has housed a variety of uses and has been extended several times by several distinguished architects, having been converted to a prison and later in the C19 to the gallery and museum use with ancillary offices (which it remains today).
4. Given the city centre location, there are a mix of surrounding uses including retail, office, commercial, leisure and residential. Pedestrian access is via the medieval bridge, Castle Mall or Castle Gardens with vehicular access being provided via Farmers Avenue and across the medieval bridge which has a 7 tonne weight limit.

Constraints

5. The castle building, including the keep, is Grade I Listed whilst the mound and much of the surrounding area is a Scheduled Monument. The building and grounds are located within the Civic Character Area of the City Centre Conservation Area. The building remains in use as the county museum operated by the Norfolk Museums Service/County Council but remains in the ownership of Norwich City Council.

Relevant planning history

6. The site has an extensive planning history the most relevant of which is set out below.

Ref	Proposal	Decision	Date
4/2000/0419	Internal alterations to art display galleries (G16,G52,G55,G59,F22)	LBC	08/05/2001
4/2000/0852	Alterations to roof of ecology gallery (F22).	LBC	19/12/2000
4/2002/0253	Roof replacements to galleries 1, 14/ 14a and 22.	LBC	27/05/2002
4/2003/0389	Alterations to room G26 to incorporate a new steel framed mezzanine floor and forming of new openings, including provisions of services.	APPR	20/06/2003

Ref	Proposal	Decision	Date
4/2003/0672	Installation of balustrade infill glazing in education library (room G25).	APPR	28/08/2003
4/1988/1487	Erection of electricity board sub-station and reconstruction of entrance to castle garden to incorporate disabled access.	APCON	02/02/1989
4/1991/0677	Change of use of part of fourth floor from caretakers flat to office accommodation.	APCON	24/07/1992
4/1996/0010	Internal alterations, including removal of bar counter and installation of studwork to form storage and preparation area.	APCON	10/06/1996
4/1998/0580	Internal and external alterations including new link between Shirehall and Castle, new entrance to Shirehall Chambers, creation of more storage and gallery space within Castle, improved staff and public facilities	LBC	03/03/1999
4/1998/0594	Alterations and extensions within Castle Walls to create additional gallery and storage space, improvements to Castle Mound and access provision including new lift, alterations to existing Shirehall elevation to form new access, creation of new link between the Castle and the Shirehall and installation of fire controlled smoke ventilation outlets to roofs within Castle	APCON	03/12/1998
03/00030/L	Re-roofing of existing flat roof over Education Department Activity area.	APPR	24/11/2003
04/00049/L	Re-roofing of Rotunda roof.	APPR	04/03/2004
06/01206/L	Minor internal alterations (within room G20) to cover a series of 4 windows along one wall in a corridor to allow for additional display space.	APPR	05/02/2007
10/00522/L	Repairs and rebuilding works to chimney stacks on south elevation including dismantling, rebuilding and capping of 2 no. Bath Stone stacks and repointing and capping of 1 No. Portland stone stack.	APPR	10/06/2010

Ref	Proposal	Decision	Date
11/02029/L	Replacement of doors and frames accessing both the Cotman and Chrome galleries from the Rotunda.	APPR	02/02/2012
12/02121/L	Modification of three elements on the rotunda balcony of Norwich Castle to facilitate the installation of the Royal Norfolk Regimental Museum.	APPR	14/03/2013
15/00601/L	Relocation of Lutyens Roll of Honour from Castle Keep to City Hall.	APPR	08/06/2015
18/00101/L	Erection of two new signage panels mounted on a metal framework upon the principal elevation of the two stone gatehouses at the bottom of Norwich Castle Bridge.	APPR	06/04/2018

The proposal

7. Full planning permission and listed building consent is sought for significant internal and external alterations to this Grade I listed building in connection with a Heritage Lottery Fund bid for the 'Gateway to Medieval' Project. This includes the following:
- (a) Introduction of a new floor at the level of the original Norman principle floor level of the keep, enabling a new layout to include a Great Hall, Kitchen, King's Chamber and Chapel and the development of a new mezzanine gallery space.
 - (b) The development of a new medieval gallery, created in partnership with the British Museum that will showcase national medieval treasures alongside objects from Norfolk's own internationally-significant collections of archaeology, art and costume and textiles.
 - (c) The insertion of new creative digital and learning spaces on the ground floor of the keep.
 - (d) The partial demolition and alteration of the Victorian Keep roof structure in order to allow a new lift and stairwell to allow inclusive access to a new roof viewing platform
 - (e) The installation of new stairs and lift to improve circulation, wayfinding and access arrangements in the keep and reception areas which will provide inclusive access and increased capacity within the keep
 - (f) The enlargement of existing openings within the keep walls and creation of two new openings to improve circulation, wayfinding and access and increased capacity, drainage and fire safety within the keep

- (g) Provision of a new front entrance and alterations to the museum entrance/lobby areas to be able to accommodate larger number of visitors and improve the visitor experience around the castle
- (h) The alterations of an external lightwell/perimeter wall and the creation of an above ground extension on the northern side of the keep to allow for the creation of a new dedicated school's entrance and new visitor facilities (toilets and changing places facilities).
- (i) Demolition of an existing 1960s link extension (between the entrance hallway and the rotunda) and development of a new double height, glass roofed atrium between the existing Boardman stone stairs in the entrance area and the Rotunda which will open up previously unseen views of the exterior of the keep from inside the museum.
- (j) The partial demolition of a 1960s education block to allow for the creation of a new café from which views of the eastern wall of the keep can be seen.
- (k) The creation of an opening within the eastern keep wall to allow for a proposed bridge linking to the 1960s block to enable inclusive and direct access from the reception/cafe to the principal floor level of the keep and secondary means of escape from the roof.
- (l) A third floor level extension to the 1960s block to provide new catering facilities and the associated provision of new roof mounted plant.
- (m) Associated temporary work.

Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Two letters of representation have been received citing the issues as summarised in the table below. Representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number unless they were made by letter and contain personal data. Redacted versions of the latter may be viewed on request.

Issues raised	Response
<p>The 19th century balcony is the work of the well know architect Edward Boardman who made such an impact in Norwich. There was a proposal to remove the balcony in the 1970s but opposition resulted in the balcony being listed. The removal of the internal balcony to make way for a floor flies in the face of the ethos of The Society for the Protection of Ancient Buildings who has always advocated preservation and not re-creation.</p> <p>The keep balcony is a magnificent and functional asset and affords a view up into</p>	<p>See main issue 2</p>

Issues raised	Response
<p>the roof which visitors are impressed by. Why should this genuine 19th century balcony be removed to make way for a scheme of medievalism which is conjectural? We have no evidence of floor arrangements, decoration or furnishings, so why replace a genuine feature with guess-work?</p> <p>The present balcony already demonstrates to visitors that there used to be a floor.</p> <p>Generations of people have appreciated the views and access to the balcony. Its removal will destroy something that local people have grown up with.</p> <p>All that is necessary is an improvement to some of the galleries and then the castle will remain an attractive experience for visitors.</p>	
<p>There has been a lack of site notices.</p>	<p>Six site notices were places around the site as well as there being a press notice.</p>

Consultation responses

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

Design and conservation

10. Detailed comments have been provided which form the basis for section 2 of this report. Overall it is acknowledged that the works will result in harm to this grade I listed building which can be considered to be 'less than substantial' in NPPF terms. Whilst it is acknowledge that this harm is regrettable, the proposal does better reveal the buildings principle significance as an outstanding example of a fortified Norman Castle, as well as providing many new visitor facilities and attraction and a more accessible and safe building.
11. The applicants have provided clear and convincing justifications for the proposed alterations and have exhausted all other design solutions in an attempt to mitigate harm and maximise opportunities to what is a rather complex and constrained historic site. Current planning policy and guidance requires the Local Planning Authority to take a balanced view in their decision making.

Historic England

12. Comment on plans as submitted - The proposal will result in harm to some aspects of the historic significance of the listed building in particular it will result in harm to the historic significance of the Victorian museum phase of Norwich Castle's development and some aspects of the medieval keep and castle complex. The proposal will however have a number of benefits including increased public access to the building, improved presentation and interpretation of the castle's medieval history and the enlargement of visitor facilities and the effect that this could have on public use of the museum and galleries. On balance we would not wish to object to the application in principle but there are several elements of the proposed works where we do not feel sufficient information has been submitted to allow full assessment of the impact on historic significance. We therefore feel it could be helpful for the council to request and consider further details.
13. Comments on additional information dated 14 September – The additional details supplied a considerable amount of information but some still remains outstanding.

Environmental protection

14. No comment.

Norwich Society

15. We are very supportive of this work, the comprehensive approach being taken and will be interested in how it looks when completed.

Highways (local)

16. No objection on highway grounds subject to the agreement of a satisfactory construction management plan. Congestion must be minimised on Castle Meadow.

Anglian Water

17. Development could lead to an unacceptable risk of flooding downstream and therefore conditions should be attached requiring a foul water strategy and a surface water management strategy. An informative should also be attached notifying the applicant that there are Anglian Water assets close to or crossing the site.

Landscape

18. No objection subject to further information of the external hard landscaping, including the roof deck, disabled parking, entrance and lighting. This can be secured by condition.

Norfolk historic environment service

19. Heritage assets with archaeological interest spanning the whole history of the site are present beneath the standing structures at the site, externally on top of the castle mound and within the mound itself. The proposed development will impact on buried archaeological remains through the excavation of new foundations, a lift pit, drains/services and the insertion of new piles. The extent of this physical impact has been minimised through the design of the development by positioning areas of

new ground-disturbance at locations known to have been previously disturbed or already archeologically excavated where possible. Even so the proposals will have some impact on previously undisturbed buried archaeological remains. However with appropriated mitigation measure, the impact will not constitute substantial harm. We therefore recommend that any consent is subject to a programme of archaeological mitigatory work.

Norfolk Police (Architectural Liaison)

20. Castle Hill and the surrounding streets do suffer high levels of crime. The Design and Access statement makes reference to some preventative security measures with regards to the physical security of the development during construction. A number of measures are suggested including fitting all internal doorsets with locking furniture, the provision of a safe and access controls to lifts if they go to non-public areas. Furthermore the design of the viewing platform should take into consideration people in crisis and have appropriate barriers in place to prevent access to an open height platform.

Victorian Society

21. We strongly object to the proposal. The parts of the proposals that concern us are as follows: To remove Boardman's floor gallery, and connecting staircase from the inside of the keep; to demolish a staircase and some walls within the entrance block in order to form a new entrance; to reorient Boardman's principal staircase within the current entrance hall; and to entirely demolish the rear wall of the current entrance hall. The Victorian Society believes these proposals to be unjustifiably harmful, both in their immediate impacts on the listed buildings of Norwich Castle and in the precedent they will set. The principles on which the proposal have been developed demonstrate some fundamental misunderstandings both of the nature of the existing building and of good conservation practice and many of the justifications offered for the interventions proposed are at best naïve and at worst disingenuous. Norwich Castle is not simply significant as a surviving Norman Castle, but a complex site with a long post-medieval history of re-use and development. All of the phases contribute to the significance of the building. The list description for examples not the elegant Victorian galleries as an explicit reason for its designation.
22. The proposal will harm the existing building as it involves the demolition of various aspects of Boardman's work in the Keep but moreover it will entail the total loss of one of Norwich's great public spaces, the huge volume that Boardman established within the walls of the keep itself, dramatically divided by his giant arcade and encircled by his fine timber gallery. The proposed works to the entrance hall include the removal of the entire rear wall and the re-orientation of Boardman's staircase. An additional entrance is to be made in the external wall of the Wilkins building involving the loss of a window, a staircase and some internal walls. The current decorative floor of the entrance hall will mostly be replaced, although some more significant elements will be relocated. In the keep Boardman's gallery will be removed, along with his fine stairs and the space he created under his magnificent roof will be subdivided into modern spaces intended partly to approximate the Norman volumes.
23. Boardman's work has been a part of the castle for almost 125 years, a period not incommensurate with the length of time the keep was ever used as a royal palace.

The proposal to destroy the Boardman elements will flatten out this character, exchanging the complex accretions of a long historical development for a one-dimensional representation of an imagined 'medieval' past.

24. The justifications given are unconvincing, misleading and represent an extremely retrograde tendency with respect to fundamental accepted principles of historic building conservation. The application seeks to 'recreate the internal spaces of the principal floor of the Norman palace within the keep'; however the subdivision of the current volumes can only ever represent a best guess at the arrangement of the Norman rooms and any decorative scheme will be wholly conjectural. There is no possibility in Norwich Castle of recreating a Norman scheme that is known to have been present; only the opportunity to create a set of spaces to give visitors some idea of what the rooms in the keep might have been like. This will be at the expense of destroying a room of real historic significance and some architectural merit.
25. The reference projects given for the proposed interventions prompt misleading expectations and the argument that the proposed interventions represent Boardman's original intentions are also misleading. There are many other surviving medieval buildings which re-enact scenes of medieval life but Norwich Castle Museum is very rare as an instance of a substantial medieval building what was sensitively converted into a major museum and art gallery by a leading local architect of the late Victorian period. We therefore urge the authority to refuse consent on the grounds that such loss to Norwich's heritage is unacceptable.
26. Note: On a procedural point, the Victorian Society has advised that they do not wish the listed building application to be referred to the Secretary of State in the event that the council resolves to grant consent.

City Networks

27. The only concerns with the construction method statement relate to the weight limit to the bridge as the capacity of the bridge may not be as much as 10t. Any compound sited at the base of the castle mound would require a formal licence and prior agreement with the council. It is likely that street furniture may need to be removed to allow access and we would seek assurances that any damage caused to the highway or footway would be mitigated by protection or made good.

Tree protection officer

28. A condition should be attached to any future permission to ensure that works are carried out in accordance with the AIA, AMS and TPP.

Assessment of planning considerations

Relevant development plan policies

29. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
 - JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS5 The economy
 - JCS6 Access and transportation

- JCS7 Supporting communities
- JCS8 Culture, leisure and entertainment
- JCS11 Norwich city centre

30. 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
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM18 Promoting and supporting centres
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

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

- NPPF2 Achieving sustainable development
- NPPF4 Decision-making
- NPPF6 Building a strong, competitive economy
- NPPF7 Ensuring the vitality of town centres
- NPPF8 Promoting healthy communities and safe communities
- NPPF12 Achieving well-designed places
- NPPF15 Conserving and enhancing the natural environment
- NPPF16 Conserving and enhancing the historic environment

Case Assessment

32. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

33. Key policies and NPPF paragraphs – JCS policy 5, 8 and 11 and DM22
34. The primary use of Norwich Castle is as a museum and this application does not seek to change this. The proposal seeks to enhance the visitor experience and to improve accessibility through increasing the floorspace, improving wayfinding, providing new visitor facilities and educational resources, installing new lifts and

providing new exhibition space by recreating the internal spaces of the principal floors of the Norman castle. The aspiration is that this in turn will help develop Norwich's economy and tourism and enhance this community facility.

35. The planning statement submitted with the application sets out that the gross floor area of the castle site is approximately 1,657m² and the castle can currently accommodate 905 people at any one time, of which 180 can be accommodated within the Keep. It is intended that the proposed works will increase the floor space by approximately 465m² to 2,122m². This will allow for an additional 525 visitors thereby accommodating a total of 1,430 visitors at any one time. Visitor records for 2017/18 show that 222,260 people visited the castle. If the proposal goes ahead then it is anticipated that approximately 300,000 people will visit the castle in the first year of opening (2020-21). Furthermore the proposal will also see the opening hours of the Castle increased to 10am to 5pm Monday to Sunday. Currently the castle closes at 1pm on a Sunday and 4.30pm during low season (October to May). The proposal will also improve accessibility for all with all floors, including the roof terrace, being accessible by a lift.
36. It is considered that this accords with objective 8 of the Joint Core Strategy which sets out that development should protect and enhance the character and culture of the area and that the role of Norwich as the cultural capital of East Anglia will be enhanced so local people and visitors have access to a variety of facilities such as art galleries, museums and buildings of architectural and historic interest. The proposal also has the potential to help maintain and enhance this cultural asset and strengthen the city's role as a cultural centre and visitor destination of international importance in accordance with policies 8 and 11 of the Joint Core Strategy.
37. Furthermore policy 5 of the Joint Core Strategy and policy DM1 set out that Norwich's economy should be strengthened and developed in order to support jobs and economic growth and development should also seek to help promote learning, cultural participation and enhance and extend accessible opportunities for employment and education. The planning statement submitted by the applicant sets out that the Norfolk Museums Services currently employs 348 members of staff (138 full time equivalent). The proposed scheme will create 15 additional posts which include fixed term project posts, apprentices, trainees and internships.
38. The proposal will result in the loss of some of the existing exhibitions; however overall it is felt that the proposal has the potential to enhance the overall visitor experience which in turn could help to support Norwich's economy and promote learning. Therefore the principle of the proposal is considered to be in accordance with the development plan and is therefore considered acceptable. The other main key issues are addressed in the following sections.

Main issue 2: Design and heritage

39. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF12 and NPPF16.
40. Norwich Castle has its origins in a Norman motte and bailey, however it is the stone keep (originally constructed in the twelfth century) which survives today. Norwich Castle was the third royal fortified castle in England but it was as much part of a wider European history. It is a heritage asset of international significance as part of a network of Norman castles across England and France. Despite being altered over time and refaced in the early nineteenth century, the built fabric of the

Keep together with archival images, documentary sources and the archaeology of the site, including the mound, form valuable evidence of the Norman period and the development of the city as one of England's most important urban centres. It is also an important example of Norman architecture with an almost unparalleled level of external detail for a fortification of this period in England.

41. The building has a rich history having first been used as a fortification/royal palace; it was then converted to a prison from at least the 14th Century until the 19th Century when it was converted to a museum and art gallery.
42. The castle has evolved in phases over the centuries being altered and adapted by various reputable architects. In the late eighteenth century, architect Sir John Soane gutted the Keep to provide a new U-shaped prison within its walls. This arrangement was replaced once again by architect William Wilkins (c.1822-27) when a substantial prison was built which covered the whole of the top of the mound. The external walls of the keep were refaced in Portland/ Bath stone in the 1830s by architects Francis Stone and later Anthony Salvin (albeit in a manner considered to be faithful to the original treatment). Wilkins perimeter walls and main prison buildings survive today. The interior of the keep was significantly remodelled once again in the late 19th century when local architect Boardman converted the Keep and remainder of adjoining prison buildings into a county museum and art gallery, which opened in 1894. The museum was then extended with substantial additions in 1902, 1913 and 1959 and the creation of the central Rotunda as an orientation space in the late 1960s. In 2000, further alterations were made including the provision of disabled access lifts within the keep and outside within the mound.
43. The castle today remains a major regional museum and art gallery housing significant collections of archaeology, natural history, fine and decorative arts and textiles.
44. The keep itself is a highly visible feature within the city, identified as a city wide landmark in planning policy documents. Its elevated position, upon its green mound and bright dressed stonework and box-like silhouette (largely unaltered in appearance since the 19th Century) make it an iconic symbol of the city. Its long-running civic and public-use also set it out as a building which forms part of many people's collective memories of Norwich.
45. Whilst the earthworks that originally surrounded and defended the Norman castle are largely lost, the building retains its mound and ditch and benefits from the retention of its medieval stone bridge. The castle can be appreciated from very many viewpoints within the city centre and beyond, terminating attractive views and vistas within the medieval street layout and along the riverside. The building therefore forms a vital part of and contributes significantly to the character and appearance of the conservation area within which it sits and to the wider city.
46. The list description sets out that the building is attributed its Grade I listed status as a result of the following principle contributory factors:-
 - **Proportion of original fabric:** a significant proportion of the original fabric survives which shows the earliest configuration of the stone-built castle and provides valuable evidence of medieval warfare and defence, as well as social and domestic aspects of medieval society;

- **Architectural interest:** it is an outstanding example of a great tower erected under royal patronage, and was unique both in having a fore building and entrance of stone, and in its rich external architectural detailing which imposed an order and system of proportion on the irregular fenestration;
 - **Historic interest:** it was built during a period of extraordinary flowering in the tradition of great tower architecture and, along with the White Tower and Corfe Castle, generated the architectural ideas that informed every major great tower of the 12th century in England;
 - **Evolution:** it has continued to evolve over almost a thousand years, retaining evidence of notable phases, including the medieval keep, and the radial plan form of the early 19th century prison which in turn was transformed into elegant Victorian galleries, complete with their original fitted display cabinets;
 - **Architects:** it is associated with William Wilkins, Anthony Salvin and the Norwich-based Edward Boardman, architects of national repute all of whom have many listed buildings to their name;
 - **Group value:** it has strong group value with the scheduled elements of the castle, and with the bridge over the moat and two entrance lodges with their railings, all listed at Grade II.
47. The building is considered to benefit from all four of the heritage values set out in Historic England's document "Conservation Principles" (2008) these being:-
- (a) Aesthetic - The buildings internal and external appearance and character, surviving decorative/historic form and fabric;
 - (b) Evidential - The existing physical structure, below ground archaeology, mound, ditches, the building and site represents a palimpsest which provides evidence of human activity in the city;
 - (c) Historic (both illustrative and associative) - Illustrative in that the building provides a physical record which tells the story of the ways in which past people, events and aspects of life can be connected through a place to the present. Associative in that the building has so many past people with tangible links and relationship with the building, are they royalty, prisoners or architects of national merit; and
 - (d) Social/communal - It has been a civic building that the people of Norwich have connected with in various ways for the past thousand years - be it a home of royalty, a gaol, a prison, for a museum or a place to get married.
48. The increased visitor capacity will allow more people to appreciate the Keep and a re-interpretation of the interior will help to better celebrate and illustrate the buildings original use as a defensive structure and royal palace, whilst also telling the buildings history as a prison and museum.
49. The works seek to maintain a sustainable and robust long-term beneficial use of the Castle Keep and Museum through improving the visitor facilities, visitor flows, way-finding and through increased occupancy within the Keep. In turn, the works will

allow for improved accessibility, means of escape/fire safety and drainage. The aims of the project are laudable but it should be acknowledged that, the works will involve significant alterations to the form and fabric of this Grade I Listed Building.

Works to the Norman Keep

50. The works will physically alter the Norman Keep with the loss of the Victorian (Boardman) museum galleries and the introduction of new floor levels. The works will also involve the insertion of a new lift shaft and two new stair wells to allow access to a new roof viewing platform. These additions will have structural and physical implications on the Victorian crown post roof form, which will need to be cut (albeit only the rafters) in order for allow for the lift/stair penetrations and strengthened with steel in order to provide support to the new roof viewing platform.
51. Care has been taken to ensure that the new internal lift and stairwells will be largely glazed in order to allow for views of the internal keep walls to be maintained. New floor levels will be tied into the Norman walls in areas already disturbed by Boardman in the 19th Century, which will prevent excessive intervention into the Norman fabric. Floor levels will be supported via existing piers/walls and new columns which will need to be piled into the mound. The piling methods will be overseen by a qualified structural engineer to ensure that the impact upon the scheduled ancient monument/listed building and below ground archaeology is limited and structural stability of the building is maintained. At roof level, structural strengthening to the timbers will be limited to the southern side of the keep, allowing the crown post roof form above the newly created Kings Chamber to remain free from steelwork. At roof platform level, the proposed lift and stair extensions and equipment have been specifically designed in order to ensure that they will not rise above the height of the battlements – in order to ensure that the iconic silhouette of the building is maintained in city wide views.

Works to alter Keep walls

52. Works to allow for increased occupancy within the keep and means of escape from the new roof platform involve the creation of new openings in the keep walls as well as the enlargement or alteration of others. The new openings proposed, one on the northern wall at ground floor level and another on the eastern elevation at principal floor level (via a bridge link) will affect already altered areas (where the internal and external cladding is 19th century or later). Nevertheless, they will result in the potential loss of Norman fill/fabric and the further complication of the access arrangements into this defensive structure that originally had relatively few entrances/exits.
53. These works will result in harm to the evidential, aesthetic and historic heritage value and significance of the building, but will in turn allow for substantial public benefits to be achieved and a greater level of accessibility to the heritage asset. The applicants have explored other ways in which to alter the building to allow for the improvements they wish to achieve and it is clear that these would be more harmful than those proposed here. The structural report indicates how the openings will be made without harm to the stability of the built fabric, the detailed design of the proposed openings, reveals, thresholds and any new door openings should be controlled by way of condition in order to ensure that the works will preserve the period aesthetic.

Works to allow bridge link

54. There has been some concern as to the proposed bridge link and its impact upon the eastern elevation of the keep, in that it will partially obscure some decorative blind arcading. The final design of the link indicates that it will be an attractive sculptural addition, with access provided to the keep via the retained arched arcade opening. The application drawings are supported by a structural engineers report and drawings that indicate the bridge will have a clear span. Concerns were raised in respect of the potential for the new opening in the keep wall to result in the loss of a former Norman door opening that may have been embedded between the surviving later date cladding on either side of the wall in this location.
55. However, investigatory works and documentary evidence suggests that this is not the case; but the findings are not absolutely conclusive. On this basis, it is recommended that a suitable archaeological condition be added to any consent to ensure that further investigatory work, methods of opening up and strengthening this area of the keep wall are agreed by the county archaeologist and the Local Planning Authority prior to such works commencing.

New glass atrium

56. Concerns were raised in respect of the junctions between the proposed glazed atrium roof and the stone work of the Bigod Tower and precisely how this element of the building will be supported. The council is keen to ensure that the roof form is as clear as possible in order to maximise views of the eastern keep wall from the café and visitors entrance/atrium space. It is also important to ensure that the structure will be weather tight, structurally sound and easy to maintain.
57. The proposed detailed plans are informed through consultation with the specialist glazing engineer and would see some intervention into the coursed flint work on the Bigod tower (c.1825) in order to allow for a weathertight seal, but would remain a clear span with no associated column support. However, it remains unclear precisely how this roof would be supported and how the works would affect the stone quoins. This information would ideally be provided as part of this application in accordance with paragraph 189 of the NPPF; however the design and conservation officer has suggested that the proposal to install a glazed roof is accepted in principal (notwithstanding the details submitted to date) and further design details (informed by a suitably qualified structural engineer) are conditioned.

Junctions between mezzanines and keep walls

58. Further concerns were raised by Historic England in respect of the junctions between the mezzanine floor for the new British museum gallery and the Keep walls. A proposed section drawing has been provided to indicate less intervention into the Keep walls than previously proposed.
59. The difficult relationship between the mezzanine floor level above the Great Hall and the decorative arcading in the walls has been resolved through the adoption of floor cut outs around the pier bases.

Works to the Boardman entrance hallway and corridor

60. Significant alterations are proposed to the principal entrance hallway which was created by Boardman in the mid-19th Century and largely remains unaltered. The

applicants seek to provide a new enlarged entrance hallway which would allow for the increase visitor capacity and better visitor management. At present, the hallway is too small to accommodate all visitors at busy times and it is difficult to control ticketing. Some visitors find it difficult to find the entrance to the keep because of the orientation of the stair.

61. The works to the principal entrance hallway will dramatically alter this formal Victorian space which benefits from stone stairs, stained glass windows, mosaic flooring and skirting and cornicing and is considered to benefit from 'High Significance' in the Norwich Castle Conservation Management Plan. The proposed works will see the removal of a secondary stone stair and iron work balustrade and the removal of some walls (to the 19th Century curators office) to allow for an enlarged reception area.
62. The principal entrance door (oak arched profile door) would be fixed shut and retained in situ and an existing 19th century stone mullion window removed to facilitate the creation of a new door opening. The detailed design of the proposed opening will be subject to a condition in order to ensure that it is appropriately cut and finished and the door leaves include shuttering that will give this new opening the solidity it deserves in order to harmonise with the architectural robustness of the existing Boardman/Wilkins entrance block.
63. The main stone stair (Boardman's) will be dismantled and turned 90 degrees to run in line with the straight flight that accessed the keep via the Bigod tower in Norman times. The shifting of walls and stairs will regrettably mean the loss of the (albeit damaged) but attractive mosaic flooring. The applicants have agreed to lift the Norfolk Crest Mosaic and for this to be re-set in a new floor covering prior to completion. The existing stained glass stair window had the potential to be redundant following the relocation of the stairs. It is to be removed to allow for a new enlarged opening into an impressive double height atrium space. The existing lantern light, cornicing and skirting is to be maintained and re-run where missing/damaged to match the existing detail.
64. The works to the corridor beside the Benefactors room (the installation of a dropped ceiling and new stair) will alter the lofty proportions of this secondary space. This is regrettable and will again result in some harm to the period aesthetic. However all other locations for the placement of a stair have been exhausted. The dropped ceiling height will be stepped away from the existing arched profile door opening to the entrance hallway in line with Historic England's guidance.
65. Conditions should be added to the consent to ensure that the detailed design of all works to the Boardman stair, mosaic/replacement floor, cornices and skirtings and new fixed elements such as ticket barriers and ticket desks should be controlled by way of condition in order to ensure that the works result in a high quality design that will be admired now and in the future.

Extensions to North of Keep (proposed new toilet facilities)

66. The works also propose the development of extensions to the building that will alter the external appearance. On the northern side of the Keep a single storey roof addition is to be provided above the existing café to allow for the provision of additional toilet facilities. The extension would be visible from very few locations and care has been taken to ensure that a light well area will be maintained between

the extension and the windows to the Fitch gallery. A condition should be added to the consent to indicate how the junctions between the keep wall and new addition will be secured without harm to the Bath stone cladding.

Infill extension at light well 5

67. A further infill extension is proposed on the western side of the keep where a small lightwell is to be infilled with a lead roof and lantern light in order for allow for a rain covering to the new schools entrance. The proposed infilling is not objectionable, since it will be largely reversible, however it is important that the inner face of the perimeter prison walls are not covered and that the historic grave markers remain open to view. A condition should be added to the consent to ensure that all new internal finishes to walls, ceilings and floors will be added in order to ensure this. New doors are proposed; the detailed design of these again, should be controlled by way of condition.

Extension to east side of Keep (Kitchen extension)

68. On the eastern side of the keep, above the existing 1960's Percival extension a new roof addition is proposed at 2nd and 3rd floor level. This extension will rise above the height of the principal entrance block and will be visible, albeit from oblique views from the castle gardens. The extension is to be clad in a matte grey metal (zinc or lead) and will as a result have a muted, neutral impact, but will appear as a new addition above the existing stone clad buildings. The addition will spoil views of this secondary, later date area of the castle complex. If the committee is minded to grant approval of the proposals, all materials to be used in construction should be required by condition in order to ensure that the impact of this structure being visible against the skyline is mitigated.

New roof mounted plant and screening

69. Plant and equipment relating to the new café facilities are proposed in an existing roof mounted plant zone, the plant appears to take a low form and would be screened by a new screen as indicated on the proposed plans. It is not clear what this screen would be made from or the precise appearance of the plant. For this reason, it is suggested that the detailed design of this element is secured by condition in order to ensure that the plant does not detract from views afforded from the new bridge link or the keep viewing platform.

Temporary works

70. Significant temporary works will be required, a general construction method statement and engineers report has been submitted with the application to indicate how the works can be completed without harm to the stability and fabric of the building, bridge and mound. However, this is not yet prescriptive since a contractor is not yet secured. Once a contractor is secured, a complete demolition strategy and construction method statement should be required by way of condition. Detailed design (scaled drawings) of the necessary temporary works including scaffolding, contractors huts, hoardings and temporary roof coverings should also be required by condition to ensure that this prominent landmark building maintains an attractive/tidy appearance and setting for the duration of the construction works.

Signage and wayfinding

71. Finally, the application documents propose new signage and wayfinding throughout the castle complex. No detailed design is provided. It is imperative that there is a new signage strategy developed for the castle in order to allow for the visitor numbers and flow that the applicants anticipate. It is suggested that in accordance with the Norwich Castle Conservation Management Plan the applicants prepare a signage strategy in order to ensure that the signage proposed reduces visual clutter and maintains a harmonious theme. This could be controlled by way of a condition. Any new signage to be affixed to the external/internal surfaces of the listed building can also be controlled by way of condition.

Archaeology

72. Heritage assets with archaeological interest (below ground archaeological remains) spanning the whole history of the site are present beneath the standing structures at the site, externally on top of the castle mound and within the mound itself. Targeted archaeological work undertaken ahead of previous phases of modern development and prior to the present application have provided a detailed understanding of the presence, depth, state of preservation, date and significance of the archaeological remains at the site.
73. The proposed development will impact on buried archaeological remains through the excavation of new foundations, a lift pit, drains/services and the insertion of new piles. The extent of this physical impact has been minimised through the design of the development by positioning areas of new ground-disturbance at locations known to have been previously disturbed or already archaeologically excavated where possible. Even so, the proposals will have some impact on previously undisturbed buried archaeological remains both within the present museum building (including within the keep) and externally on the castle mound. However with appropriate mitigation measures in place, the impact on the buried archaeological remains at the site will not constitute substantial harm to the designated heritage asset. The implementation of an appropriate programme of archaeological mitigation work will ensure that the impact of the proposed development is effectively managed and that public benefit is maximised through an increased understanding of the history of the monument. A programme of archaeological mitigation work can be secured by condition.

Impact of the proposed works upon the significance of the building

74. Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (1), applies to all decisions concerning listed buildings and require that in determining an application for development that affects a listed building or its setting the decision maker must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Preservation in this context means not harming the interest in the building, as opposed to keeping it utterly unchanged.
75. National Planning Policy; paragraph 193 requires LPA's to give "great weight" to the conservation of a designated heritage asset in any planning decision (the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'. Paragraph 194 sets out that '*any harm to, or*

loss of, the significance of a designated heritage asset ... should require clear and convincing justification'. Finally, paragraph 196 states that 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'.

76. Whilst it is acknowledged that the works will result in some harm to the evidential, aesthetic, historic and social/communal heritage values and significance of the listed building, this harm is considered to be '*less than substantial*' in NPPF terms.
77. Whilst any harm to a heritage asset of this grade is regrettable, the current planning policy and guidance requires that Local Planning Authority take a balanced approach in their decision making. The harm caused is '*less than substantial*' and the proposed alterations will better reveal the buildings principal significance as an outstanding example of a fortified Norman castle, as well as providing many new visitor facilities and attractions, a more accessible and safe building with a secure future use.
78. The applicants have provided clear and convincing justification for the proposed alterations and have exhausted all other design solutions in an attempt to mitigate harm and maximise opportunities to what is a rather complex and constrained historic site.

Main issue 3: Trees and landscape

79. Key policies and NPPF paragraphs – DM3, DM7, NPPF12 and NPPF15.
80. There are a number of trees on the site and therefore an Arboricultural Impact Assessment has been undertaken to assess any potential impact upon the trees. The proposal does not necessitate the removal of any trees; however the site compound to be located to the south-west of the Castle Keep will marginally encroach on the root protection area of 2 no. Sycamore trees. Therefore temporary ground protection is proposed. Norwich City Council's tree office is satisfied with the mitigation measures proposed within the Arboricultural Method Statement and the Tree Protection Plan and therefore a condition should be attached to any future permission, ensure compliance with these documents.
81. The proposal primarily relates to internal alterations; however it is considered that the elements which will appear externally will not have a significant impact in landscape terms. Further information will be necessary to ensure that the proposal is of high quality but this can be secured by condition. The main areas where additional information will be required are the proposed roof deck, the entrance, disabled parking and details of external lighting to provide certainty as to the appearance at night time.

Main issue 4: Transport

82. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF9.
83. The proposal will have little impact upon the local highway network. Although the application seeks to increase visitor numbers and staff due to the central location, most people accessing the castle will do so via public transport, on foot or bike. There may be some additional car trips into the city centre by this can be accommodated within the city centre car parks.

84. The main issue in relation to highways is the impact during construction as it will be important to minimise congestion on Castle Meadow. A Construction Method Statement has been submitted with the application and this is considered acceptable in terms of how demolition and construction traffic will be managed particularly with regards to vehicle routes, dust control, wheel washing and hours of working. A condition should be attached to any future permission ensuring compliance with the approved Construction Method Statement.

Main issue 5: Amenity

85. Key policies and NPPF paragraphs – DM2 and DM11.
86. Due to the location and distances involved, it is not considered that the proposal will impact upon any neighbouring residents or occupiers taking into consideration overlooking, overshadowing or loss of light. Furthermore once construction works are complete the proposal will not result in any additional noise. It is inevitable that during construction works, there is likely to be some noise, vibration, dust and other disruption however subject to compliance with the Construction Method Statement and subject to works being undertaken in accordance with the Considerate Construction informative it is considered that this can be satisfactorily managed. The Castle is to remain open to the public for the duration of the proposed works.

Main issue 6: Flood risk

87. Key policies and NPPF paragraphs – JCS1, DM5, NPPF14.
88. The site is situated within flood zone 1 and given the sites location on top of a mound it is not considered that the proposed development will be at risk of flooding. Furthermore the proposal does not seek to increase any areas of hardstanding so should not increase the risk of flooding on site or elsewhere. Anglian Water have submitted a representation which sets out that no evidence has been provided to show that the surface water hierarchy has been followed and have asked that a condition be attached that no drainage works shall commence until a surface water management strategy has been submitted. In this case given the sensitivity of the site and given that the proposal does not increase hardstanding it is not considered appropriate to require any further information in relation to surface water management.

Main issue 7: Biodiversity

89. Key policies and NPPF paragraphs – JCS1, DM6, NPPF15.
90. A preliminary ecological assessment has been carried out to assess for protected species and the potential ecological impacts of the proposed works. A site survey and desk top study were undertaken in August 2017 and a further inspection was carried out in April 2018. The inspections showed that no natural habitats exist within the application site and there is no evidence of bats. Therefore the report concludes that the proposed scheme is unlikely to impact on protected species or other important habitats or designated sites and is of low ecological value.
91. There is scope for ecological enhancements such as bird feeders, beehives and wildflower areas on the castle mound. Details of this can be secured by condition.

Compliance with other relevant development plan policies

92. 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.

- Policy 3 of the Joint Core Strategy sets out that development should seek to maximise water efficiency. A condition should be attached to any further permission particularly as the proposal includes a new kitchen and new toilet and changing facilities. There is no policy requirement to provide renewable or low-carbon energy.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Not applicable
Car parking provision	DM31	Not applicable
Refuse Storage/servicing	DM31	Not applicable
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Not applicable

Equalities and diversity issues

93. There are no significant equality or diversity issues. The proposal will improve accessibility around the Castle and provide inclusive access to all levels including the Keep roof.

Local finance considerations

94. 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.

95. 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.

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

97. The development would be CIL liable as the proposal increases the floorspace. However the change for museums (use class D1) is £0.

Conclusion

98. The Norwich Castle: Gateway to Medieval England project seeks to deliver a scheme that will enhance the visitor experience to the Castle Museum by improving accessibility, increasing floorspace, improving wayfinding, providing new visitor facilities and educational resources, providing better access to the roof of the keep, installing new lifts and providing new exhibition space by recreating the internal spaces of the principal floor of the Norman palace. The aspiration is that this in turn will help develop Norwich's economy and tourism, promote learning and enhance this community facility which in principle are laudable aims and accord with the development plan. Therefore the principle of the proposal is considered acceptable. Furthermore the proposal will have no impact upon the living or working conditions of nearby residents or business and should have no transportation implications. Subject to works being carried out in accordance with the AIA, AMS and TPP the proposal will not harm any trees on site and the proposal offers the opportunities for landscaping and ecological enhancements which can be secured by condition.
99. The proposal will however result in significant internal and external alterations to this grade I listed building with some of the alterations resulting in harm to some aspects of the historic significance of this important heritage asset. In particular the changes to the Victorian museum in the keep and entrance lobby would result in harm to the historic significance of this phase of the building's development, the proposed bridge would visually and physically affect the keep and the kitchen extension to the 1960s block would change the appearance of the building from certain viewpoints. Furthermore although the Boardman museum is of secondary importance in terms of the whole complex the extent of harm to this phase of its history would be considerable.
100. The plans as initially submitted failed to provide enough information to allow a full assessment to be made of the level of harm, however additional information has been forthcoming. Taking into consideration all information available it is considered that the level of harm is less than substantial and a clear and convincing justification can be made for this harm. Furthermore in accordance with paragraph 196 of the National Planning Policy Framework this harm should be weighed against the public benefit of the proposed changes which include providing new visitor facilities and educational resources and making access to the complex easier and more appealing. The proposal will also allow for a substantial increase in visitor numbers to the building and the documentation suggests that the development will allow for an increased understanding of the medieval keep.
101. In summary, the Gateway to Medieval England project has secured Heritage Lottery Funds and if implemented it is considered that the proposal will help secure the future of the Castle for future generations. The proposal will alter the fabric of the building and will change the experience for visitors; however it should be acknowledged that the building has evolved significantly over its past 1000 year history with major interior and exterior alterations and changes to its use. Although some of the physical changes proposed by this application are regrettable, it is concluded that the public benefits outweigh the harm to the heritage asset. The proposals represent an exciting opportunity in terms of the future evolution of the Castle and the development is in accordance with the requirements of the National

Planning Policy Framework and the Development Plan. Therefore it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

(1) To approve application no. **18/01082/F** - Norwich Castle Museum Castle Hill Norwich NR1 3JS and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Compliance with AIA, AMS and TPP
4. Landscaping details of roof platform
5. Landscaping details to ground/mound
6. Construction Method Statement
7. Details of ecological enhancement measures
8. Water efficiency
9. Stop works if nesting birds or bats are discovered during the project

Informatives:

- 1) Considerate construction

Article 35(2) Statement

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework (2018) 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.

(2) To approve application no. 18/01083/L - Norwich Castle Museum Castle Hill Norwich NR1 3JS and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Detailed drawings or samples of materials as appropriate, in respect of the following, shall be submitted to and approved in writing by the local planning authority before the relevant part of the work is begun, and the works shall not be carried out other than in accordance with the details so approved and shall thereafter be so maintained: -
 - (a) All external building materials (including manufacturer, product, colour finish, scaled drawings and samples where required) for the roof platform, lift and stair enclosures and the cladding for new roof extensions and new bridge link.
 - (b) schedule of internal finishes to walls, ceilings and floors;
 - (c) All new stairs and handrails
 - (d) All new external balustrades and fixings into historic fabric.
 - (e) All new openings to include depth of reveal, details of lintels, reveals and thresholds, elevations and sections at a scale of not less than 1:20
 - (f) All new internal and external doors (plan, section and elevation drawings at a scale of not less than 1:20 and horizontal/frame sections at not less than 1:2) including swing and operation
 - (g) Junctions between northern W.C extension and Keep walls

- (h) Junctions between new lead roof and walls to lightwell 5
 - (i) New lantern to lightwell 5
 - (j) All new external plant and equipment (including new kitchen plant and roof vents) and associated screening
 - (k) All new equipment relating to fire safety provision (active and passive) (including detailed design and routing of any dry risers)
 - (l) Any new or relocated lightening protection
 - (m) Any new or relocated flag pole
 - (n) Any new or relocated surface mounted fixtures (items affixed to the Keep walls, floor or ceilings including projectors, conduit, track or wiring)
 - (o) Any new external lighting
 - (p) Column casings/treatment
 - (q) Precise material and detailed design (scaled plan, elevation and section drawing) of all new and relocated lift shafts, stairs and stair enclosures
 - (r) all new and replacement cornices, skirting, floor coverings, lantern light film, in the principal entrance hallway and adjacent Boardman era corridor
 - (s) A methodology for the careful lifting, storage and reinstatement for the mosaic Norwich City's Coat of Arms in the principal entrance hallway
 - (t) All new floor coverings (must include details of new entrance hallway, Boardman corridor and atrium spaces, lightwell 5 at ground floor level) as well as within the Keep.
 - (u) details of external flues, background and mechanical ventilation, soil/vent pipes and their exits to the open air
 - (v) Details of any new or relocated rainwater goods
 - (w) Detailed design of all alterations to the Boardman stone stair, including nosings and new compliant handrail.
 - (x) Strengthening works to the pier within the main entrance hallway/protection of the dungeons (report shall be prepared by a suitably qualified person, namely a Member of the Institute of Structural Engineers (M.I. Struct. E.) or a Member of the Institution of Civil Engineers (M.I.C.E.).
 - (y) A new signage strategy and the detailed design of any proposed fixed signage.
4. A construction method statement informed by the contractor and prepared by a suitably qualified person, namely a Member of the Institute of Structural Engineers (M.I. Struct. E.) or a Member of the Institution of Civil Engineers (M.I.C.E.) shall be prepared to indicate what piling they propose, what type of machinery will be required, all methods of protection and how it will be moved on and off site without undue harm to the form, fabric and structural stability of the Grade I Listed building (with particular reference to the Keep, dungeons and bridge) shall be submitted to and approved by the Local Planning Authority and works carried out in accordance with said report.
 5. A construction method statement and detailed scaled drawings (informed by the glazing manufacturer and prepared by a suitably qualified person, namely a Member of the Institute of Structural Engineers (M.I. Struct. E.) or a Member of the Institution of Civil Engineers (M.I.C.E.)) in respect of the proposed glass atrium roof on the eastern side of the Keep wall/Bigod tower shall be submitted to and approved by the Local Planning Authority prior to the relevant part of the works commencing. Works shall be carried out in strict accordance with the details so agreed.
 6. Demolition method strategy shall be submitted to and approved by the Local Planning Authority prior to works commencing. This report should indicate how

elements of the building can be sequentially removed without compromising structural integrity of the elements to be retained. It shall be prepared by a suitably qualified person, namely a Member of the Institute of Structural Engineers (M.I. Struct. E.) or a Member of the Institution of Civil Engineers (M.I.C.E.).

7. No scaffold should be affixed to any elevations of the building without the prior written agreement of the Local Planning Authority.
8. Any damage caused to the building by the works hereby approved shall be made good in accordance with a scheme first submitted to and agreed in writing by the local planning authority and the making good in accordance with the scheme as agreed shall take place within 6 months of the completion of the scheme.
9. Archaeology written scheme of investigation (including methodology for the opening up and strengthening works to the opening in the eastern wall of the keep.
10. Stop Work if Unidentified Features Revealed
11. A photographic record of the existing Keep interior and entrance hallway interior and exterior shall be undertaken prior to demolition works commencing and submitted to the Local Planning Authority and HER. (The record shall comply with the requirements of level 2 of the Historic England guidance document, 'Understanding Historic Buildings: A Guide to Good Recording Practice' document).
12. Notwithstanding the services drawings, no new or relocated service routes or risers shall be installed so as to affect the surviving decorative plasterwork walls, ceiling or the floorzone within the Benefactors Room. Any proposed service routes within this space will require the prior written agreement of the Local Planning Authority.
13. No new keep roof extensions or additions (plant vents, equipment, services, balustrades, stairwell or lift enclosures etc) (with the exception of the flagpole or lightening protection) shall project above the height of the highest point of the battlements.

Informatives

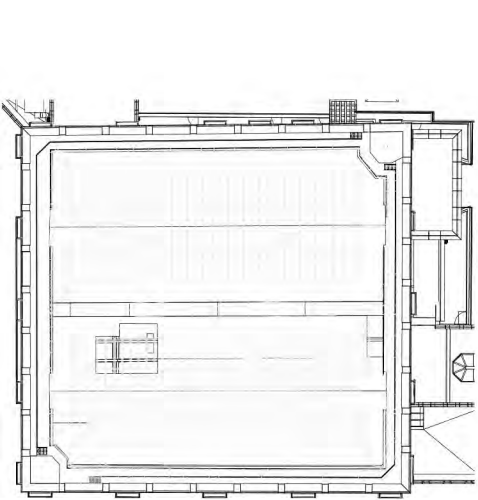
1. You are reminded that the original historic fabric of the listed building should be retained unless specifically authorised for removal by the council as part of a listed building consent. Historic fabric which must be retained would include lath and plaster ceilings and walls, floorboards, original skirting boards, dado rails, cornice, fireplaces, staircases, and any other surviving historic fabric. Where these elements are in poor condition, localised like for like repair could be undertaken by competent workmen, with the minimum amount of intervention to the historic fabric. You are reminded that the installation of new internal and external lighting and service routes and risers fixed to the building will in most cases will require listed building consent. Any proposals for these particular works must be first approved by the council as part of a listed building consent before they are installed within the listed building.
2. You are reminded that no work should commence on implementing this Listed Building Consent until all matters, samples, and details reserved by condition have been submitted to, and approved by, this local planning authority. It is an offence to carry out work to a Listed Building unless all such conditions have been

complied with. Any proposed departure from the works specified in the approved drawings should be brought to the attention of the planning department for further consideration before the work is carried out. The Council will use its enforcement powers, including use of Breach of Condition Notices or Prosecution, to ensure compliance with conditions and prevent harm to the special historic character and historic interest of Listed Buildings. You are advised that there is currently a maximum fine of £20,000 if the offence is dealt with summarily, and if the offence is dealt with by indictment the fine is unlimited.

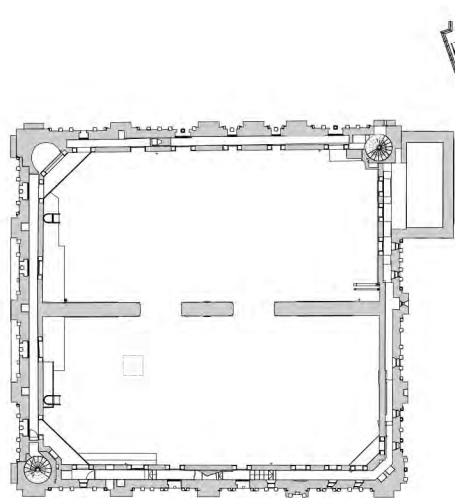
Reason for approval:

The proposal internal and external alterations to the grade I listed Norwich Castle will result in harm to some aspects of the historic significance of this important heritage asset. In particular the changes to the Victorian museum in the keep and entrance lobby would result in harm to the historic significance of this phase of the building's development, the proposed bridge would visually and physically affect the keep and the kitchen extension to the 1960s block would change the appearance of the building from certain viewpoints. The level of harm however is considered to be less than substantial and clear and convincing justification can be made for this harm. In accordance with paragraph 196 of the National Planning Policy Framework this harm should be weight against the public benefit of the proposed changes.

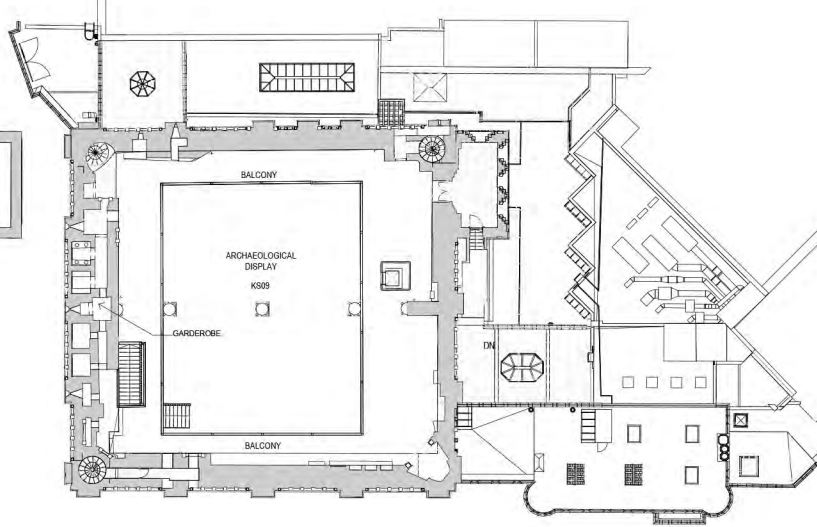
In this case it is considered that providing new visitor facilities and educational resources, making access to the complex easier and more appealing, increasing visitor numbers and allowing for an increased understanding of the medieval keep will all help enhance these community facilities and in turn promote learning and Norwich's economy. Taking everything into account it is considered that these benefit outweigh the less than substantial harm to this heritage asset. The proposed works are therefore considered to be acceptable and in accordance with the National Planning Policy Framework, policies 1 and of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk (March 2011) and policies DM1, DM3 and DM9 of the Norwich Development Management Policies Local Plan (December 2014).



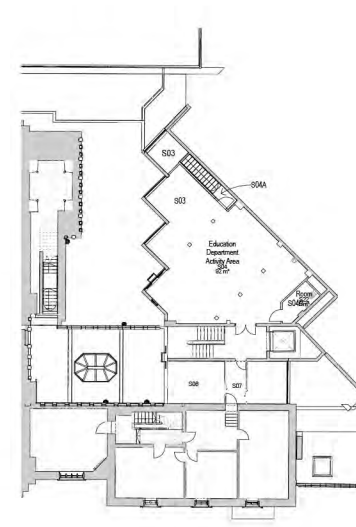
6 Roof of Keep FFL: +54250



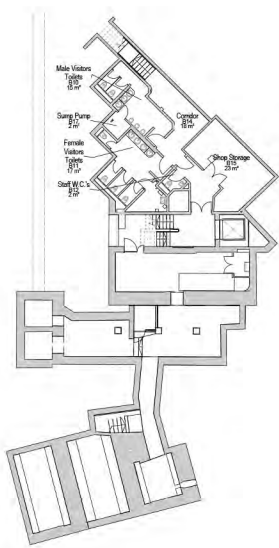
4 Mural Passages/ Mezzanine FFL: +44260



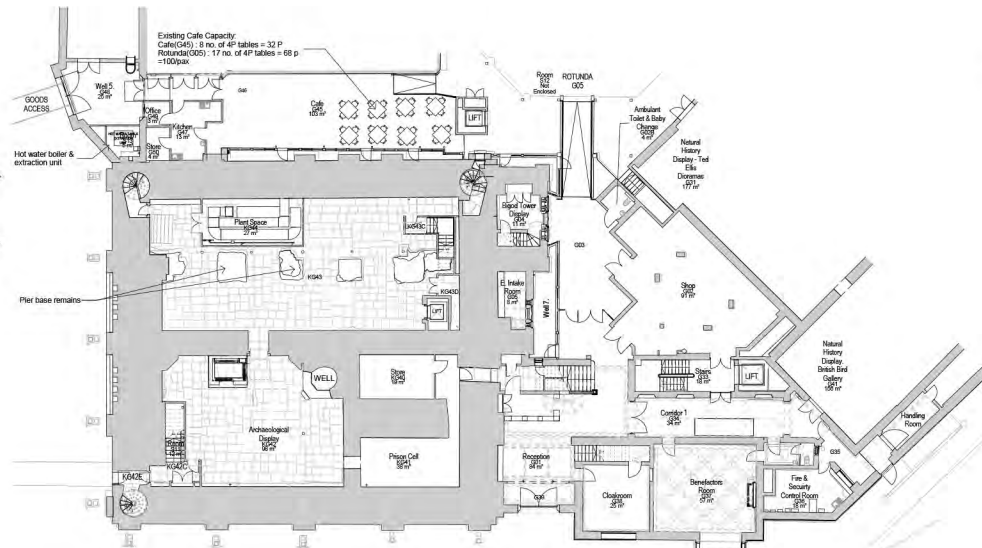
3 Principal Floor FFL: +40100



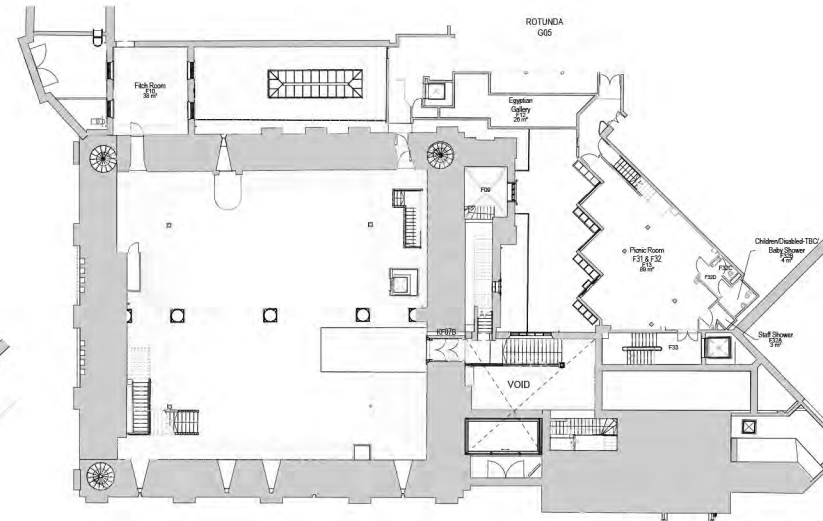
2 Second Floor FFL: +37500



-1 Basement



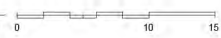
0 Ground Floor FFL: +32560



1 First Floor FFL: +35230



Rev	Date	CHK	Revision Description
A21	26/02/2018	(SM)	Revit model issue 033. Design development post NMS catering meeting and NMS 02 layout feedback
FS4	14/05/2018		Bridge Design Development: CAS Drawing Submission for H.E.F., Planning, DC & SMC
FS5	20/06/2018		Notes added to demolition drawing set (internal issue)
FS6	13/07/2018		Layout development post 14.15h June letter & 4th July NCGMC meeting. Full Planning & LSC and Scheduled Monument Consent Applications



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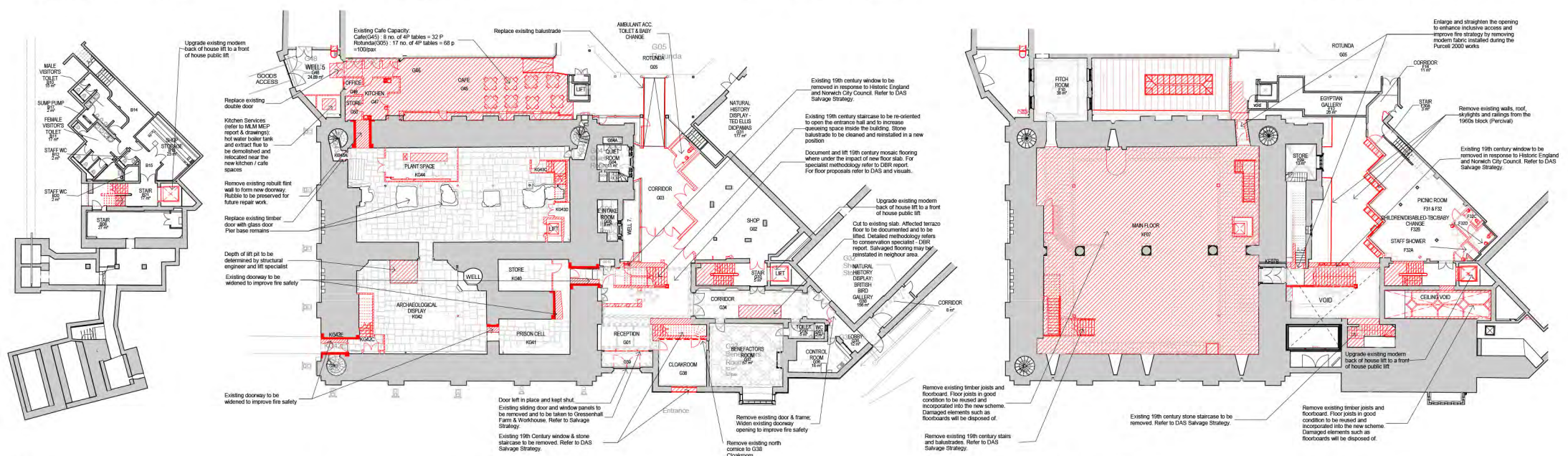
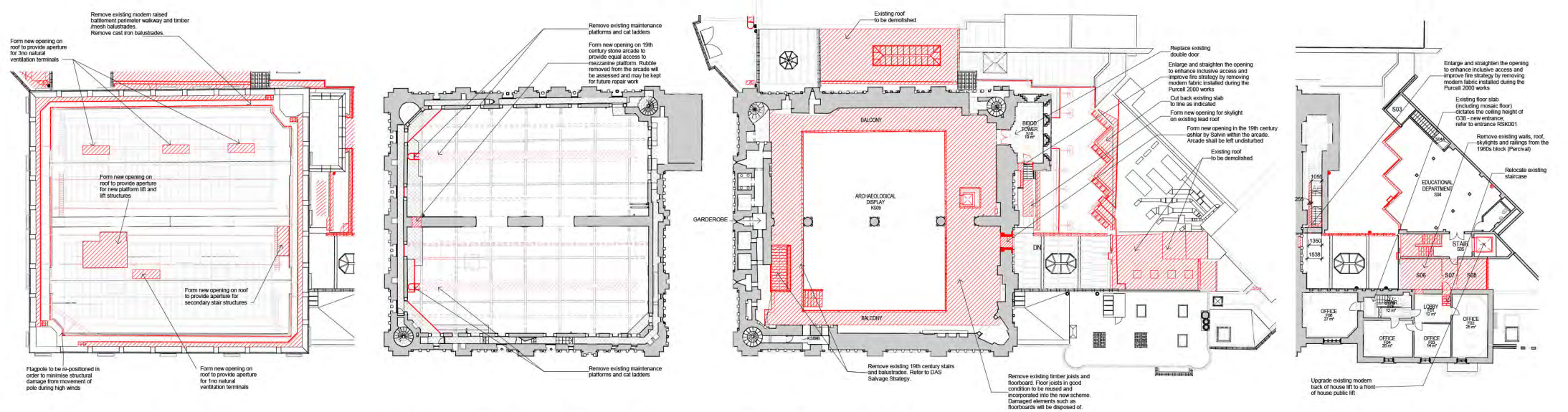
DRAWING
Floor Plan Set - Existing

CLIENT Norfolk Museum Service/ Heritage Lottery Fund
Norwich Castle: Gateway to Medieval England

RIBA Stage 3

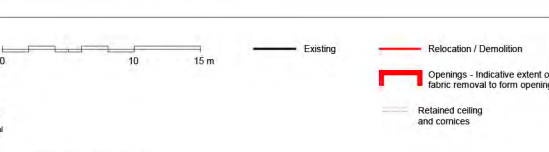
S2	Issued for information
JOB	8528 PAPER A1 SCALE 1:200

Drawing Number: NCGME- FM- XX- DR- A- 014- P36



-1 Basement **1 First Floor** FFL: +35230

Rev	Date	CHK	Revision Description
A30	24/09/2018	-	Design development in response to 17th May meeting with HE/NC
P22	01/06/2018	-	DMR/F Planning, LBC and DAC applications
P31	01/06/2018	-	Class Roof Design Development Point Meeting with Council
PM	14/09/2018	-	Sheddy Design Development, DAS Drawing Submission for HLF, Planning, LBC & DAC
P35	20/09/2018	-	Notes added to demolition/conservation drawings (structural steel)
P36	17/07/2018	-	Layout development post HE 19th June letter & 4th July HE/NC meeting, Full Planning & LBC, and St Edmund's Movement Consent applications
P37	22/10/2018	-	Details development post 15/2/2018 & 15 October 2018 request for scheme review for additional supporting documentation for planning/HLF



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 Fax: 020 620211
 35-36 Andrew Street, Cambridge CB2 3AH
 Tel: 01223 300567
 email: info@feildenmawson.com
 www.feildenmawson.com

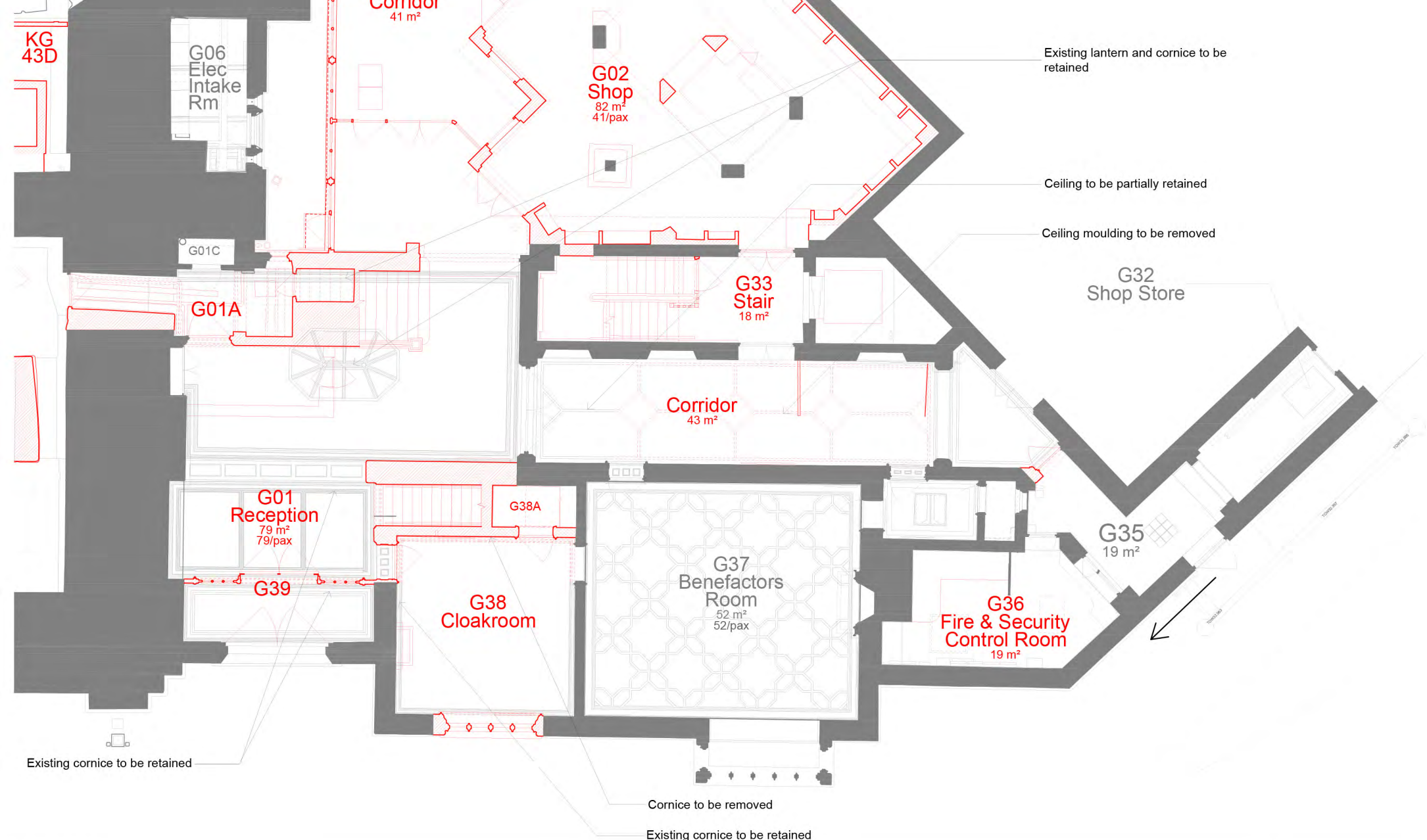
CLIENT Norfolk Museums Service / Heritage Lottery Fund
JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3

S2	Issue for Information
JOB	8526 PAPER
AT	SCALE
A1	1:200

DRAWING Floor Plan Set - Existing / Demolition

CONTRACTOR SHOULD NOT SCALE FROM THIS DRAWING ALL DIMENSIONS TO BE CONFIRMED ON SITE BY THE CONTRACTOR PRIOR TO CONSTRUCTION
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KG 43D

G06 Elec Intake Rm

Corridor 41 m²

G02 Shop 82 m² 41/pax

Existing lantern and cornice to be retained

Ceiling to be partially retained

Ceiling moulding to be removed

G01C

G01A

G33 Stair 18 m²

G32 Shop Store

Corridor 43 m²

G01 Reception 79 m² 79/pax

G38A

G37 Benefactors Room 52 m² 52/pax

G35 19 m²

G39

G38 Cloakroom

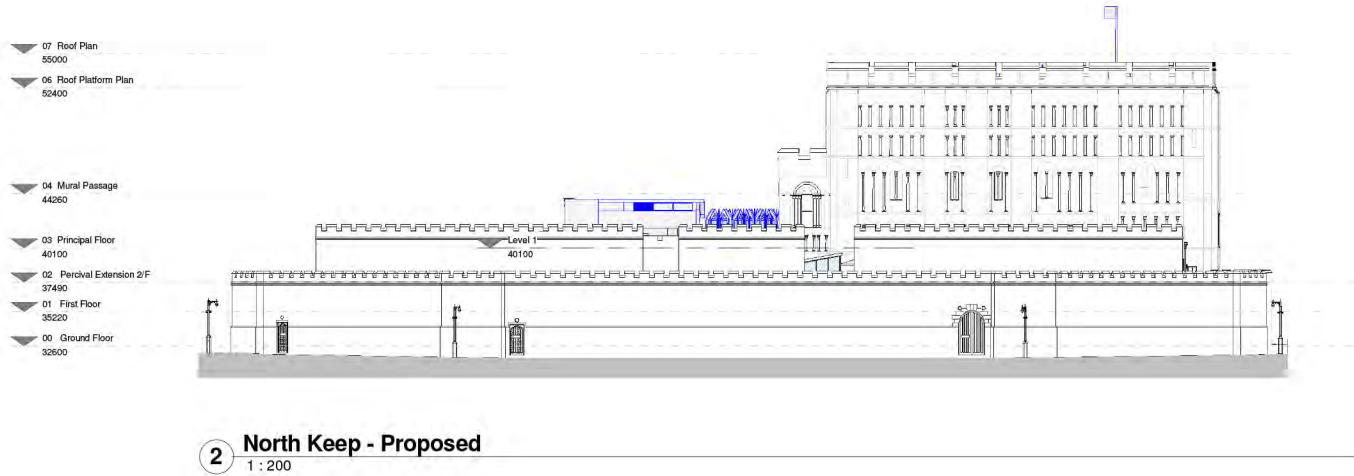
G36 Fire & Security Control Room 19 m²

Existing cornice to be retained

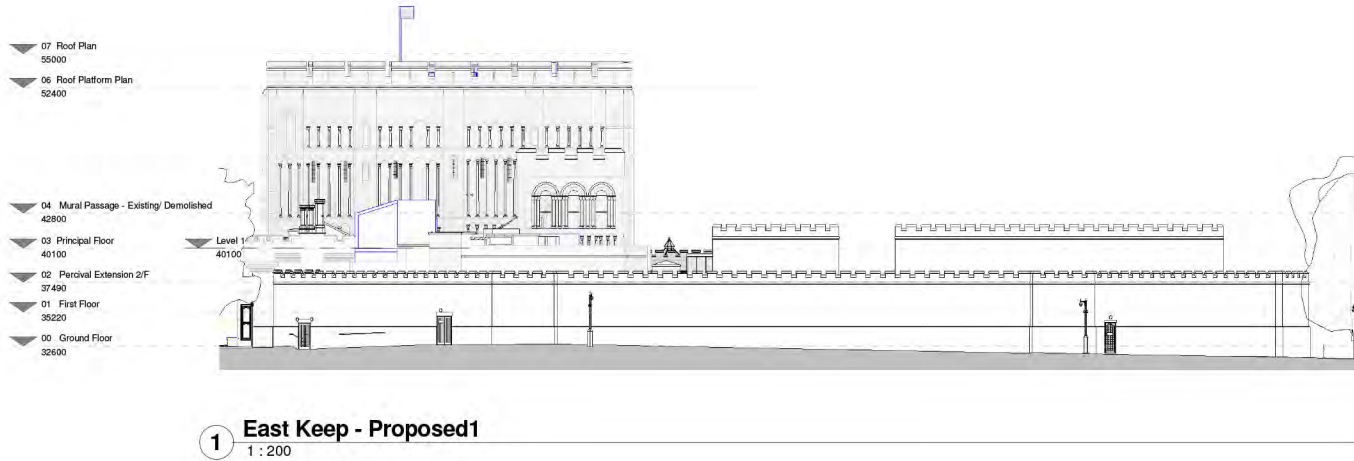
Cornice to be removed

Existing cornice to be retained

	REV	DATE	CHK	AMENDMENTS	REF	HEALTH AND SAFETY INFORMATION - CONSTRUCTION RISKS	NOTES												
	P37	23 Oct 18	1	Final Issue	18	safe bearing capacity of roadway above dangerous not known	Drawing based on measured survey by Downland Partnership 2017/07/10												
<p>CONTRACTOR SHOULD NOT SCALE FROM THIS DRAWING ALL DIMENSIONS TO BE CONFIRMED ON SITE PRIOR TO CONSTRUCTION</p>					<p>LEGEND</p> <ul style="list-style-type: none"> EXISTING REMOVED / DEMOLISHED Retained ceiling and cornices 														
<p>Page 48 of 244</p>																			
<p>CLIENT: NORFOLK MUSEUMS SERVICE JOB: NORWICH CASTLE KEEP</p>					<p>Feilden+Mawson 21-27 Leake's Quay, London WC1N 3NL 1 Ferry Road, Norwich, NR1 1SU 55 St Andrew Street, Cambridge CB2 3AH email: info@feildenmawson.com www.feildenmawson.com</p>														
<p>DRAWING: Reflected Ceiling Plan (RCP) Entrance and reception</p>					<p>WORKSTAGE 3</p> <table border="1"> <tr> <td>SCALE</td> <td>1:200</td> <td>PAPER</td> <td>A1</td> <td>DATE</td> <td>23 Oct 2018</td> </tr> <tr> <td>JOB</td> <td>8520</td> <td>DWG</td> <td>BSK-001</td> <td>REV</td> <td>P37</td> </tr> </table>			SCALE	1:200	PAPER	A1	DATE	23 Oct 2018	JOB	8520	DWG	BSK-001	REV	P37
SCALE	1:200	PAPER	A1	DATE	23 Oct 2018														
JOB	8520	DWG	BSK-001	REV	P37														

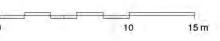


2 North Keep - Proposed
1 : 200



1 East Keep - Proposed1
1 : 200

Rev	Date	CHK	Revision Description
A28	27/04/2018		Revise issue DM: Fixed floor plan scheme for construction (Planning LBC draft), subject to meetings with IE and HCC (consultation); HCC Signage for Site Design review
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning LBC and DM applications
P33	07/06/2018		Issue Roof Design Development Pack Meeting with Clients
P34	14/06/2018		Bridge Design Development, DMS Drawing Submission for H.F., Planning LBC & DM
P35	20/06/2018		Notes added to itemisation/drawing and (inserted) issued
P36	17/07/2018		Layout development post IE 15th June letter & 8th July HENCC meeting, Full Planning LBC and Scheduled Monument Consent Applications



Existing
 Existing Floor
 Existing Roof

Proposed
 Openings - Indicative extent of proposed structures and architectural finishes (subject to technical design)
 HSD Existing (Drawn 01.07.18)

Proposed New Floor
 Proposed New Roof

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 tel: 01603 600071
 tel: 01223 365097
 www.feildenmawson.com

DRAWING
 North & East Site Elevation - Proposed

CLIENT Norfolk Museum Service/ Heritage Lottery Fund

JOB Norwich Castle: Gateway to Medieval England

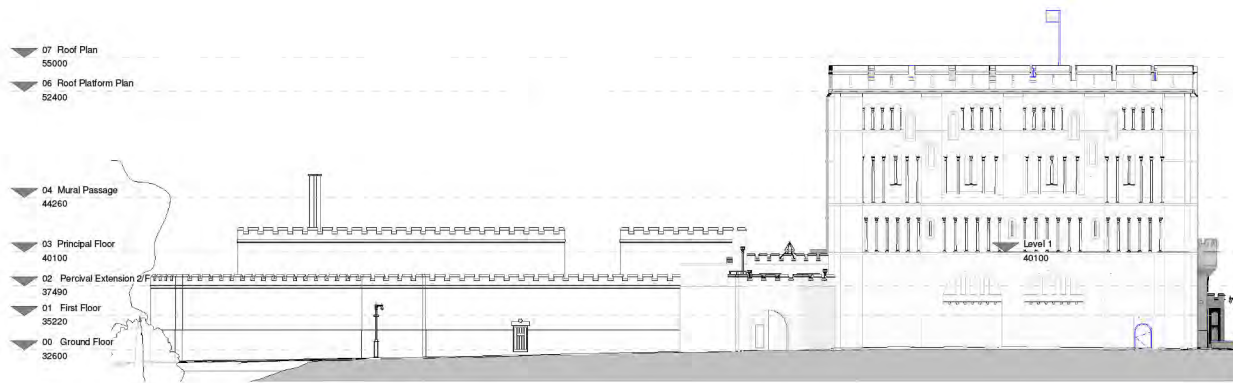
RIBA Stage 3
 Issued for Information

Drawing Number: S2
 JOB: S20 PAPER: A1 SCALE: 1:200

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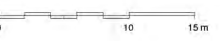


1 South Keep - Proposed
1 : 200



2 West Keep - Proposed
1 : 200

Rev	Date	CHK	Revision Description
A28	27/04/2018		Revise issue DM: Fixed floor plan scheme for coordination (including LBC draft), subject to meeting 0 with IE and HCC (consultation); HCC Sign-off for final design review
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning LBC and SMC applications
P33	07/06/2018		Open Roof Design Development Final Meeting with Centris
P34	14/06/2018		Bridge Design Development, DAD Drawing Submission for H.F., Planning LBC & SMC
P35	22/06/2018		Notes added to architectural drawing and (internal email)
P36	17/07/2018		Layout development post IE 15th June letter & 8th July HENCC meeting, Full Planning & LBC, and Scheduled Monument Consent Applications



— Existing
— Existing Floor
— Existing Roof
— Proposed
— Openings - Indicative extent of proposed structures and architectural finishes (subject to technical design)
— HSD Existing
— Proposed New Floor
— Proposed New Roof

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 tel: 01603 650071
 tel: 01223 365097
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DRAWING
 South & West Site Elevation - Proposed

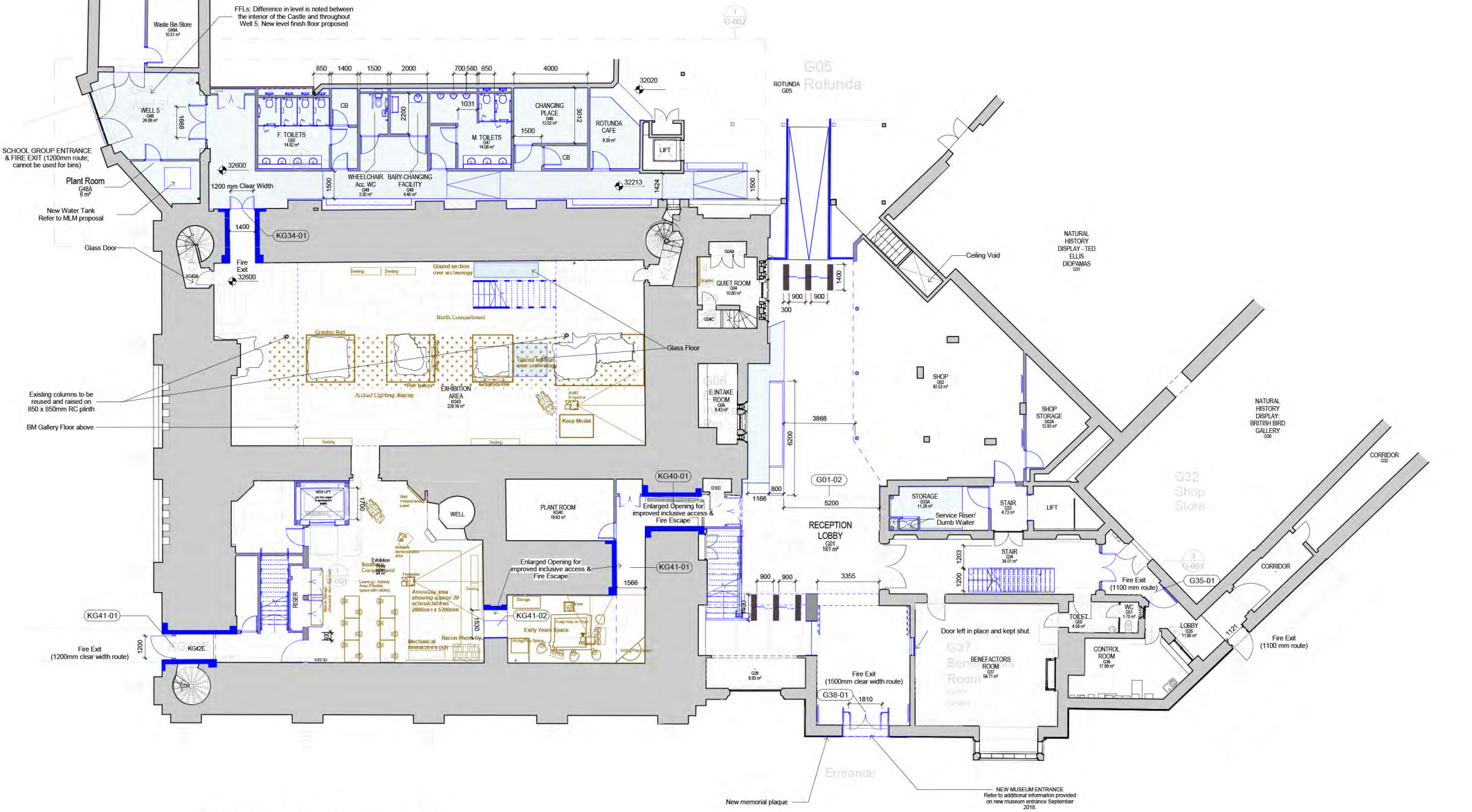
CLIENT Norfolk Museum Service/ Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3
 Issued for Information

Drawing Number: S2
 JOB: 8520 PAPER: A1 SCALE: 1:200

CONTRACTOR: NCGME - FM-XX-DR-A-081- P36

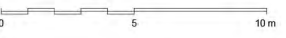
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 17/07/2018 17:50:35



1 00 Ground Floor - Proposed 1-100
1 : 100



Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HEMCC
P32	01/06/2018		05/17 Planning DC and SMC applications
P33	07/06/2018		Glaze Roof Design Development Post Meeting with Council
P34	14/06/2018		Bridge Design Development (DAS Drawing Submission for HLP, Planning DC & SMC)
P35	20/06/2018		Notes added to development drawing showing post (internal view)
P36	17/07/2018		Layout development post HE 19th June letter & 4th July HEMCC meeting, Full Planning & LBC, and Schedule Management Consent Application
P37	22/10/2018		Details development post NCC 3 October & 16 October 2018 request for scheme review for additional supporting documentation for planning/LBC



Existing	Proposed	Existing Floor	Proposed New Floor
Existing Roof	Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical details and conditions)	Existing Floor	Proposed New Roof
	HSD Exhibition Plan (dated 01.06.2018)		

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tel: 01603 620471
tel: 01223 303067
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DRAWING
Ground Floor - Proposed

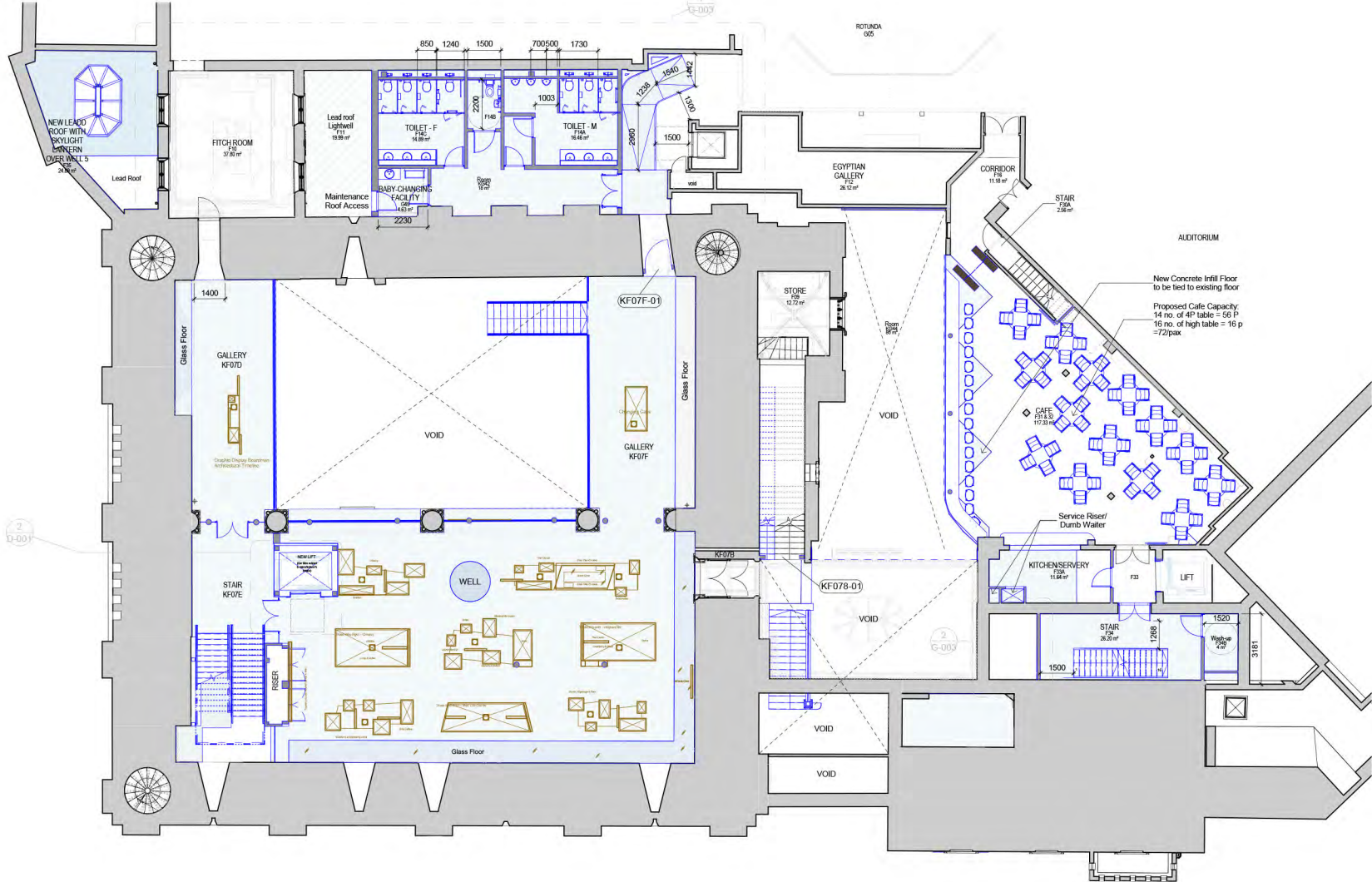
CLIENT Norfolk Museums Service / Heritage Lottery Fund
JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3

S2	8520	PAPER	AI	SCALE	1:100
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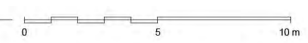
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23/10/2018 10:23:51



1 01 First Floor - Proposed 1-100
1 : 100

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HE/NC
P32	01/06/2018		Submit Planning/LIC and SMC applications
P33	07/06/2018		Glass Roof Design Development Post Meeting with Council
P34	14/06/2018		Design Development, DAS Drawing Submission for HLP, Planning/LIC & SMC
P35	24/06/2018		Notes added to develop/consolidating drawings set (internal use)
P36	17/07/2018		Layout development post HE 19th June letter & 4th July HE/NC meeting, Full Planning & LIC, and Scheduled Monument Consent Applications
P37	22/10/2018		Details development post NCC 3 October & 16 October 2018 request for scheme review for additional supporting documentation for planning/LIC



Existing
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical checks)
 HSD Exhibition Floor (dated 03.05.2018)
 Existing Floor
 Existing Roof
 Proposed New Floor
 Proposed New Roof

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 tel: 01223 305087
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DRAWING:
 First Floor - Proposed

CLIENT: Norfolk Museums Service / Heritage Lottery Fund
 JOB: Norwich Castle: Gateway to Medieval England

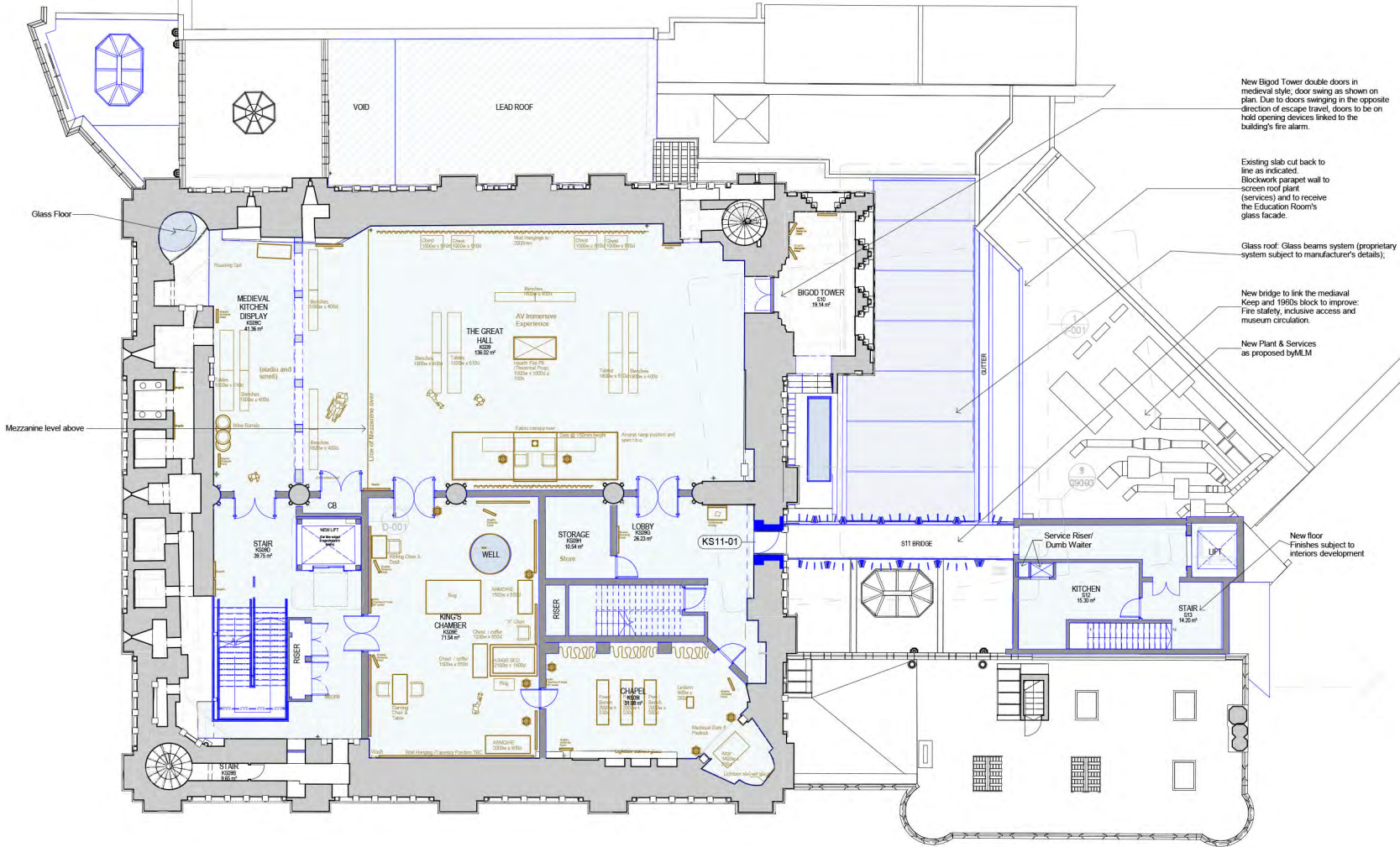
RIBA Stage 3

S2	Issued for Information
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JOB: 8520 PAPER: A1 SCALE: 1:100
 Drawing Number: **NCGME_FM_01-DR-A_051-P37**

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New Bigod Tower double doors in medieval style; door swing as shown on plan. Due to doors swinging in the opposite direction of escape travel, doors to be on hold opening devices linked to the building's fire alarm.

Existing slab cut back to line as indicated. Blockwork parapet wall to screen roof plant (services) and to receive the Education Room's glass facade.

Glass roof: Glass beams system (proprietary system subject to manufacturer's details).

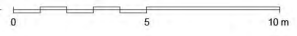
New bridge to link the medieval Keep and 1960s block to improve: Fire safety, inclusive access and museum circulation.

New Plant & Services as proposed byMLM

1 03 Principal Floor - Proposed 1-100
1 : 100



Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HE/NC
P32	01/06/2018		CPW/TF Drawing/DC and SAC applications
P33	07/06/2018		Glass Roof Design Development Final Meeting with Council
P34	14/06/2018		Bridge Design Development, DAS Drawing Submission for HLF, Planning/DC & SAC
P35	24/06/2018		Notes added to development/consent drawing set (internal use)
P36	17/07/2018		Layout development post HE 17th June letter & 4th July HE/NC meeting, Full Planning & LSC, and (Scheduled Monument Consent) Application
P37	22/10/2018		Details development post NCC 3 October & 16 October 2018 request for scheme review for additional supporting documentation for planning/LSC



- Existing
- Proposed
- Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical approvals)
- Existing Floor
- Proposed New Floor
- Existing Roof
- Proposed New Roof
- Existing Wall
- Proposed New Wall
- Existing Window
- Proposed New Window
- Existing Door
- Proposed New Door
- Existing Stair
- Proposed New Stair
- Existing Lift
- Proposed New Lift
- Existing Core
- Proposed New Core
- Existing Wall
- Proposed New Wall
- Existing Window
- Proposed New Window
- Existing Door
- Proposed New Door
- Existing Stair
- Proposed New Stair
- Existing Lift
- Proposed New Lift
- Existing Core
- Proposed New Core

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M: 01223 305087
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DRAWING:
Principal Floor - Proposed

CLIENT: Norfolk Museums Service / Heritage Lottery Fund

JOB: Norwich Castle: Gateway to Medieval England

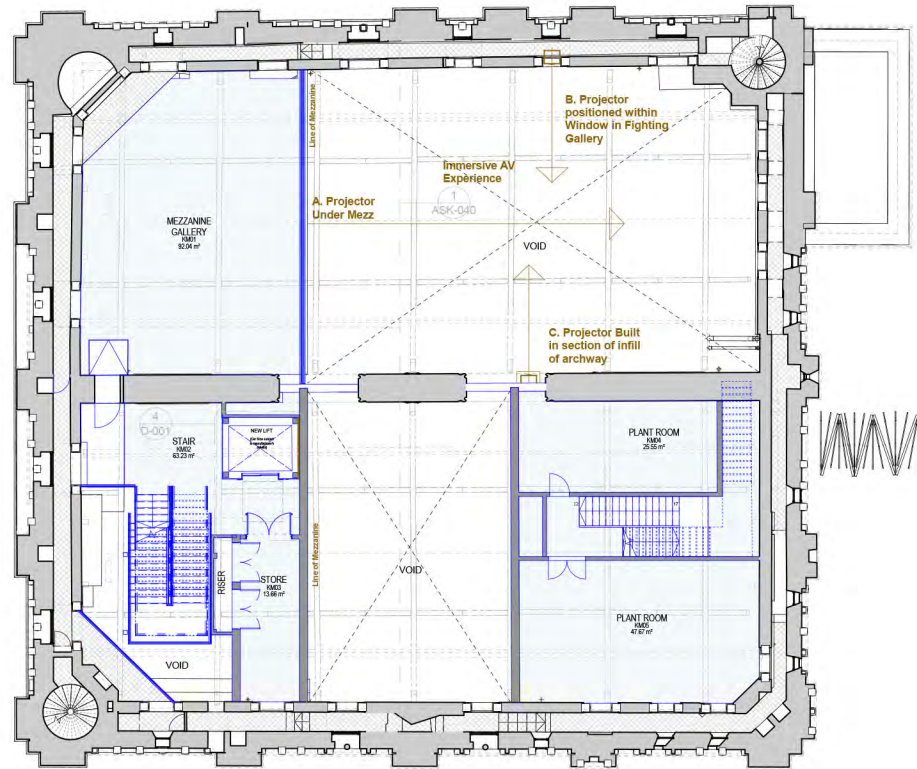
RIBA Stage 3

S2 Issued for Information

JOB: 8520 PAPER: A1 SCALE: 1:100

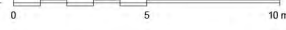
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CONTRACTOR SHOULD NOT SCALE FROM THIS DRAWING ALL DIMENSIONS TO BE CONFIRMED ON SITE BY THE CONTRACTOR PRIOR TO CONSTRUCTION



1 04 Mural Passage - Proposed 1-100
1 : 100

Rev	Date	CHK	Revision Description
A10	24/05/2018		Design development in response to 17th May meeting with HE/NC
P12	01/06/2018		DMPT Planning, LSC and SMC applications
P33	07/06/2018		Overall Roof Design Development Post Meeting with Council
P34	14/06/2018		Overall Design Development, DAS Drawing Submission for HL7, Planning, LSC & SMC
P35	20/06/2018		Notes added for development/drawing set (internal issue)
P36	17/07/2018		Layout development post HE 19th June letter & 4th July HE/NC meeting, Full Planning & LSC, and Scheduled Monument Consent Applications
P37	22/10/2018		Details development post NCC 3 October & 18 October 2018 request for scheme review for additional supporting documentation for planning/LSC



Existing
 Existing Floor
 Existing Roof
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical details)
 HSD Exhibition Floor (Issued 03.05.2018)
 Proposed New Floor
 Proposed New Roof

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tel: 01603 020571
tel: 01223 355987
www.feildenmawson.com

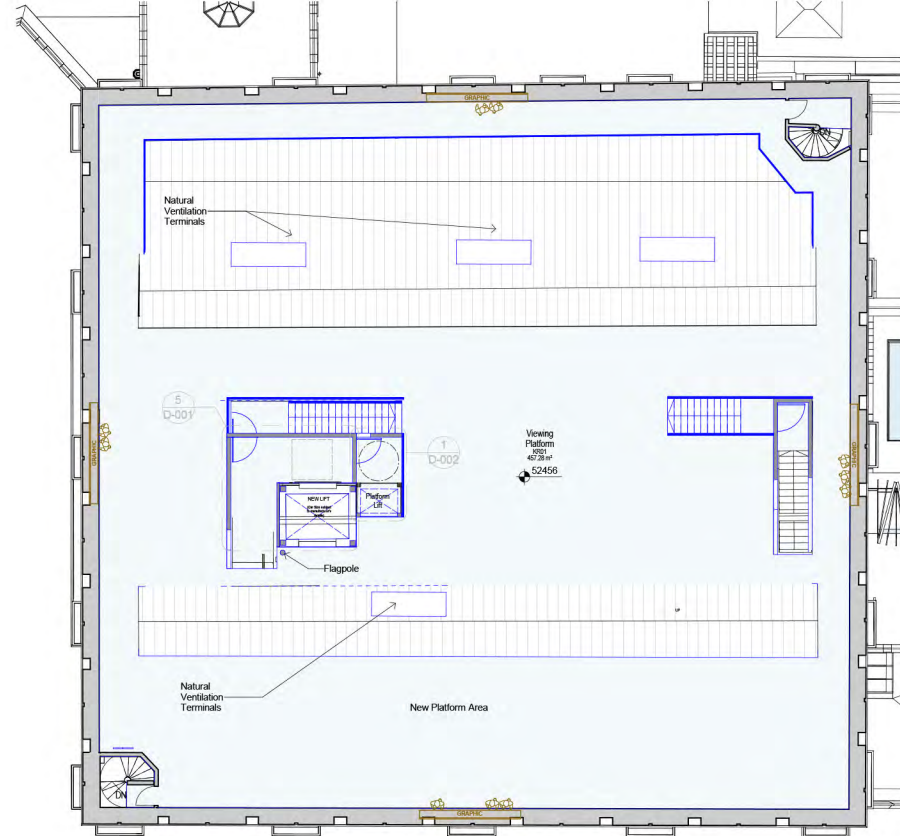
DRAWING:
Mural Passage/ Mezzanine - Proposed

CLIENT Norfolk Museums Service / Heritage Lottery Fund
JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3

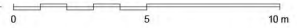
S2	Issued for Information
JOB	8520 PAPER A1 SCALE 1 : 100

Drawing Number: NCGME-FM-04-DR-A-054-P37



1 06 Roof Platform Plan - Proposed 1-100
1 : 100

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HEINCC
P32	01/06/2018		(S)AFT Planning, LSC and SMC applications
P33	07/06/2018		Slieve Roof Design Development Post Meeting with Carfax
P34	14/06/2018		(R)evise Design Development, DAS Drawing Submission for HLT, Planning, LSC & SMC
P35	20/06/2018		Notes added for development/consent drawing set (internal issue)
P36	17/07/2018		Layout development post HE 19th June letter & 4th July HEINCC meeting, Full Planning & LSC, and Scheduled Monument Consent Applications
P37	22/10/2018		Details development post NCC 3 October & 18 October 2018 request for scheme review for additional supporting documentation for planning LSC



Existing
 Existing Floor
 Existing Roof
 Proposed
 Proposed Openings - Indicative extent of proposed structures and architectural finishes (subject to technical details)
 HSD Exhibition Platform (Issue 03.05.2018)
 Proposed New Floor
 Proposed New Roof

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tel: 01603 020571
tel: 01223 365967
www.feildenmawson.com

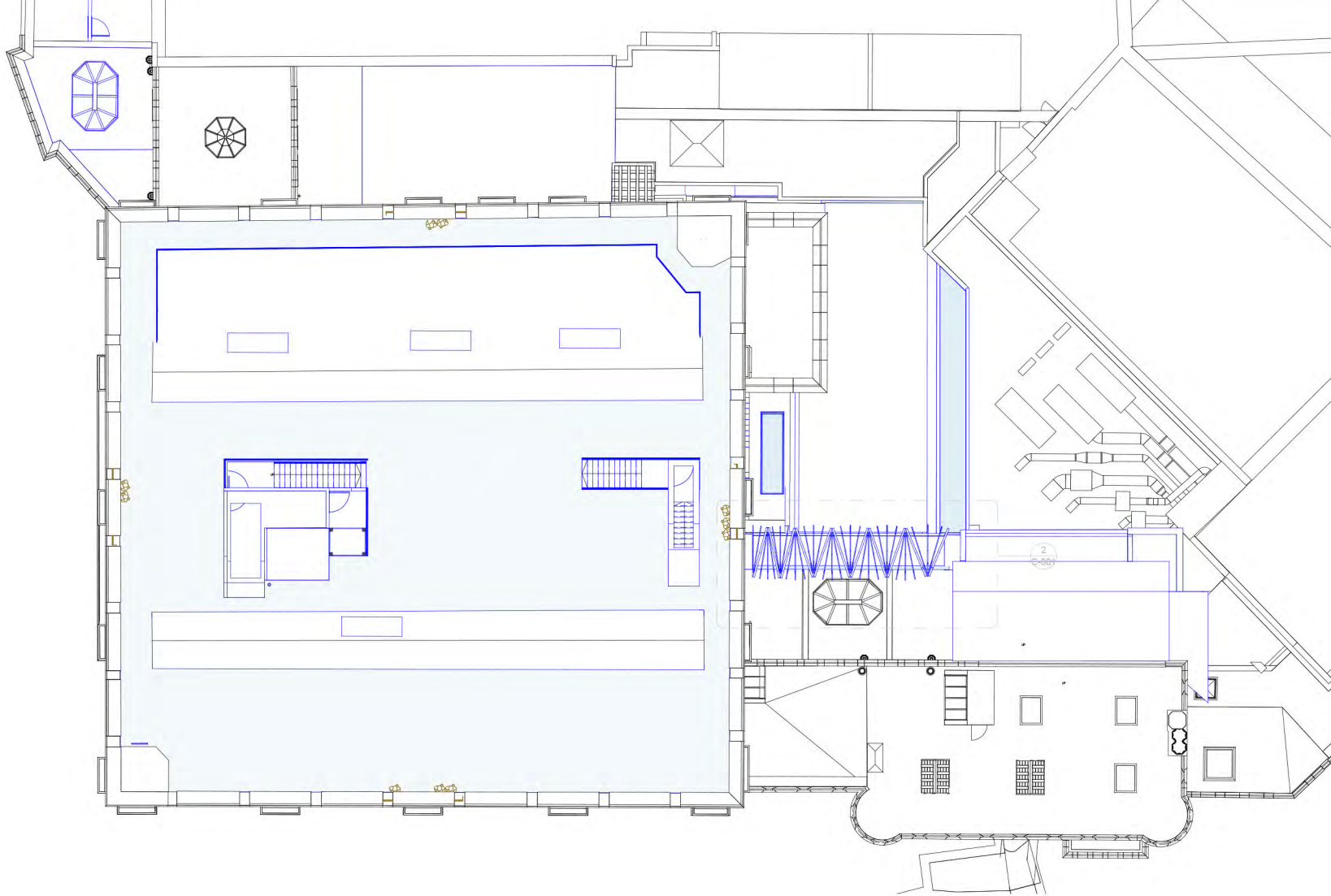
DRAWING:
Roof Platform Plan - Proposed

CLIENT Norfolk Museums Service / Heritage Lottery Fund
JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3

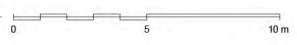
S2	Issued for Information
JOB 8520 PAPER A1	SCALE 1 : 100

Drawing Number: NCGME-FM-06-DR-A-055-P37



2 07 Roof Plan - Proposed 1-100
1 : 100

Rev	Date	CHK	Revision Description
A20	24/05/2018		Design development in response to 17th May meeting with HEINCC (DRAFT Planning, LSC and SMC applications)
P32	01/06/2018		Glass Roof Design Development Post Meeting with Curtils
P34	14/06/2018		Design Development (DAS Drawing Submission for PLZ, Planning, LSC & SMC)
P35	20/06/2018		Notes added to develop/refreshing drawing set (internal issue)
P36	17/07/2018		Layout development post HE 19th June letter & 4th July HEINCC meeting. Full Planning & LSC, and Scheduled Monument Consent Applications
P37	22/10/2018		Details development post NCC 13 October & 18 October 2018 request for scheme review for additional supporting documentation for planning/LSC



Existing
 Proposed
 HSD Exhibition Floor (Issue 03.05.2018)

Existing Floor
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)

Existing Roof
 Proposed New Floor
 Proposed New Roof

Page 57 of 244

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tel: 020 7641 1000
tel: 01603 620671
tel: 01223 365967
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DRAWING:
Roof Plan - Proposed

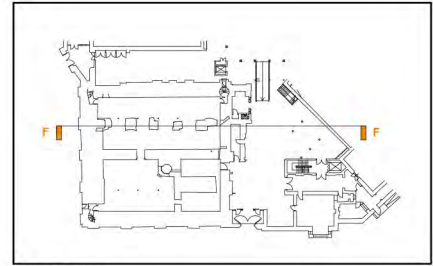
CLIENT Norfolk Museums Service / Heritage Lottery Fund
JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3

S2	Issued for Information	
JOB: 8520	PAPER: A1	SCALE: 1 : 100
Drawing Number: NCGME-FM-07-DR-A-056-P37		

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Section Key Plan

07 Roof Plan
55000

04 Mural Passage - Existing Demolished
42800

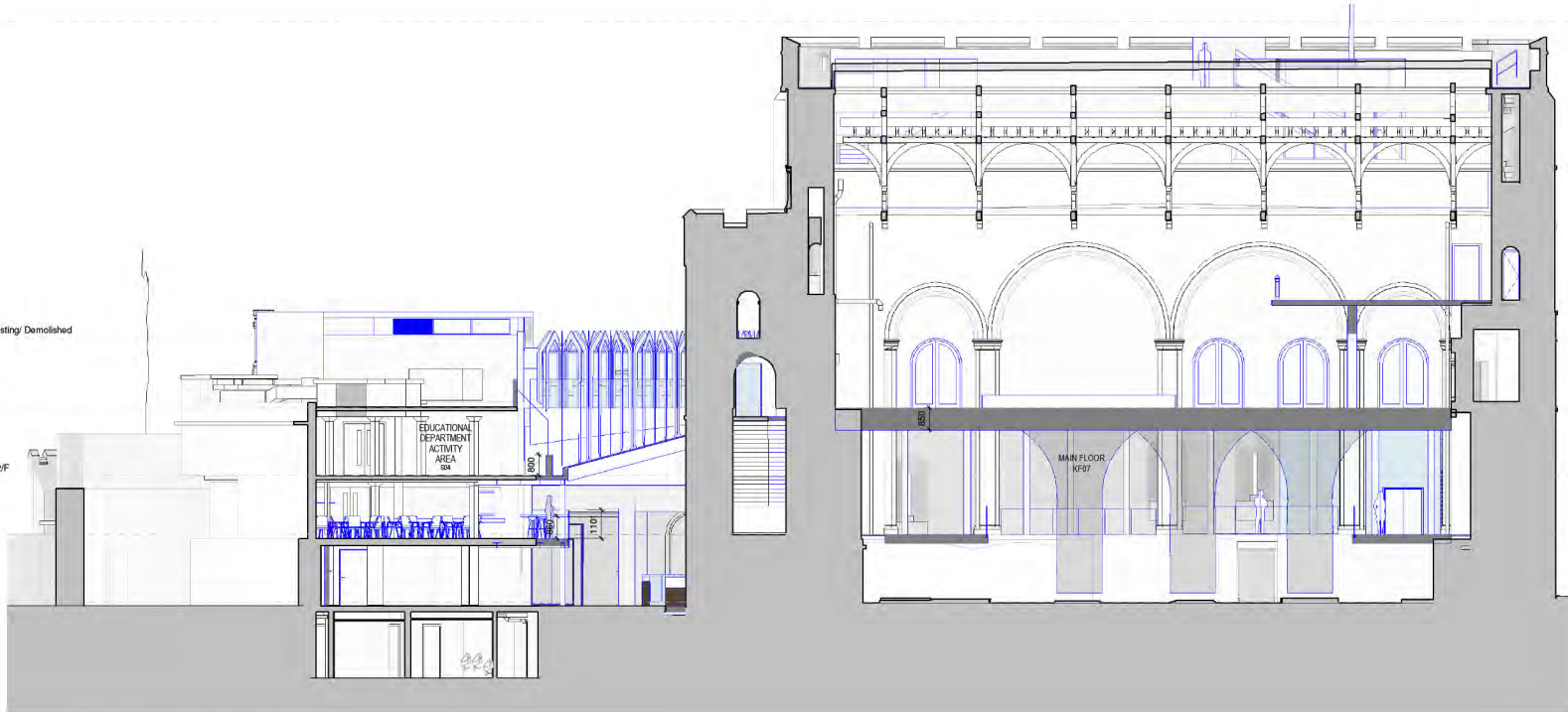
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40100

02 Percol Extension 2/F
37490

01 First Floor
35220

00 Ground Floor
32600

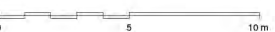
-01 Dungeon 1
29700



F Section F-F - Proposed
1 : 100



Rev	Date	CHK	Revision Description
A28	27/04/2018		Revise issue DM: Fixed floor plan scheme for coordination (Planning LBC draft), subject to meetings with IE and HCC (consultation), HCC Signage for Fire Design review
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning LBC and DMC applications
P33	01/06/2018		Issue Roof Design Development Pack Meeting with Centrix
P34	14/06/2018		Bridge Design Development, DMS Drawing Submission for H.F., Planning LBC & DMC
P35	20/06/2018		Notes added to identification/working drawing and (internal email)
P36	10/07/2018		Layout development post IE 19th June letter & 8th July HENCC meeting, Full Planning & LBC, and Scheduled Monument Consent Applications



Existing
 Existing Floor
 Existing Roof
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)
 HSE
 Proposed New Floor
 Proposed New Roof

Page 58 of 244

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 tel: 01223 360097
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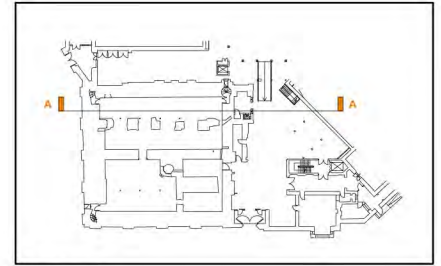
DRAWINGS
 Section F-F - Proposed

CLIENT Norfolk Museum Service/ Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

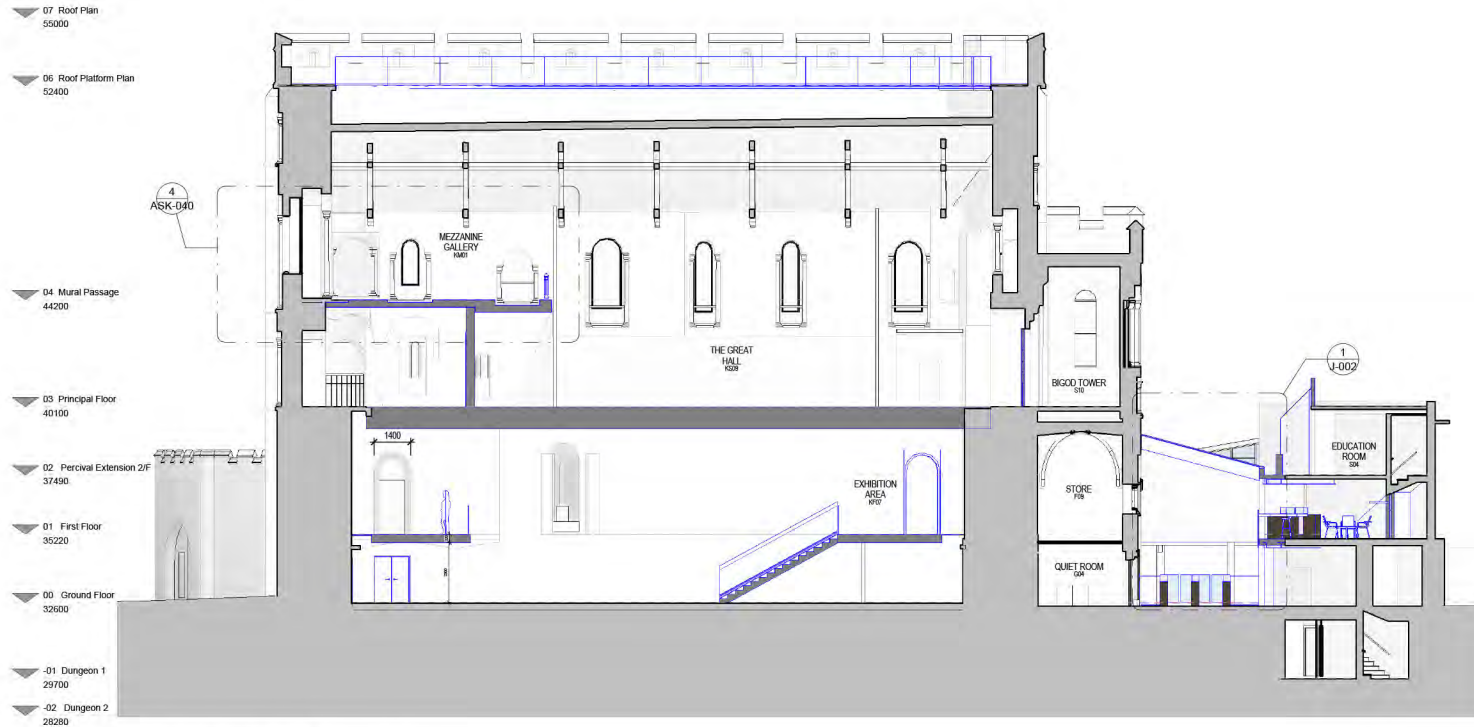
RIBA Stage 3
 Issued for Information

DRWING NUMBER: S2
 JOB: 8520 PAPER: A1 SCALE: 1:100

Drawing Number: **NCGME-FM-XX-DR-A-072-P36**

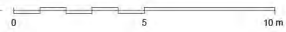


Section Key Plan



A Section A-A - Proposed
1 : 100

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning, LBC and SMC applications
P33	07/06/2018		Class Roof Design Development Final Meeting with Council
P34	14/06/2018		Bridge Design Development, DAS Drawing Submission for H.F., Planning, LBC & SMC
P35	20/06/2018		Notes added to identification/visiting drawings set (internal use)
P36	17/07/2018		Layout development post 1E 19th June letter & 4th July HENCC meeting, Full Planning & LBC, and Schedule Management Consent Application
P37	22/10/2018		Details development post VCC 3 October & 16 October 2018 request for scheme review for additional supporting documentation for planning LBC



Existing
 Existing Floor
 Existing Roof
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)
 HS (Hatched) (See P33.03.01)
 Proposed New Floor
 Proposed New Roof

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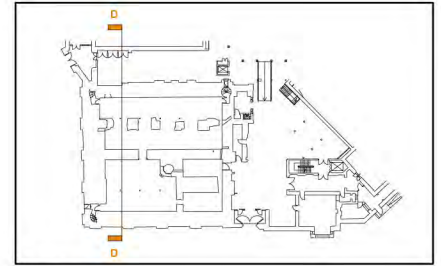
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 tel: 01603 656671
 tel: 01223 305097
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DRAWING
Section A-A - Proposed

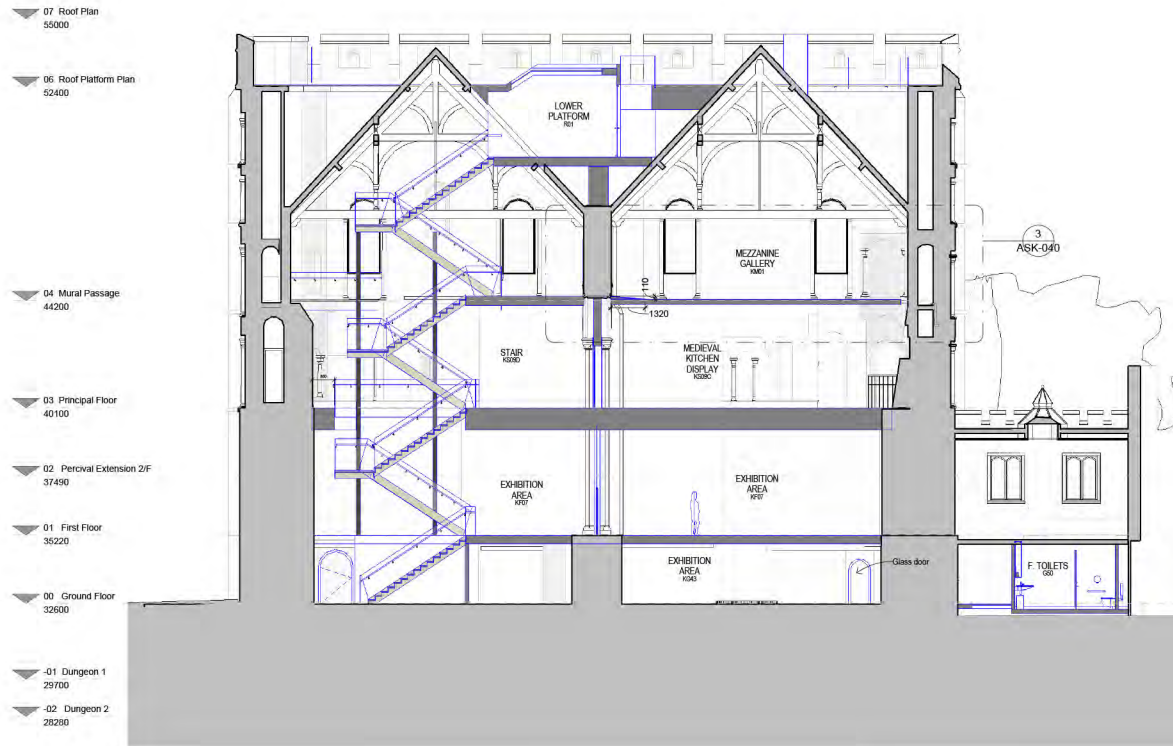
CLIENT Norfolk Museums Service / Heritage Lottery Fund

JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3
 Issued for Information
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 JOB: 8520 PAPER: A1 SCALE: 1:100
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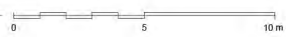


Section Key Plan



D Section D-D - Proposed
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Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning, LBC and SMC applications
P33	07/06/2018		Glass Roof Design Development Final Meeting with Council
P34	14/06/2018		Bridge Design Development (DAS Drawing Submission for H.F., Planning) LBC & SMC
P35	20/06/2018		Notes added to identification/visiting drawings set (internal use)
P36	17/07/2018		Layout development post 1E 19th June letter & 4th July HENCC meeting. Full Planning & LBC, and Schedule 6 Management Consent Applications
P37	22/10/2018		Details development post NCC 3 October & 15 October 2018 request for scheme review for additional supporting documentation for planning LBC



Existing
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)
 HSE (Hatched) (Ref: P3.03.2018)

Existing Floor
 Proposed New Floor
 Existing Roof
 Proposed New Roof

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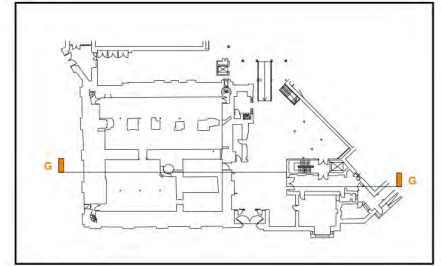
21-27 Lamb's Conduit Street, London WC1N 3NL
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 tel: 01223 355097
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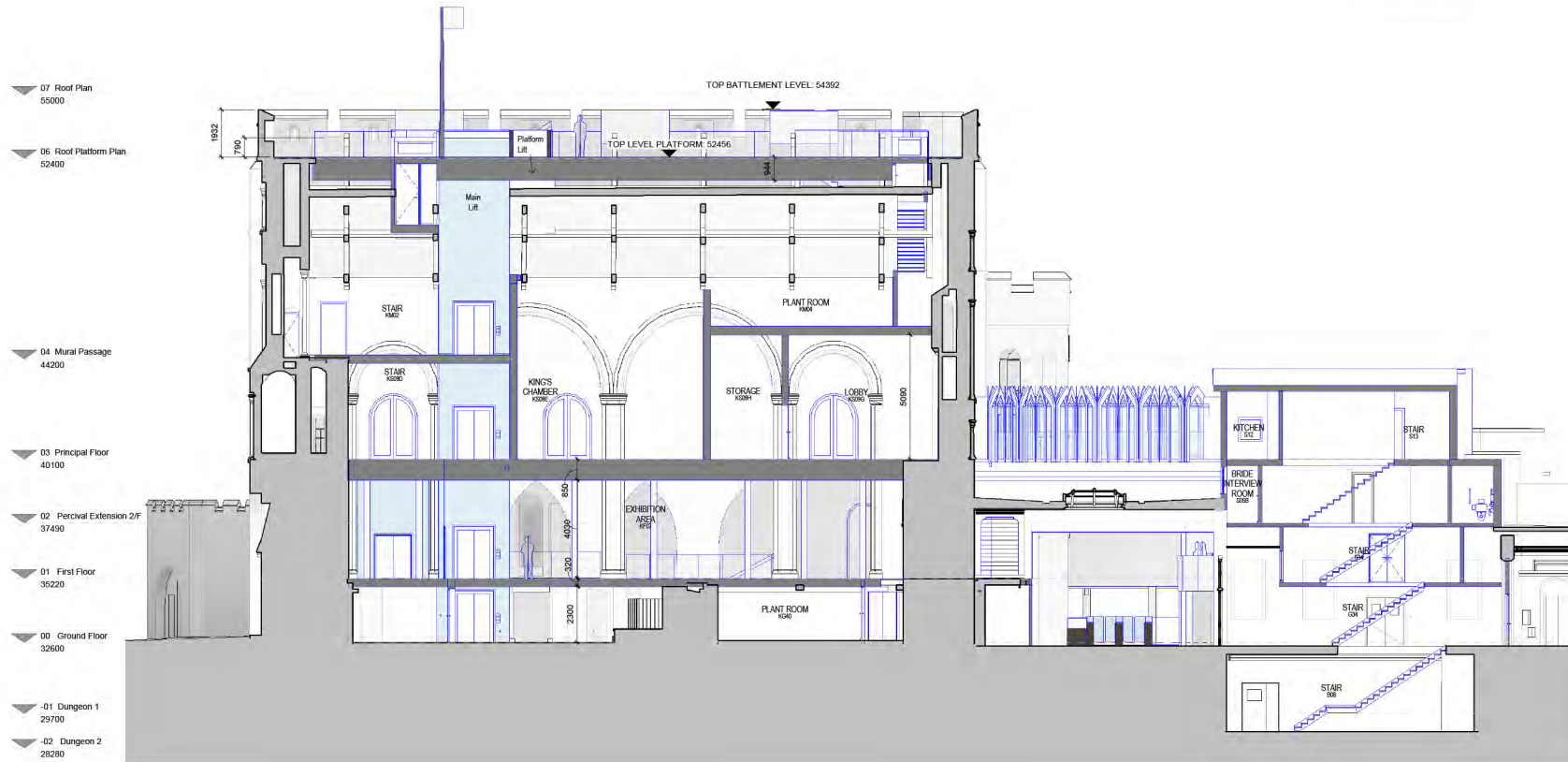
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 Section D-D - Proposed

CLIENT Norfolk Museums Service / Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3	
Issued for Information	
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JOB	850
Drawing Number	PAPER
AT	SCALE
1:100	
NCGME-FM-XX-DR-A-071-P37	

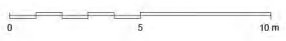


Section Key Plan



G Section G-G - Proposed
1 : 100

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning, LBC and SMC applications
P33	07/06/2018		Class Roof Design Development Final Meeting with Council
P34	14/06/2018		Bridge Design Development (SAS Drawing Submission for H.F., Planning, LBC & SMC)
P35	20/06/2018		Notes added to demolition/retaining drawings set (internal use)
P36	17/07/2018		Layout development and IE 19th June letter & 4th July HENCC meeting, Full Planning & LBC, and Schedule 9 Consent Applications
P37	22/10/2018		Details development and NCC 15 October & 16 October 2018 request for scheme review for additional supporting documentation for planning LBC



Existing
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)
 Existing Floor
 Existing Roof
 Proposed New Floor
 Proposed New Roof
 HSE 1:100 (2018)

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DRAWING
Section G-G - Proposed

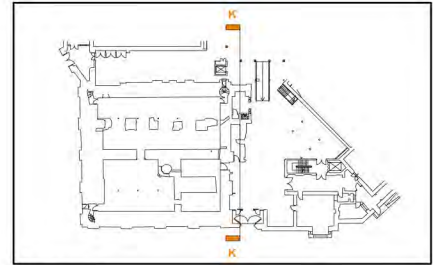
CLIENT Norfolk Museums Service / Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3
 Issued for Information

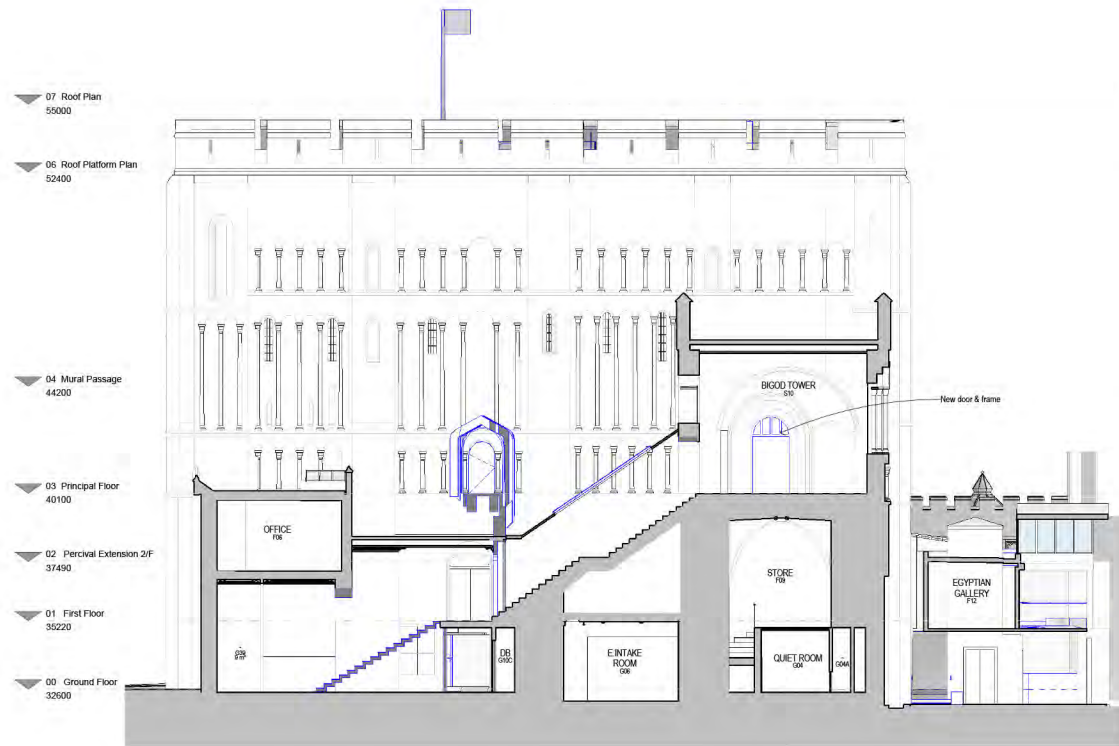
DRAWING NUMBER: S2
 JOB: 8520 PAPER: A1 SCALE: 1:100

CONTRACTOR: NCGME-FM-XX-DR-A-073-P37

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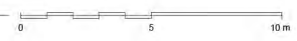


Section Key Plan



K Section K-K - Proposed
1 : 100

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning, LBC and SMC applications
P33	07/06/2018		Class Roof Design Development Final Meeting with Cavell
P34	14/06/2018		Bridge Design Development (DAS Drawing Submission for H.F., Planning) LBC & SMC
P35	20/06/2018		Notes added to identification/visiting drawing set (internal use)
P36	17/07/2018		Layout development and IE 19th June letter & 4th July HENCC meeting, Full Planning & LBC, and Schedule Management Consent Application
P37	22/10/2018		Details development and NCC 1 October & 15 October 2018 request for scheme review for additional supporting documentation for planning LBC



Existing
 Existing Floor
 Existing Roof
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)
 HSE 19/05/2018 (Rev. P33 to P34)
 Proposed New Floor
 Proposed New Roof

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DRAWING
Section K-K - Proposed

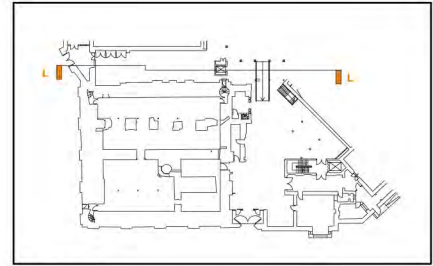
CLIENT Norfolk Museums Service / Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3
 Issued for Information

DRAWING NUMBER: S2
 JOB: 850 PAPER: A1 SCALE: 1:100

DRWG: NCGME-FM-XX-DR-A-074-P37

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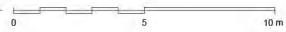


Section Key Plan



L Section L-L - Proposed
1 : 100

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
P32	01/06/2018		DRAFT Planning, LBC and SMC applications
P33	01/06/2018		Class Roof Design Development Final Meeting with Council
P34	14/06/2018		Bridge Design Development (DAS Drawing Submission for H.F., Planning) LBC & SMC
P35	20/06/2018		Notes added to identification/visiting drawing set (internal use)
P36	17/07/2018		Layout development post IE 19th June letter & 4th July IENCC meeting, Full Planning & LBC, and Schedule 6 Movement Consent Application
P37	22/10/2018		Details development post WCC 3 October & 16 October 2018 request for scheme review for additional supporting documentation for planning LBC



Existing
 Proposed
 Proposed Openings - Indicative extent of proposed modern structures and architectural finishes (subject to technical design)
 HSE (to be confirmed)
 Existing Floor
 Proposed New Floor
 Existing Roof
 Proposed New Roof

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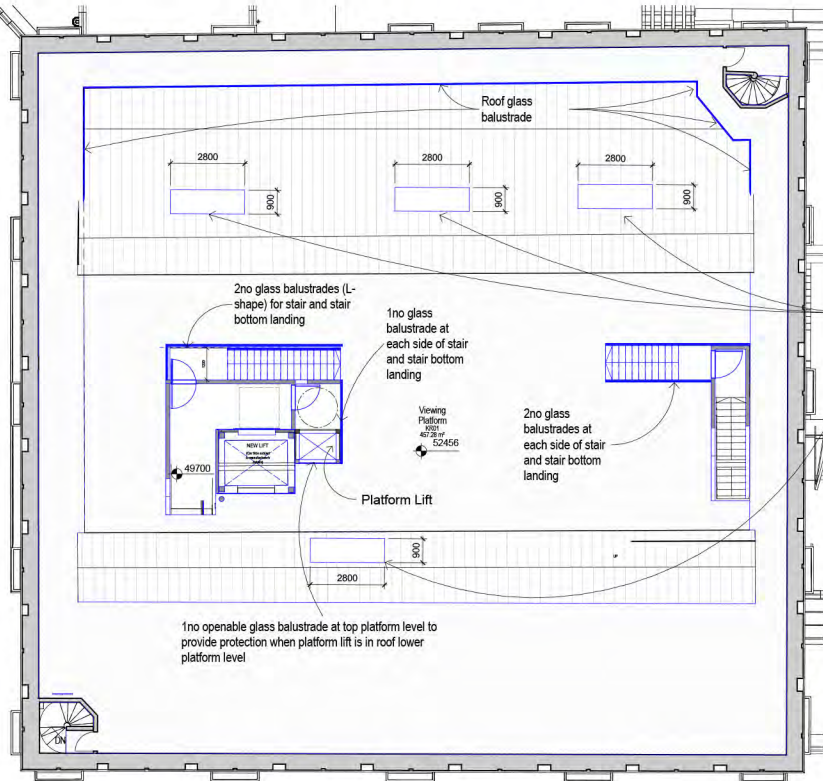
DRAWING
Section L-L - Proposed

CLIENT Norfolk Museums Service / Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

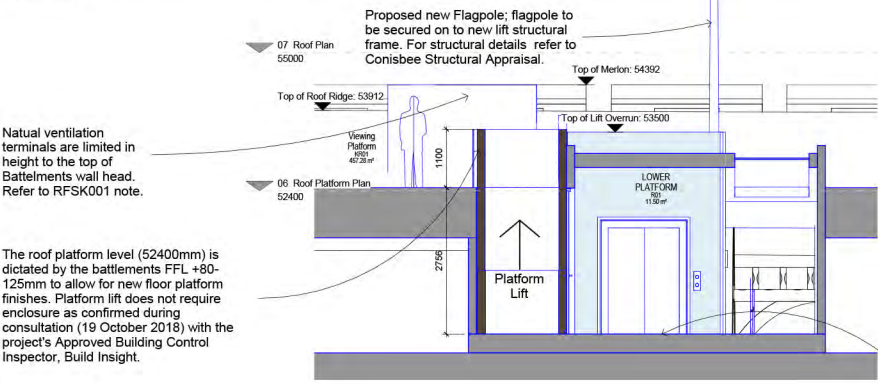
RIBA Stage 3
 Issued for Information

Drawing Number: S2
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1 RFSK001 - Roof Platform Development
1 : 100



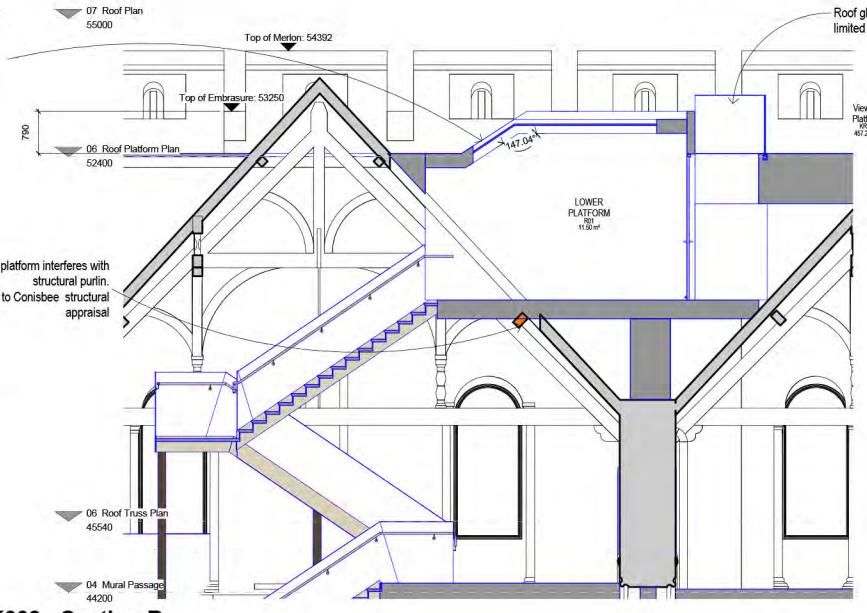
2 RFSK002 - Section A
1 : 50

- Roof enclosure with lead cladding build-up (265mm approximately):
- 5mm lead (+2/-2)
- 20mm cladding support & membranes
- 125mm structural elements
- 50mm lighting electrical services
- 65mm plaster board ceiling system

Natural ventilation terminals. Ventilation louvers to painted (grey preferred, subject to material samples to be provided via condition). 3no roof vents limited in size to 2.8m long x 0.9m wide x maximum height restricted by Battlements head wall level as confirmed on RFSK004 section C, drawing 4. Terminal width and length also constraint by building roof structures. Terminal's technical specifications subject to manufacturer's details.

3 RFSK003 - Section B
1 : 50

- Lift overrun: Schindler email
- Headroom/overrun: 3650mm from FFL, including a zone for the lifting beam)
- 150mm allowance for lift roof overrun build-up



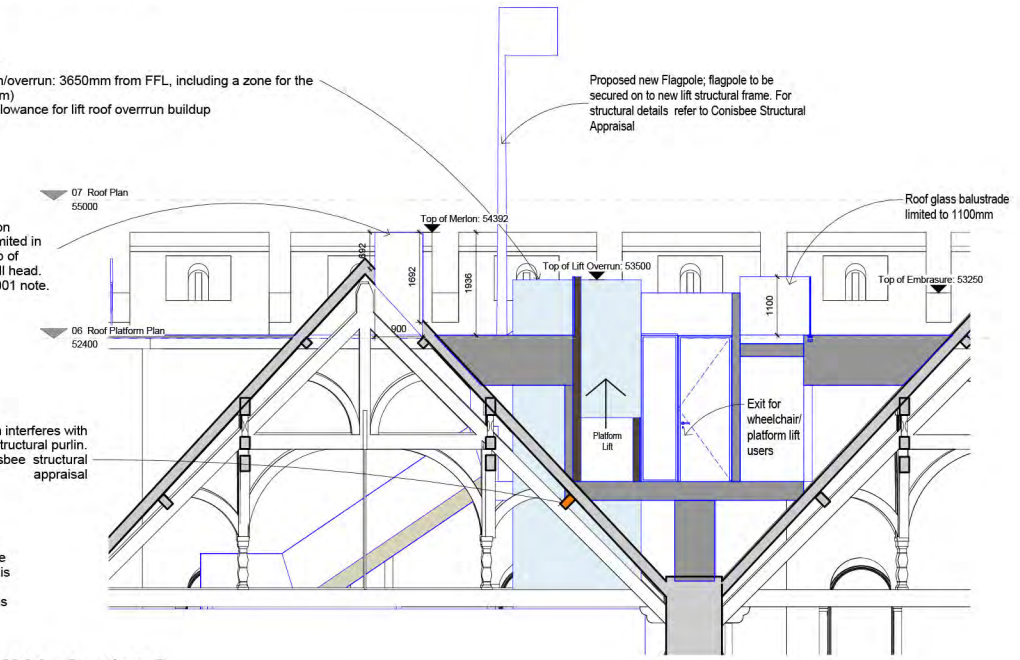
- Proposed new Flagpole; flagpole to be secured on to new lift structural frame. For structural details refer to Conisbee Structural Appraisal

Natural ventilation terminals are limited in height to the top of Battlements wall head. Refer to RFSK001 note.

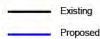
Roof platform interferes with structural purlin. Refer to Conisbee structural appraisal

To respect the existing skyline, the main lift is to land (minus) -3800mm below the battlements top embrasure level, this will ensure the lift overrun is even at its highest point not seen between the battlements crenulations (gaps).

4 RFSK004 - Section C
1 : 50



Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to T16 May meeting with HENCC
P32	01/06/2018		SMART Planning LC and SMC applications
P33	07/06/2018		Glass Roof Design Development Post Meeting with Camtek
P34	14/06/2018		Stage Design Development, DAG Drawing Submission for H.F, Planning, LRC & SMC
P35	20/06/2018		Notes added to development/revit drawing and internal issues
P36	17/07/2018		Layout development post H.E. 19th June letter & 4th July HENCC meeting. Full Planning & LRC, and SMC and Museum Curators Applications
P37	22/10/2018		Details development post NCC 3 October & 16 October 2018 request for scheme review for additional supporting documentation for planning/LRC



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RIBA Stage 3

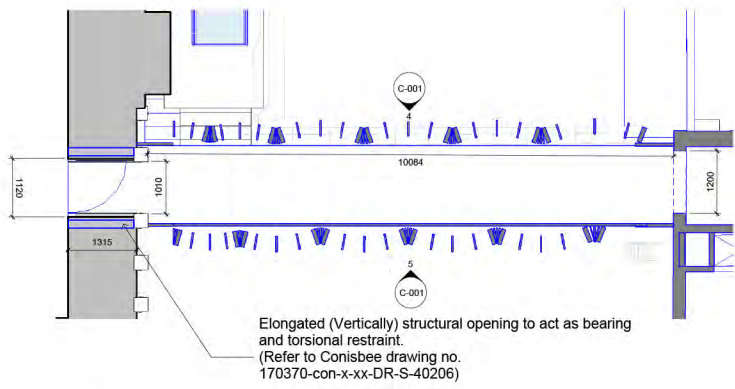
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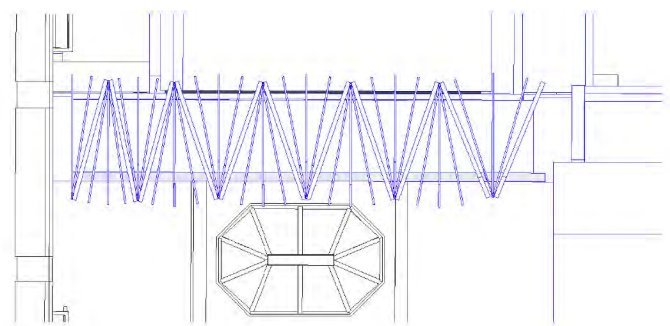
DRIVING: Castle Keep Roof Platform & Enclosures

NOGME-FM-XX-DR-A-I-001-P37

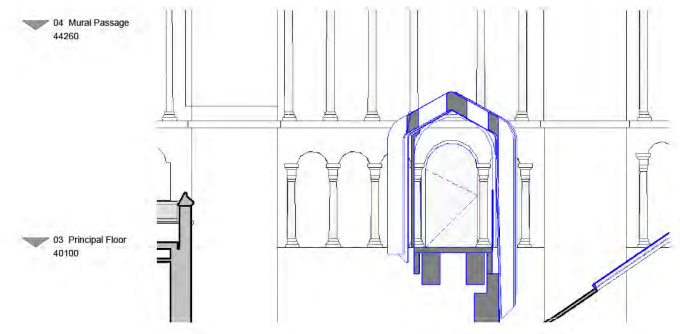
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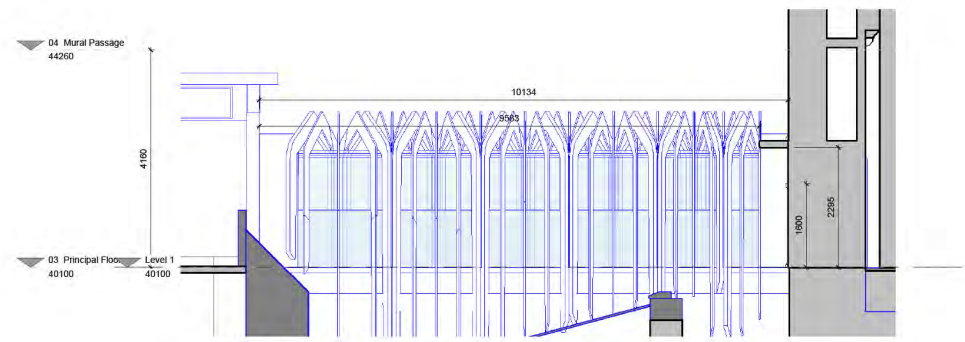
1 03 Principal Floor - Proposed 1-50
1 : 50



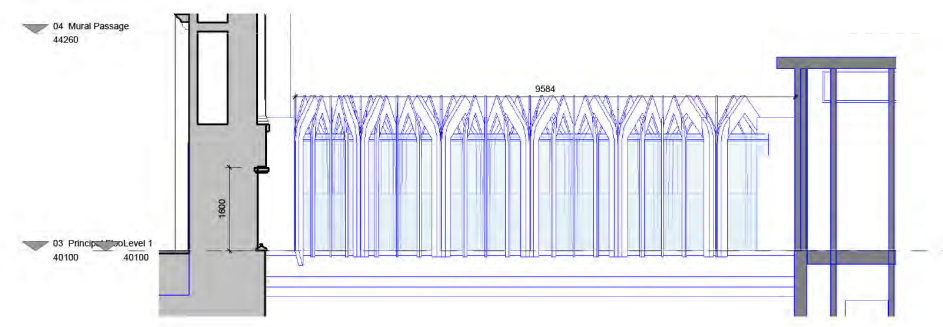
2 07 Roof Plan - Proposed 1-50
1 : 50



3 Section K-K - Existing/ Demolition - Callout 1
1 : 50

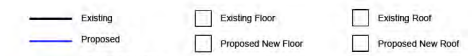


4 Bridge North Elevation 1-50
1 : 50



5 Bridge South Elevation 1-50
1 : 50

Rev	Date	CHK	Revision Description
A28	27/04/2018		Revise 004: Fixed floor plan scheme for coordination (planning / LBC draft), subject to meetings 0 with HE and MCC (conservation), MCC Dispute for Fire Design review
A30	28/05/2018		Design development in response to T/A May meeting with HE/MCC
P32	01/06/2018		DRAFT Planning, LBC and SMC applications
P33	07/06/2018		Glass Roof Design Development Final Meeting with Council
P34	14/06/2018		Bridge Design Development, DAD Drawing Submission for H.F., Planning, LBC & SMC
P35	20/06/2018		Notes added to demolition/retention drawing and (internal email)
P36	17/07/2018		Layout development email RE: 19th June letter & 4th July HE/MCC meeting, Full Planning & LBC, and Scheduled Monument Consent Applications
P37	19/10/2018		Bridge & Glass Roof details development post MCC October request for review and add information



NOTES
 1. TO BE READ ALONGSIDE PLANNING/LBC SUPPORTING DOCUMENTS, MOST IMPORTANTLY ALONGSIDE DAS (Design & Access Statement), HIA (Heritage Impact Assessment) and Feilden+Mawson and Conisbee Drawings.
 2. DETAILS HAVE BEEN REVIEWED IN PRINCIPLE BY STRUCTURAL ENGINEERS; BRIDGE ENVELOPE IS A SPECIALIST ITEM AND IS SUBJECT TO REVIEW BY GLASS AND GULAM SPECIALISTS IN COLLABORATION WITH F+M TECHNICAL AND CONSTRUCTION DETAILS SUBJECT TO FURTHER DESIGN DEVELOPMENT AND CAN BE DEALT WITH VIA CONDITION.

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 Tel: 01603 656071
 Tel: 01223 305097
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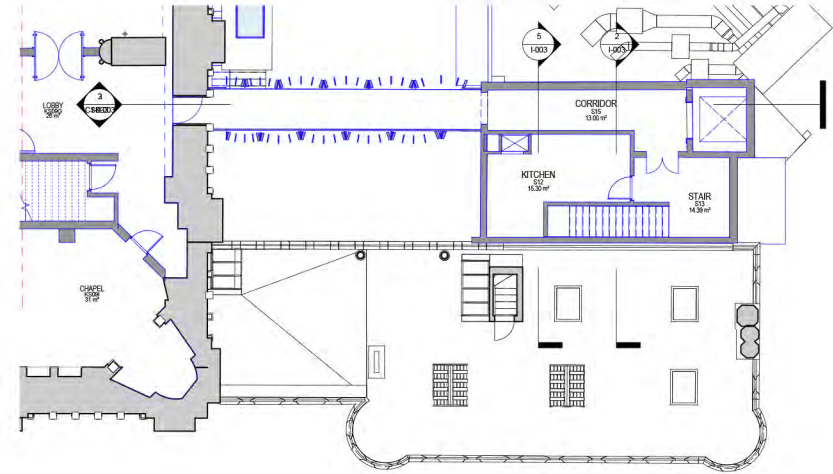
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 JOB: Norwich Castle: Gateway to Medieval England

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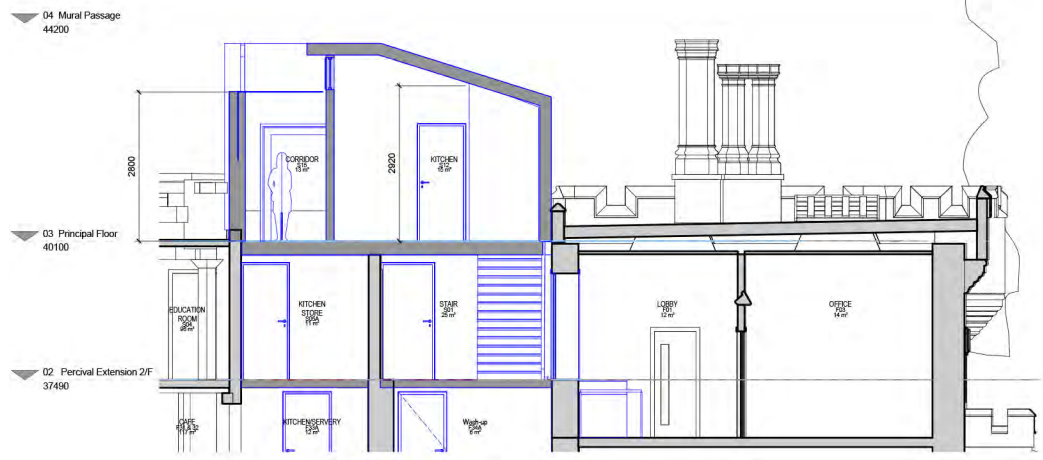
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JOB: 8520 PAPER: A1 SCALE: 1 : 50

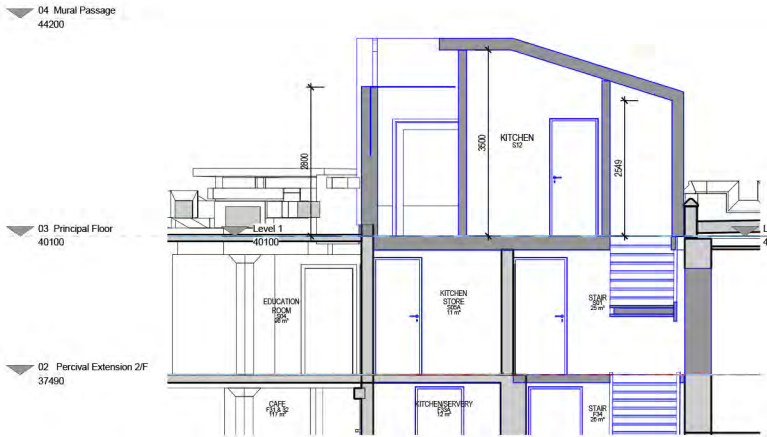
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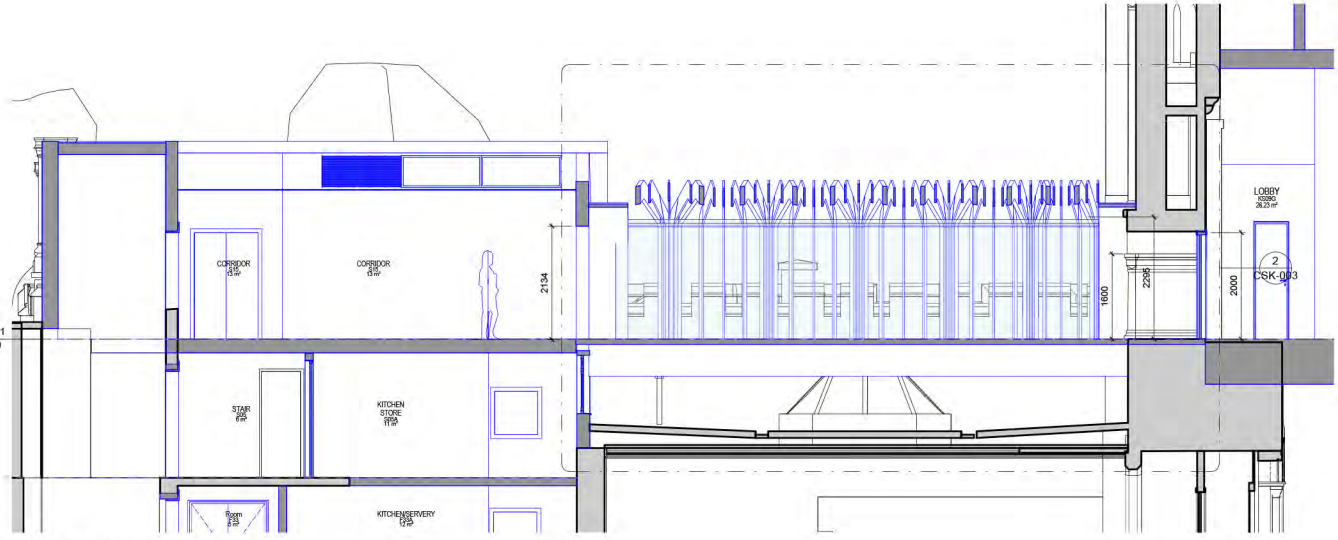
1 Kitchen Roof Extension Callout Plan
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5 RESK-01
1 : 50

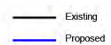


2 RESK-02
1 : 50



3 RESK-03
1 : 50

Rev	Date	CHK	Revision Description
A28	27/04/2018		Final issue D&E. Fixed floor plan adhere for coordination (planning / LBC draft), subject to meetings 0 with HE and HCC (conservation). HCC required for Fire Strategy review
A30	24/05/2018		Design development in response to 17th May meeting with HEMCC
P12	01/06/2018		02/17 Planning, LBC and SMC applications
P13	07/06/2018		Glass Roof Design Development First Meeting with Centre
P14	14/06/2018		Bridge Design Development. DAS Drawing Submission for H.F., Planning, LBC & SMC
P15	20/06/2018		Notes added for identification/issuing drawing set (internal issue)
P16	17/07/2018		Layout development post HE 15th June letter & 4th July HEMCC meeting. Full Planning & LBC, and Scheduled Monument Consent Applications



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 tel: 01603 250474
 tel: 01223 300507

DRAWING
 Kitchen Roof Extension (1980s Block)

CLIENT Norfolk Museums Service / Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England

RIBA Stage 3

S2	Issued for Information
JOB	8520 PAPER A1 SCALE As indicated
Drawing Number	NCGM-FM-XX-DR-A-I-003-P36

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DIAGRAM OF PROPOSED GLASS ROOF ON EXISTING PHOTOGRAPH OF NORWICH CASTLE

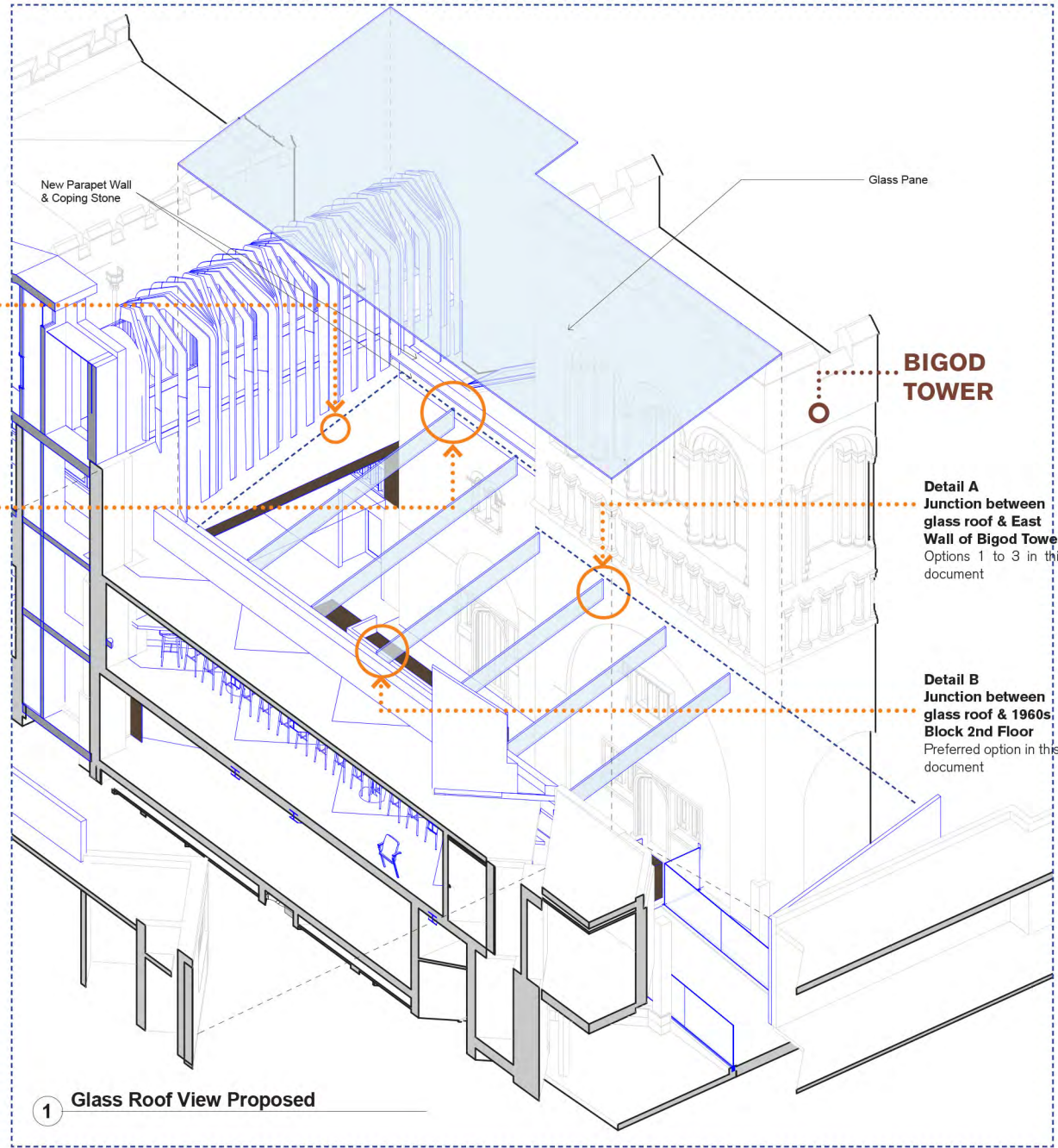
KEY

- Portion of flint wall coping stone to be removed
- Indicative outline of proposed wall build-up to allow for glazed roof to maintain adequate slope whilst keeping below the Keep's Bigod Tower's stone band immediately above the flint wall
- Indicative outline of proposed glass roof insertion; glass roof outline is maintained below the Keep's Bigod Tower's stone band immediately above the flint wall

NB: diagram only focuses on the glass roof insertion and does not cover other interventions proposed

Detail D:
Junction between the glass roof slope and the new wall
To follow OR to be agreed via condition

Detail C:
Junction between the glass roof and the existing wall and proposed wall extension enclosing the stair up to the Bigod Tower
To follow OR to be agreed via condition



1 Glass Roof View Proposed

Rev	Date	CHK	Revision Description
A30	24/05/2018		Design development in response to 17th May meeting with HENCC
A31	28/05/2018		Glass Roof Detail Development
P32	01/06/2018		ORAF Planning, LBC and SMC applications
P33	07/06/2018		Glass Roof Design Development Post Meeting with Council
P34	14/06/2018		Glass Roof Design Development (CAD Drawing Submission for H.E., Planning, LBC & SMC
P36	17/07/2018		Layout development post H.E. 15th June letter & 4th July HENCC meeting. Full Planning & LBC and Scheduled Monument Consent Applications

Existing
Demolition
Proposed
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CLIENT Norfolk Museum Service/ Heritage Lottery Fund
 JOB Norwich Castle: Gateway to Medieval England
 RIBA Stage 3

DRAWING	S2	Issued for Information
Drawing Number	8520	PAPER AT SCALE
PROJECT	NCGM-FM-XX-DR-A	J-005-P36

Report to Planning applications committee

Item

8 November 2018

Report of Head of planning services

Subject Application no 18/01315/F - Car Park Barn Road,
Norwich

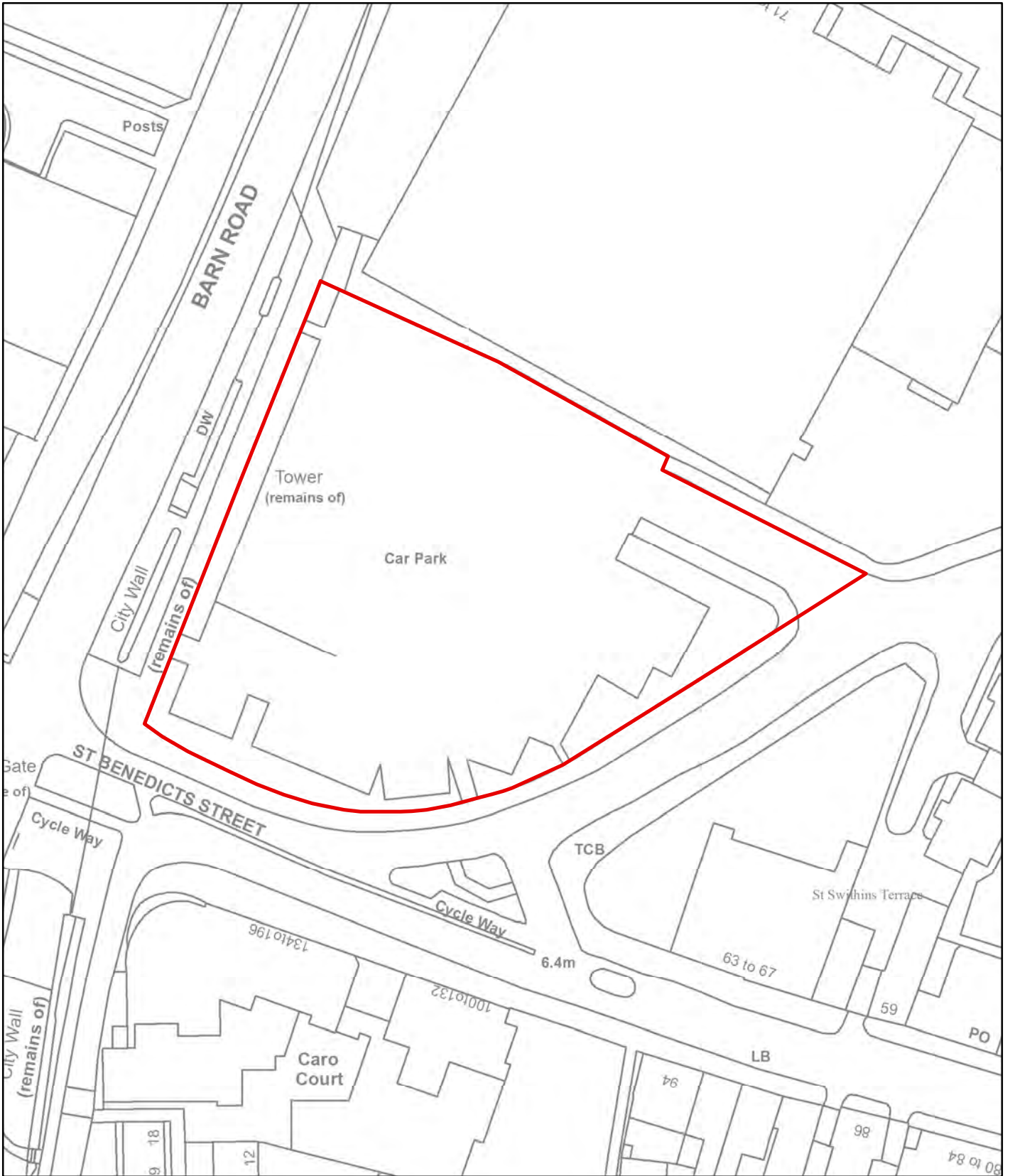
5(b)

Reason for referral Objection, significant departure from development plan and city council application or site

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

Development proposal		
Construction of 302 student bedroom courtyard development above a car park of 128 spaces and associated landscaping.		
Representations		
Object	Comment	Support
3 2 inside the consultation period 1 outside consultation period	0	0

Main issues	Key considerations
1 Principle of development	Loss of a mixed use allocation and provision of student accommodation
2 Design	Footprint and layout, height, scale and massing, positioning of entrances, external appearance, external spaces, gateway building
3 Heritage	Impact on the conservation area and nearby listed buildings and archaeology
4 Trees	Loss of trees and replacement planting
5 Landscaping	Hard and soft landscaping, trees, public realm improvement and landscaping of courtyard.
6 Transport	Replacement car park, car free student accommodation, provision of bike and bin stores, drop off/pick up at the start/end of term, highway improvements.
7 Amenity	Impact upon Caro Court and other nearby neighbours 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.
8 Energy and water	Renewable energy and water efficiency
9 Flood risk	The management of surface water drainage
10 Biodiversity	Ecological mitigation and enhancement measures

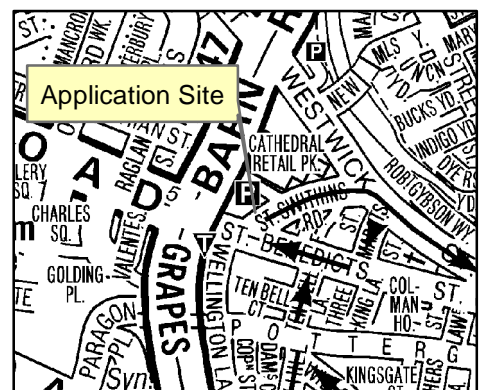


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Planning Application No 18/01315/F
 Barn Road Car Park
 Site Address Barn Road
 Scale 1:750



NORWICH
 City Council
 PLANNING SERVICES



11 Contamination	Requirement for further intrusive testing
Expiry date	12 December 2018
Recommendation	Approve subject to condition

The site and surroundings

1. The 0.42 ha site is situated on the eastern side of Barn Road at the junction with St Benedicts Street. To the east of the site is St Swithins Road and towards the north of the site is the Cathedral Retail Park. Barn Road forms part of Norwich's inner ring road and this junction is considered to be a gateway into the city centre.
2. The site is a council owned and operated pay and display car park with the vehicular access to the car park being from St Swithins Road.
3. The surrounding area is mixed in terms of its uses with there being retail, offices, residential and leisure uses nearby. The site is situated within the Northern Riverside area of the city centre conservation area and within the conservation area appraisal it notes that the Northern riverside area contains a mixture of larger scale industrial buildings. The site is also adjacent to the Elm Hill and Maddermarket character area which benefits from a wealth of historic buildings with narrow street frontages and yards to the rear.

Constraints

4. The site is situated within the City Centre Conservation area. It is within the Northern Character Area and is opposite the Elm Hill and Maddermarket Character Area. It is adjacent to the City Walls which are a Scheduled Ancient Monument. Although the site is not adjacent to any listed building it is in close proximity to a number of statutory and locally listed properties on St Benedicts Street and is also opposite 1, 5 and 7 Dereham Road which are locally listed. It is within the area of main archaeological interest.
5. The site is allocated for mixed use development to include a replacement car park, residential, office and retail (policy CC22). The site is adjacent to a secondary retail area and is within the leisure area. The site also falls within the car parking increase area of the city centre parking area and is within the critical drainage area. The land between the car park and Barn Road in which the city walls are situated is identified as Open Space. The site itself is relatively flat and the tree cover is confined to the peripheries of the car park in planting beds.

Relevant planning history

6. There is no relevant recent planning history on the site itself.

The proposal

7. The application seeks full planning permission for the redevelopment of the site. This includes the re provision of a public short stay car park at ground floor level with the erection of a 302 student bedroom development above.
8. Access to the 128 space public car park would remain as existing (off St Swithins Road) and the pay and display car park would still be owned and operated by Norwich City Council. It is proposed that seven of the 128 spaces are disabled spaces.

9. In terms of the student accommodation this would consist of 189 ensuite single bedrooms (including 9 accessible bedrooms) which are arranged in clusters of 4 to 8 people and 113 individual studios (including 6 accessible studios), totalling 302 rooms. Within the building it is also proposed to have a range of facilities for the students including a gym, cinema room, launderette and meeting rooms. The student accommodation would be car free and there is a cycle store situated under a stepped feature which can accommodate 90 cycles.
10. With regards to the design and form of the proposal, the application is for a U shaped building which is 6 storeys in height (one storey for the car park and five storeys for student accommodation). There is a prominent stepped feature on the southern side of the building which provides access to the student accommodation via a podium courtyard. The predominant material will be brick.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	302 bedspaces (189 single bedrooms, 113 studios)
Total floorspace	Student accommodation – 8893 sqm Car Park – 4,169 sqm
No. of storeys	Six
Max. dimensions	Block fronting Barn Road – 47m length, 12.8m deep Block fronting St Swithins Road – 54m length, 16.6m deep Block fronting Cathedral Retail Park – 75m length, 13m deep Height 18.2m
Appearance	
Materials	Pale stone-coloured facing brick, green roof, grey permatec roof, aluminium doors and windows, fair faced concrete columns, concrete stairs, galvanised steel angled and lightweight decorative fibre cement screens, galvanised steel railings
Energy and resource efficiency measures	Small scale combined heat and power.
Operation	
Opening hours	Car park will be operational 24 hours a day.
Ancillary plant and equipment	Mechanically ventilated rooms. Plant room at first floor level in the north east corner of the building.

Transport matters	
Vehicular access	Vehicular access to the car park will be as existing (off St Swithin's Road).
No of car parking spaces	Public pay and display car park with 128 spaces (including 7 blue badge spaces). The student development will be car free.
No of cycle parking spaces	90 spaces for residents (situated within secure store towards the south of the building). 6 spaces for visitors as part of public realm enhancements.
Servicing arrangements	Refuse store situated at north east corner of site. To accommodate 13x 1,100 litre bins. Private contractor to collect.

Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three letters of representation have been received citing the issues as summarised in the table below. Representations are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number unless they have been received by letter and contain personal details. Redacted versions of the latter may be viewed on request.

Issues raised	Response
Although supportive of the proposal in principal as a local independent business they depend upon the car parking at Barn Road. No provision has been made to replace this during construction which could have a detrimental impact on trade.	There is alternative public car parking at Westwick Street and St Andrews Car Parks which are within easy walking distance of businesses on Dereham Road and St Benedicts Street and visitors in the evening can park within the Controlled Parking Zone (CPZ) on Dereham Road. There is no land available to provide alternative car parking during the construction phase. The development will provide a better quality car park in the long term and will bring 302 students to the area which will benefit businesses in the vicinity.
The proposed development is too tall and modern and will look out of place with its surroundings. It will affect the outlook from Caro Court which is currently of open space and the city walls.	See main issues 2, 3 and 7.

Issues raised	Response
This is not the right place to build more student accommodation. The proposal will bring more noise and traffic to the area and will mean that there will be an increase in the number of drunk people walking through Ten Bell Lane.	See main issues 1 and 6.

12. At the pre application stage, the applicant carried out extensive consultation with nearby businesses and the local community. As part of this they asked the local traders about the proposal to develop accommodation for 300 students on the site of the car park (while retaining the existing parking spaces). All 22 of the interviewees agreed that the development would be a boost for the businesses in the area and, of these, 15 agreed strongly that it would be a boost for businesses in the area. 21 of the traders interviewed felt that this development would be quite good or very good for their own business and, of these, 10 felt that it would be very good for them. Reasons for the support included opportunities to attract the residents of the development as potential customers and it was felt to be a good use for an underused space with students adding the vibrancy of the city and adding to the footfall during the day and further into the evening. (See Local Business Survey carried out by Alumno in July 2018)

Consultation responses

13. Consultation responses are summarised below. Responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number. Please note that representations received by letter and containing personal details are not available on the website.

Design and conservation

14. No comments received on application. Comments from pre application discussions as follows: The application site is identified as a negative vista in the conservation area. This historic gateway site presents an opportunity for a new landmark building which will improve and enhance the character and appearance of the conservation area and setting of nearby heritage assets.
15. The recreation of St Benedicts Lane behind the newly landscaped and celebrated city walls is welcomed. The retention of the car park and raised entrance via steps results in quite a defensive building with the potential for the ground floor to be inactive. There is potential for heritage interpretation around the base of the building to help mark the site of the St Benedicts Gate and the city walls.
16. At seven storeys the development would rise above all other development within the vicinity which are predominately 2-3 storey rising to 5 (Caro Court). The conservation area appraisal encourages that new development respect the prevailing scale of existing traditional buildings, but acknowledges that the careful siting of taller buildings in appropriate locations could be acceptable, provided that they do not negatively impact on important views of citywide and local landmarks or affect the setting of listed buildings. The development could potentially affect views

of the Roman Catholic Cathedral. There may be scope for a taller element on the corner but the scale should drop down towards the medieval city.

17. The development has the potential to cause harm to the character and appearance of the conservation area, setting or heritage assets and block views of city landmarks due to its scale, height, bulk and its defensive and austere appearance.

Historic England

18. Considering the immediate context a building of contemporary style is appropriate but the lack of any clear historic pattern of development surviving between the site and the Wensum presents challenges in achieving the right scale and density. Maintaining car park at ground floor level means that any new building will stand on a podium above the street, presenting a largely blind, inactive frontage to pedestrians. Regardless of how the car park openings might be clad or disguised this aspect of the development is likely to always be an unsatisfactory and negative aspect of the streetscape.
19. Setting this aside, the proposal to erect a single unbroken range of building behind the city wall on Barn Road is a reasonably successful one. The height of this range approximates that of the building on the south side of St Benedicts Street although the additional storey on the roof makes it larger and has somewhat aggressive angled form and it is a longer block of building with a unified façade than any seen nearby. A reduction in height would improve this range and it should also be set back from the city walls by 10m to allow for tree planting without causing root damage.
20. Turning the corner from Barn Road to St Benedicts Street with a large opening helps break up the two block but a simpler approach would form a better corner feature. In addition there is major concern that the St Swithin's Road elevation is a single line of unbroken development of unified height and form and the north elevation would be quite overbearing and make the mass of the building quite out of scale with anything else in the area. Historic England therefore object to the application on heritage grounds.

Environmental protection

21. No comments received.

Environment Agency

22. Planning permission could be granted if conditions are attached relating to further contamination investigation, remediation and mitigation. Conditions should also be attached relating to piling and drainage.

Highways (local)

23. No objection on highway grounds. The development will have a broadly neutral impact upon the highway network. Adequate levels of cycle parking have been provided and the cycle store is well located at the front of the site. Refuse collection is proposed on St Swithins Road and a loading bay will be needed here to facilitate collection. The loading bay on St Benedicts Street will leave 1m clearance to walk around a parked vehicle which is the absolute minimum. The offsite complimentary highway measures will help integrate the development into its context and will

provide a safer walking route to and from the city centre and the retained Barn Road car park. All landscaping works should be adoptable.

Highways (strategic)

24. No strategic highway objection; however your internal highway advisor may wish to consider how the loading bay will work in particular how vehicles will enter it. The proposed access into the site also looks very tight.

Anglian Water

25. Anglian Water own assets on the site. There is capacity for foul drainage and sewerage. The surface water strategy is unacceptable as the proposed discharge rate is considered too low. A condition should be attached requiring a drainage strategy.

Landscape

26. Some reservations about the scale and mass of the proposal but the approach into the site is more open and inviting. It is good that the cypress oak on the corner is to be retained. It is regrettable that there is such a substantial loss of the existing trees and shrubs and although replacement planting will partly offset it in the long term there will be substantial loss in green infrastructure in the interim. Where possible tree planting should be augmented with sub canopy planting to enhance biodiversity and bird and bat boxes should be incorporated into the design and not retrofitted. It will be important to have successful detaining at street level and a successful landscaping scheme near the city wall that becomes part of the public realm. There is potential for additional tree planting along St Swithins Road. A high quality lightening scheme is required as is the soft landscaping for the courtyard to ensure its long term success.

Lead Local Flood Authority

27. No comment

Norfolk county planning

28. There will be a requirement for a fire hydrant to service dry rises on a minimum 90mm main. The development should also contribute towards libraries and green infrastructure which can be funded through CIL.

Norfolk historic environment service

29. The full nature, surviving condition and complexity of the archaeological remains at the site is not at present, sufficiently well-understood. We request that the results of an archaeological evaluation (either by Ground Penetrating Radar (GPR) or trial trenching) is submitted prior to the determination of the planning application.

Norfolk travel planning

30. No comment received

Norfolk police (architectural liaison)

31. No comment received

City wide services

32. No comment received

Asset Management

33. No comment received

Norfolk Fire Service

34. No comment received

Tree protection officer

35. The proposed development will result in substantial level of mature tree loss on site and the trees are of high quality and highly visible within the Conservation Area. The proposed replacement planting is insufficient especially given advice from Historic England about planting close to the wall. Planting should be at least 5m from the wall with 10m being more appropriate.

Assessment of planning considerations

Relevant development plan policies

36. **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

37. **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
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- 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

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

- CC22 Barn Road Car Park

Other material considerations

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

- NPPF2 Achieving sustainable development
- NPPF4 Decision-making
- NPPF5 Delivering a sufficient supply of homes
- NPPF6 Building a strong, competitive economy
- NPPF7 Ensuring the vitality of town centres
- NPPF8 Promoting healthy and safe communities
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 Conserving and enhancing the natural environment
- NPPF16 Conserving and enhancing the historic environment

40. Supplementary Planning Documents (SPD)

- Trees, development and landscape SPD adopted June 2016

Case Assessment

41. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

42. Key policies and NPPF paragraphs – DM12, DM13, DM15, DM19, DM29, SA CC22, NPPF5, NPPF6, NPPF7, NPPF9.

43. The site is allocated in the Site Allocations Plan under policy CC22 for mixed use development to include an element of residential development (a minimum of 40 units), retail uses at ground floor level, office development and integrated car parking with public parking operating on a short term tariff.
44. As the proposal does not include retail uses at ground floor level or office development it conflicts with policy CC22. As such the main issues to consider are the loss of a mixed use allocation and the provision of student accommodation.

Loss of a mixed use allocation

45. Policy CC22 sets out that the site should be developed for a mix of residential, office and retail as well as a replacement short stay car park. In the right market conditions the site does have the potential to deliver high quality commercial office space in a highly accessible and central location and 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. Recent evidence does suggest a lack of market demand for offices and a substantial pool of difficult to let, poor quality office floorspace in the centre of Norwich. There is also no obvious end-user for an office-led development here at present.
46. 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 an office allocation would not be viable or deliverable, then this should be taken into consideration and may be afforded significant weight in the determination process. The applicant has produced information on the viability of an office development and this concludes that whilst current availability of offices in Norwich is at a level lower than in previous year, and whilst the location may work for office development, the current rental levels achievable in Norwich for Grade A space of this nature are not significantly high enough to render the development economically viable. For the best quality Grade A space in Norwich you would expect rents of circa £16.50 -£17.50 per sq ft. On the basis of a five storey office development with a rent of £18.00 per sq ft the appraisal shows a developer profit of over minus £2.5 million. On this basis Brown and Co have calculated that a rental closer to £25.00 per sq ft would be required, which is not going to be achievable.
47. In addition the Greater Norwich Retail, Economic and Town Centres Study prepared by GVA in order to support the emerging Greater Norwich Local Plan indicates 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 requirement will not necessarily give rise to a requirement for large concentrations of office floorspace in one location.

48. With regards to retail, it is not considered that it would be achievable to have this at ground floor level if the site is to accommodate a similar number of car parking space to that which currently exists.
49. The application provides a replacement car park which a key element of policy CC22.

Provision of student accommodation

50. 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.
51. At present the Council lacks 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 results are not yet available. 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.
52. The applicant has provided comprehensive information about the need for student housing in Norwich as well as information regarding the contribution that students make to the economy and have conducted a survey with local traders on St Benedicts Street and Dereham Road to gain an understanding of the role that students play in both the economy of Norwich and more locally for the shops and businesses in the area. The results of this are summarised in the following paragraphs.
53. The statement of need produced by the applicant shows a large and potentially growing gap in the market where student housing provision is concerned, which is currently primarily being absorbed by the private rental market. The report highlights that there is a gap between number of students and the number of bed spaces in existing and pipeline Purpose Built Student Accommodation (PBSA) with there currently being 17,315 full time students within Norwich but only 5,130 purpose built bedspaces for student accommodation. This means that around 10,500 students are currently likely to be seeking private rented housing in the city. The report concludes that across the city as a whole, the two universities are currently able to meet the accommodation needs of 33% of their full-time students (who are in need of housing).
54. The traditional model for student accommodation in the city has evolved in recent years. Formerly the UEA halls of residence met the needs of around a third of all its full-time students with the remainder renting privately across Norwich. However census data has demonstrated that the proportion of full-time students housed in university residential accommodation in Norwich fell from 33% in 2001 to 26% in

2011. This occurred due to the greater rate of increase in student numbers than the increase in the provision of accommodation for them. The result of this is that the number of students living in student-only households doubled between 2001 and 2011 from 2,700 to 5,400 with numbers particularly high in Nelson and Town Close wards.

55. The rapid rise in student numbers at UEA and the attraction of the city centre as a place to live means that purpose-built student accommodation in the city centre will reach almost 2,000 bedspaces if all of the developments that are currently in use, are under construction or have received planning approval are taken into account. However when taking into account bedspaces provided by Pablo Fanque House and St Stephen's Towers there will be a resulting provision of PBSA for 35% and when you include other proposals with planning consent then this will be 39% of students, which is still lower than some towns and cities across the UK.
56. With student numbers predicted to continue to grow and it is projected that by 2020/21 there will be 21,000 students within Norwich of which 18,750 will be in need of accommodation (ie not living at home), further development of purpose-built student accommodation in the city centre does offer a significant opportunity for Norwich to relieve some of the pressure that exists on the market for housing from its student population. 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.
57. Furthermore the applicants have suggested that even if the numbers of full time students in the city fail to grow as expected or there is a downturn, demand for PBSA is likely to be maintained and there is unlikely to be overprovision of PBSA. There has been a marked decline in the number of 18 year olds since 2009; however this decline is projected to end by 2020 and will be followed by a sustained period of growth which will see the number of 18 year olds in England rise from a low of 598,000 in 2020 to 736,000 in 2039. This growth will help underpin demand for Higher Education amongst UK domiciled students.
58. With regards to the contribution that the student development could make to the economy, it is estimated that spending in the local area by the 302 students who will live at the proposed development site will total more than £1.7 million per year. This will be on food, personal items, entertainment and household goods almost all of which will be made in the local economy (based on the living costs from the Student Income and Expenditure Survey 2014/15 (updated to 2018/19 prices (+6.11%))). The value of the construction of the accommodation is estimated at between £20 million and £24 million. At its peak the site is likely to employ a workforce of more than 175. Once the site is operating, it is likely to require a workforce of up to 10 full time and part time staff.
59. In Norwich the number of students in higher education has risen by 43% since the start of the century to almost 19,500 in 2016/2017. Full time students (aged 18+) are estimated from the 2011 census to make up almost 15% of the city's population. Students in higher education in the city spend almost £450 million per year with more than £275 million of this being off-campus expenditure. The universities are recognised in the Joint Core Strategy as a key component of the city's goal of becoming a learning city. Both universities are continuing to invest in

their estates and to further increase their student numbers. In the case of NUA they are aiming to reach 3,000 full time equivalent students in the longer term and in the case of UEA they are hoping to reach a total of 18,000 students.

60. With regards to the survey of local trader on St Benedicts Street and Dereham Road one of the questions asked was whether they feel that students play an important role for both the economy of Norwich and more locally for the shops and businesses in this area through the structured question 'Overall how valuable do you think that students are to the local economy?'. The response given was that 14 of the traders said that they were very valuable and a further 7 said that they were quite valuable. Just one felt that they were not very valuable (Local Business Survey carried out by Alumno July 2018).
61. Overall therefore it is felt that comprehensive information has been provided by the applicant which demonstrates that there is capacity for further purpose built student accommodation and in the absence of our own up-to-date assessment of need, it is considered that there is not justification for the refusal of the application on grounds of lack of need.
62. It is unlikely that the site will be developed in accordance with the site allocation due to office accommodation not being viable 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 likely to deliver substantial economic benefits for the city centre from the expanding student population and would 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 sub-region 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.

Main issue 2: Design

63. Key policies and NPPF paragraphs – JCS2, DM3, NPPF11 and NPPF12.
64. The current use of the site as a car park provides an openness which is alien to the immediate surroundings and is a negative feature within the conservation area. Although some enclosure is provided by the planting along the south and west boundaries of the site, together with the remains of the city wall to the west, the site remains uncharacteristically undeveloped for the area, contrasting with the historic morphology of the site which was densely developed prior to the Blitz. This openness also permits views to the utilitarian design of the neighbouring retail unit.
65. The development of the site has the potential to significantly enhance the quality of the conservation area and the streetscene along Barn Road, St Benedicts Street and St Swithins Road. The main issues relating to the design of the proposal are set out below:

Footprint and layout

66. This is an island site, and the requirement to have a car park at ground floor level to provide a similar number of spaces as the existing surface car park limits the options for the layout and footprint of future development on the site. Taking into consideration this constraint it is considered that the 'U' shaped plan of the building is a natural response to the shape of the site and makes most efficient use of the land. The proposed footprint provides a strong street frontage to Barn Road and St Swithins Road and the opening into the podium courtyard on St Benedict Street helps break up the mass and scale of the building which is particularly important at the corner of St Benedicts Street/Barn Road/Grapes Hill as this is the gateway to the city centre and is a particularly important view into the City Centre Conservation Area.
67. The building line on the north elevation of the site is set back from the boundary of the site which provides an area of open car parking. This helps ensure that the future development of the site to the north (Toys R Us) would be not prejudiced, ensures good levels of light for future residents and it also allows a good level of tree planting to the north of the site to help soften the development. Comments from the tree officer, landscape officer and Historic England have suggested that the footprint of the building is also brought further away from the city walls and the boundary of the site on St Swithins Road; however this would either mean that the number of car parking spaces has to be reduced significantly or the building line for the student accommodation would be set back further back than the car park which would in effect create a building which 'floats' above a surface car park. This would as a result make the car parking much more prominent, create a building with a weak street presence and therefore result in a proposal which would have a detrimental impact upon the streetscene.

Height, scale and massing

68. Within the area there is a lack of any clear historic pattern of development surviving between the site and the River Wensum and this presents a challenge in achieving the right scale and density for the site. Historic England and Norwich City Council's Design and Conservation Officer do both have some reservations regarding the height of the proposed development and feel that a reduction in height might improve the overall design of the building. Although Historic England feel that the height does approximate to that of the building on the south side of St Benedict's Street, they feel that the additional storey on the roof makes the building larger than the neighbouring building and they also feel that it gives it a somewhat aggressive angled form and a longer block with a unified façade than any seen nearby.
69. Furthermore despite Historic England suggesting that the proposal to erect a single unbroken range of building behind the city wall on Barn Road, is a reasonably successful one (albeit with concerns about the height), they feel that the other two ranges, facing north towards the retail store and towards St Swithins Road, would be a single line of unbroken development of unified height and form which could be quite overbearing, severe and out of scale with anything else in the area.
70. At both the pre application stage and the application stage the applicant has been aware of these comments and has been given the opportunity to address these concerns; however they would like the application to be determined as submitted. Overall therefore, although the concerns of Historic England are justified it is your

officers' opinion that a building on this gateway does need to have presence and that on balance the overall height is appropriate given the largely recessed upper floor and given the height on the corner of Caro Court. The building is of a large mass and removing a storey is likely to make the building appear rather 'squat' and in doing so may actually make the length and mass of the ranges appear greater. Overall it is felt that the north and east elevations are acceptable and that the verticality of the fenestration and its grouping sufficiently breaks up the mass.

71. Furthermore it should be noted the proposal is higher than that which is set out within the site allocations document. This sets out that the site should have a high density mixed use development but goes on to say that possibly three or four storeys would be appropriate. Notwithstanding this, the new National Planning Policy Framework does seek to maximise the efficient use of land and it is felt that a building of three or four storeys would not achieve this objective. It is felt that it has been demonstrated that the relationship between the proposed development and the neighbouring buildings works well and that a development of this height will not have a significantly detrimental impact upon neighbouring residents. Overall therefore, the proposed development has been carefully and appropriately modelled and although the building is slightly higher than the neighbouring Caro Court, with a recessed top floor it is considered that the relationship is acceptable.

Positioning of entrances

72. The proposed vehicular access to the public car park will remain as existing off St Swithins Road. The three pedestrian entrances into the car park (one adjacent to vehicular access, one at junction of St Benedicts Street/Barn Road and one at the south east corner of the site) will mean that the car park is easily accessible for the local shops and businesses on Dereham Road and St Benedicts Street.
73. The stepped features at the south west corner of the site provides access to the first floor podium level from which access can be gained into the student accommodation. There will also be a platform lift to the podium level.

External appearance

74. The visualisations submitted with the application suggest a successful piece of architecture will be created. The recessed top storey and extensive glazing serve to reduce the mass of the building and the design and positioning of windows provides vertical emphasis which again helps to reduce the overall mass of the building. The proposal introduces splashes of colour within the window reveals which add visual interest.
75. The design of the building is very contemporary and to ensure a high quality design, it will be important that careful consideration is given to materials. Brick is a dominant material in the locality and it has been noted that red brick is prevalent; however in this instance it is considered that a lighter brick is more appropriate as a red brick would make the building appear 'heavier' and is likely to make the mass of it appear greater. The screening to the car park at ground floor level does have the potential to create a largely blind, and inactive frontage to pedestrians and it is Historic England's view that regardless of how the car park openings might be clad or disguised this aspect of the development is likely to always be an unsatisfactory and negative aspect of the streetscape. These concerns are justified; however the site will not come forward for redevelopment without a car park occupying the entire

ground floor level and it is not possible to create a semi-basement car park due to a sewer running through the site. Taking this into consideration it is considered that the combination of having a high quality screen (with some form of heritage interpretation design) and landscaping will provide enough interest at ground floor level for the proposal to be acceptable.

76. In order to ensure that the proposed development is of a high quality, a palette of material samples will be required for approval by condition.

External spaces

77. The proposed layout and footprint of the building has allowed for the provision of a central courtyard which will provide valuable external amenity space for future residents. Due to the courtyard being largely enclosed it should provide an environment which is sheltered from the elements and also screened from road noise traffic. The gap in south facing elevation will mean that parts of it will gain some direct sunlight although the appropriate choice of soft landscaping will be fundamental to its success as some areas will not benefit from much day or sunlight.
78. The footprint of the building will also allow for public realm enhancement near the city wall and some replacement planting on all sides of the building. Further details of this are explained under main issue 5.

Gateway building

79. The site is situated on a gateway to the city and as set out within policy DM3 major development within 100m of the main gateways will only be permitted where its design is appropriate to and respects the location and context of the gateway. New landmark buildings of exceptional quality will be accepted where they help to define or emphasis the significance of the gateway. The redevelopment of this site certainly provides the opportunity for a new landmark building which could significantly improve and enhance the character and appearance of the area and setting of nearby heritage assets. The proposed building is contemporary and very bold and considering the immediate context of the Barn Road car park, developing it with a building in a contemporary style such as that which is proposed is considered appropriate. The question does arise as to whether the building is of an exceptional high quality to be considered a new landmark building for this gateway site, particularly given that it is larger and of greater mass than surrounding buildings. However in this instance the building is well designed and despite it being of a contemporary form and very different to the character of nearby buildings, it does respect into context and is suited to this gateway location.

Main issue 3: Heritage

80. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
81. The site is currently in use as a surface level car park and is located within the Norwich City Centre Conservation Area. The site is also considered to form part of the setting of 9 listed building, 7 of which are listed at grade I with 8 of these also located within the Conservation Area. These are: Premises Arts Centre, St Margaret's Church, Church of St Lawrence, Church of St Michael Coslany, Roman Catholic Cathedral of St John the Baptist, St Gregory's Church, The Cathedral of

the Holy and Undivided Trinity, 63 St Benedicts Street and 86 St Benedicts Street. The remains of the City Walls, a scheduled monument, is also located immediately west of the site.

82. The site is described as a negative feature in the conservation area and its sensitive redevelopment offers the opportunity for elements of enhancement. The proposed development would help to reinstate the building line on the western edge adjacent to the city walls and will provide enclosure. Although the proposed development is slightly higher than the recent development of Caro Court opposite, it is considered that the proposal would help mark the entrance into the historic city. The proposal would restrict views into the conservation area from outside, including the reduction or loss of views of the religious buildings within the conservation area. However the proposed development would remove the current poor-quality and uncharacteristic open space and provide a building with a strong build line and sense of enclosure which is appropriate for this entrance into the city. Furthermore in terms of land use, the proposed student development would not be out of character with surrounding land uses or indeed the city centre character of the wider conservation area.
83. The loss of the views of the Premises Art Centre, St Margaret's Church and Church of St Lawrence would result in a minor adverse impact to the listed buildings and would therefore be of some harm however it is considered to be of less than substantial harm. The NPPF would subsequently require this degree of harm to be weighed up against the wider public benefits. This includes direct heritage benefits arising from the improvement of a negative space within the conservation area. The proposal would also partly restrict views of the Roman Catholic Cathedral of St John the Baptist but the tower would remain visible and the building would still be seen as a principal landmark within the area. This would result in a negligible impact to the significance of the building.
84. The heritage impact assessment submitted with the application sets out that whilst the site forms part of the setting of a number of listed buildings, it is generally a peripheral component of these settings and does not contribute to their overall significance. It goes on to conclude that the proposed development would preserve the overall significance of the Norwich City Centre Conservation Area and the majority of listed buildings contained therein. There would be limited, minor impacts to the significance of four identified listed buildings but in all cases any such harm would remain less than substantial and it will be necessary to balance this limited, less than substantial harm against the wider public benefits of the proposed development, in accordance with paragraph 196 of the NPPF. I concur with this conclusion. Overall it is felt that the proposed development would preserve the character and appearance of the Norwich City Centre Conservation Area and the less than substantial harm caused to the nearby listed buildings would be outweighed by the wider benefits. The proposal does therefore not conflict with NPPF12, NPPF16, policy DM9 or policies 1 and 2 of the Joint Core Strategy.
85. In terms of archaeology, the Scheduled Monument 'City Walls and towers' is located adjacent to the site to the west and although the archaeological desk based assessment submitted with the application has identified that the impact of the proposed development on the setting of the monument will be minor and result in less than substantial harm, there is the potential for other as-yet to be discovered archaeological assets within the site and it is considered that there is high potential for medieval, post-medieval and modern evidence, a moderate potential for

significant Saxon evidence and low potential for evidence dating to the Prehistoric and Roman periods. Further archaeological investigations and mitigation measures will be necessary. Norfolk County Council Historic Environment Services are currently agreeing a trenching strategy but unfortunately the results of this will not be available. HES have asked that this work is completed before the determination of the application as it could provide useful information about the presence, position and depth of any archaeologically significant masonry remains. This would avoid any later stage amendments to the pile layout as the information about the location of any buried masonry remains could help inform the design of the pile layout.

86. Although it would be advantageous to have this information up front, in this instance it is not considered necessary. The applicant has suggested that they currently have significant freedom in terms of the flexibility of the pile locations (in terms of buried archaeology). Column locations (even within the bounds of sensible car parking layouts) can be modified by metres to avoid a valuable feature of some kind. Whilst the overall footprint shape of the building has been largely dictated by the site boundary, even the corner/edge columns (and their supporting piles) also have flexibility. The aim of the applicant is to fix the foundation layout once the Archaeological investigation work is complete, then if something further is discovered on site during the main works to redesign a 'typical' pile cap so piles could avoid it completely. In this way it would only be a very specific localised re-design as opposed to something larger which could be dealt with by condition or a non-material amendment.
87. In terms of heritage interpretation, there are opportunities on the site. The proposal will enhance the setting of the City Walls and will also help mark the gateway to the city centre. It is suggested that a condition is attached to any future permission requiring full details of the heritage interpretation measures and the applicant has confirmed that they are happy for a suitable design to be incorporated into the design of the screen to the car park which will help interpret the site as a gateway location and provide visual interest at ground floor level.

Main issue 4: Trees

88. Key policies and NPPF paragraphs – DM7, NPPF15.
89. With regards to the existing site, the tree cover is confined to the peripheries of the car park in planting beds. Along the southern boundary are two prominent silver maples, a range of species are situated along the western boundary some of which are adjacent to the main road and there are also trees situated in the north east corner of the site beside the entrance to the car park. The proposed building will encroach into the Root Protection Area of 11 individual B category trees, three B category tree groups and five individual C category trees and these trees will need to be removed in order for the development to go ahead.
90. These trees are of high quality and are highly visible with the conservation area and their loss will be regrettable; however the need to provide a ground floor level car park that accommodates a similar number of spaces than the existing car park does largely determine the footprint of the building and based on this footprint it would not be possible to retain these trees. In addition to the tree losses it will also be necessary to remove the shrub mass from the planting beds associated with the car park. The remaining seven trees on site will be retained and protected throughout the works.

91. Due to the loss of a substantial number of mature trees, this does need to be mitigated with substantial tree planting using mainly semi mature trees. It is proposed to have a row of 7 Dawyck beech trees along the Medieval Wall Boundary, a row of 6 tulip trees on the northern boundary, a specimen Zelkova and row of three Austrian pines on the south eastern boundary. In addition, 12 snowy Mespilus multi stemmed will be planted in raised beds in the court yard.
92. Norwich City Council's tree officer does not feel that the proposed replacement planting is sufficient especially given that the feasibility of planting 7 new beech trees along Barn Road has been questioned and that the trees that have been recommended to be retained are also within the buffer zone of the Monument and their long term viability and contribution to the landscape is doubtful because of the potential impact and damage to the historic wall.
93. The applicant has been asked to look at the feasibility of tree planting adjacent to the wall and although ideally there would be additional replacement tree planting in this case, it is not considered that there are any further opportunities for it. As acknowledged above, the loss of the existing trees are regrettable; however given the constraints of the site and the need for a replacement car park on balance their loss is considered acceptable subject to the delivery of a high quality landscaping scheme which provides for replacement tree and shrub planting.

Main issue 5: Landscaping

94. Key policies and NPPF paragraphs – DM3, DM8, NPPF12.
95. The existing surface car park is a negative feature within the conservation area; however the groups of mature trees are of high quality and are highly visible within the conservation area. Their loss is regrettable and in order to accept their loss a high quality landscaping scheme with significant replacement tree planting is necessary.
96. The application provides the opportunity for an enhanced public realm along the medieval wall with high quality surfacing in close proximity to the city walls. Furthermore the provision of lighting and heritage interpretation is welcomed and could add significantly to the interest of the street scene in the immediate area. The existing Cypress Oak trees will be retained and it is proposed to have seven new trees to connect the existing oaks with the group of retained mature trees to the north-west of the site. The trees will help provide a backdrop to the medieval wall and will complement the vertical fenestration of the new building.
97. The central courtyard will provide an amenity space for future residents and the glimpsed views into the site will add visual interest although the key will be a successful detailing at street level with for example planting to the entrance to the courtyard. One of the key challenges will be screening to the car park. It is proposed to have a soft landscaping strip in front of the screen. Overall it is felt that the principle of the landscaping scheme is acceptable although the precise details should be secured by condition to ensure its long term success.

Main issue 6: Transport

98. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.

99. The site is currently used as a pay and display surface car park with 147 spaces. It is open 24 hours seven days a week and payment can be made at the on-site ticket machines. The proposed development includes the retention of the car park with the redevelopment above to provide 302 units. The car park will continue to operate as existing and the vehicular access will not change. Whilst the existing car park will be retained, no parking will be made available for students (with the exception of students with disabilities) and the tenancy agreements for the students will prohibit bringing a car to the site or parking within a one-mile radius of the development. As such the student accommodation will be car-free. A total of 128 spaces will be available, inclusive of seven disabled spaces. This equates to a reduction of 19 on the existing. Future provision will be made for electric charging points in the car park with electric connections and infrastructure. It will be at the discretion of Norwich City Council as the car park operator as to when and where future charging points are installed.
100. In terms of student accommodation, the site is highly accessible on foot with Norwich University of the Arts, Norwich railway station and the city centre all being within walking distance from the site. The UEA campus is just over 4km from the site which is around a 15 minutes cycle distance. Norwich City Council has recently implemented plans for a contraflow cycleway scheme along St Swithins Road and Westwick Street which has improved the cycle network in the vicinity of the development. The closest bus stop to the site is on Dereham Road. A number of buses stop here which serves the NNUH, UEA, Queen's Hill, Old Catton, Bowthorpe, West Earlham, Heartsease, Costessey, Thorpe St Andrews and Postwick Park and Ride.
101. Students will be encouraged to use sustainable means of transport such as cycling, walking and local buses. An interim travel plan has been submitted with the application and should planning permission be granted this would be subject to a condition requiring a full travel plan. The full travel plan can then be based on an initial travel survey of students at the site to seek to encourage greater use of active and sustainable transport through a package of measures.
102. In terms of the arrangements for drop off/pick up at the start/end of term, most students arrive at student accommodation within a two week window before the term begins; however they leave student accommodation in a more dispersed timeframe. At the start of term, students will need to book a 20 minutes loading time slot. Students and their parents will be notified of other car parks in the area if they wish to park for longer than the 20 minute allocated time period. The Barn Road car park will be utilised for move-in and move out, possibly through the suspension of a number of car parking spaces close to the main entrance to facilitate drop off.
103. The main pedestrian access to the car park will be at St Benedict's Street immediately opposite the traffic island. A second point of access will be provided at the vehicular access with fire escape routes being provided in the northwest corner of the site and close to the main entrance to the student accommodation. Pedestrian access to the student accommodation will only be possible via the two flights of steps on St Benedict's Street; one facing west towards the Barn Road junction with Dereham Road and one facing east towards St Benedicts Street. There is also a platform lift.
104. 90 cycle parking spaces are to be provided for the students on site which equates to a provision of 30%. In order to inform this number a travel survey has been

undertaken by the management team of other student accommodation in Norwich and this indicates that 26% currently travel by bike with the remainder walking in the UEA. As part of the travel plan regular surveys and checks of cycle parking demand will be identified and additional cycle parking will be provided when demand approaches capacity. Student parking will be located underneath the stairway leading to reception. The proposal will provide 6 visitors spaces within the public realm enhancements.

105. Waste and recycling bins will be located in a dedicated store along the northern boundary of the site, close to the vehicular access. A lift at the north east core, will provide access to the ground floor level, to allow students to be able to access the bin store. A new layby is also to be provided near the entrance to the student accommodation.
106. A number of public realm and highway improvements are also proposed. This include the provision of a toucan pedestrian and cyclist phasing at the St Benedicts Street/Barn Road signalised junction, new loading bay, a new zebra crossing on a raised table immediately adjacent to the main pedestrian access to the site, a new raised table, adjustments to the kerblines, Sheffield stands for cycle parking, upgrade of existing footway on Barn Road to provide a footway/cycleway and waiting restriction modifications on St Swithin's Road. These are all considered acceptable by the highway officer and will be subject to a Section 278 application under the Highways Act.
107. Overall it is felt that the development will not have a negative impact on the surrounding highway network and the public realm improvements will enhance the environment for both the new residents but also car park users and members of the public. As a city centre location there is relatively limited vehicular access and 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 student accommodation.

Main issue 7: Amenity

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

Impact upon neighbouring residents

109. With regard to the impact upon neighbouring residents the main consideration is the impact upon the existing residents of Caro Court (100 St Benedicts Street) which is a residential flatted development situated on the southern side of St Benedicts on the corner of Grapes Hill. There are also other residential properties on St Benedicts Street and Grapes Hill that could be impacted by the development and the site is also in close proximity to a number of commercial premises on Barn Road, St Benedicts Street and St Swithins Road.
110. With regards to loss of light and overshadowing, the applicant was asked to submit a daylight/sunlight study in order to fully assess the impact upon neighbouring residential properties. The assessment has been carried out on 90, 92A and 94A St Benedicts Street, 1 and 2 St Benedicts View (Grapes Hill) and Caro Court (100 St Benedicts Street).

111. The Vertical Sky Component (VSC) analysis shows that all windows tested within 90,92A and 94A St Benedicts Street will comply fully with the BRE Report recommendations with all windows achieving over the recommended VSC of 27%. It also shows that all windows tested at 1 and 2 St Benedicts View, Grapes Hill comply fully with the BRE Report recommendations.
112. With regards to Caro Court the windows on the north elevation face towards the development site and the modelling which was undertaken found that as a result of the development 73 of the 86 windows tested (85%) will comply fully with the BRE Report recommendations. Six of the windows that do not meet the guidance are at ground floor, four of which retain VSC values of over 26%, marginally below the recommended 27%. The remaining two windows serve a living room that is served by four windows, the other two windows to which will meet the BRE report guidance.
113. The remaining seven window that fail to meet the 27% VSC are at first, second and third floors. The windows are setback behind recessed balconies which restricts the amount of visible sky that can be received at the face of the window. For example window w10 at first floor level would experience a VSC reduction from 16.74% to 9.57%. The BRE report states the following:
- “Existing windows with balconies above them, typically receive less daylight. Because the balcony cuts out light from the top part of the sky, even a modest obstruction may result in a large relative impact on the VSC, and on the area receiving direct skylight. One way to demonstrate this would be to carry out an additional calculation of the VSC and area receiving direct skylight, for both the existing and proposed situations, without the balcony in place.”*
114. By comparison, it can be seen that the windows either side of the balconies retain VSC values in excess of 29%. This demonstrates that the recessed balconies are the primary reason for the larger ratio reduction rather than the development.
115. In terms of sunlight, the majority of windows are orientated within 90 degrees of due north and therefore sunlight amenity has not been assessed. Where the windows are orientated within 90 degrees of due south, the results show they would meet the recommended guidance for Annual Probable Sunlight Hours, retaining at least 0.80 times their existing values or received 25% total annual sunlight with 5% being in the winter months.
116. Therefore on the basis of the information submitted it is not considered that the living conditions of the occupiers of Caro Court would be unacceptably compromised by the proposal. 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 Caro Court itself rather than the impact of the proposed development.
117. Due to the distances involved it is not considered that the proposal will result in any significant overlooking.

Living conditions for future residents

118. The site will provide accommodation for 302 students. The majority of students (189) will be accommodated within single bedrooms. These are arranged within cluster of four to eight bedrooms and each cluster will have a shared communal

space. The single bedrooms are 12.5 sqm which is of a comparable size to the single bedrooms St Stephens Tower and those at Pablo Fanque House. The studios range in size from 18 sqm – 22 sqm, accessible bedrooms are 18.4 sqm - 18.7 sqm and accessible studios are 23.6 sqm - 26 sqm which is 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.

119. Some rooms will benefit from more light than others. The external rooms will all have good levels of light and having a good separation distance between the rear of the retail units at Cathedral Retail Park and the north elevation of the proposal development ensures that levels of light and outlook at satisfactory for the lower level units . There was some concern that some of the internal courtyard rooms would have a lack of light and therefore a daylight and sunlight assessment has been carried out. This concludes that aside from the north-east corner of the courtyard, the Vertical Sky Components values are generally above 17% with most being above 20%, a level at which the rooms will receive adequate daylight. In the north-east corner of the courtyard, the windows see Vertical Sky Component levels ranging between 10% and 20%. This will mean that some of the rooms have lower levels of light that is ideal however given the size of rooms and the relatively tall windows adequate daylight should still be achievable. Overall therefore it is concluded that the internal living conditions for all future residents of the proposed development will be satisfactory or good.
120. Although the site is situated within the city centre and is within a relatively constrained site a courtyard will be provided for the enjoyment of residents. This is of sufficient size and subject to a full landscaping scheme being agreed by condition should provide a pleasant area for the residents.

Noise and air quality

121. The proposed development is located within the statutory designated Norwich Central Air Quality Management Area. The Council car park is to be retained with a slight reduction in capacity. As such the development-generated traffic would not cause an impact at existing receptors or the AQMA. The air quality report therefore considered the suitability of the development site location in relation to existing pollution levels. The monitoring data on Grapes Hill shows that at a roadside location, pollutant concentrations are well below the annual mean NO₂ air quality objective and therefore the development does not introduce new public exposure into an area exceeding any air quality objective. A dust management plan will however be required to prevent or minimise the release of dust entering the atmosphere and/or being deposited on nearby receptors. Mitigation measures are not required in terms of the suitability of the site for residential (student) use.
122. The site is situated on Barn 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. Mitigation measures include 4mm glass/14mm air gap/6mm glass double glazed windows and an acoustic wall ventilator to all rooms other than the top floor rooms which should have 13mm glass/ 12mm air gap/ 13mm glass double glazing and acoustic wall ventilators. A condition should be attached to any future permission

required details of these measures, including details of the windows and details of any mechanical ventilation so windows can remain shut.

123. With regards to the external amenity spaces, the layout has been designed in order to allow for acoustics and to minimise noise levels. The noise impact assessment demonstrates that the external living space is likely to see noise levels close to the upper guidelines.

Main issue 8: Energy and water

124. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
125. 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 fabric energy efficiency measures will be incorporated into the design. A number of options have been looked at in order to meet the 10% policy requirement. The development is suitable for the installation of small scale Combined Heat and Power which would be capable of generating 13% of the total building energy demand. Solar Thermal and photovoltaics have been considered but have been discounted as the building is likely to have reduced occupancy for the majority of the summer when panels would be at their most effective and as it is proposed to have a green roof. A condition should be attached to any future permission requiring full details of the Combined Heat and Power system.
126. 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. Measures are likely to include low flow rate water fitting to all outlets.

Main issue 9: Flood risk

127. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
128. 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 not currently affected by surface water flooding and the proposals do not impact on overland flow routes but the site is within the 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.
129. Due to the urban nature of the site and given that the vast majority of the site is occupied by the footprint of the building a number of options are not appropriate; however in this instance the podium deck at first floor level provides the opportunity to attenuate rainwater above ground level by including a 100mm deep drainage attenuation layer as a blue roof system. At ground floor level, it is proposed to utilise permeable block paving in the parking bays in the north of the site that are not covered by the building footprint which will drain to the below ground surface water network. For the remainder of the site that will not be attenuated at podium level, below ground attenuation tanks will be located beneath the car park aisles to provide the remaining required storage volume and a flow control will be provided to restrict the flow rate of water released to the public sewer.

130. The proposed run off rate of 2l/s is greater than greenfield runoff; however it does provide significant betterment relative to the existing brownfield runoff rates. Anglian Water have however commented that the proposed discharge rate is actually too low with the minimum discharge rate needing to be 5l/s in order to connect to the surface water sewer. Therefore although the principle of the surface water management strategy is acceptable as it has been demonstrated that surface water drainage can be managed on site without increasing flood risk on the site or elsewhere, in line with National Planning Policy Framework (NPPF) further information relating to the strategy will need to be submitted and approved in writing prior to the commencement of the development which can be secured by condition.
131. Furthermore Anglian Water records show that is a foul and surface water sewer within the northern area of the site, following the alignment of the existing access road and there is a concrete sewer which is 4.83m deep below ground level which runs diagonally across the site. This sewer will need to be subject to a build over agreement with Anglian Water and an informative should be attached to any future permission making the applicant aware of this.

Main issue 10: Biodiversity

132. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.
133. The site comprises a large expanse of tarmacked hardstanding with a band of ornamental shrubs and trees located around the perimeter. Although there are three maternity bats roosts being identified within 2km of the site there are no suitable habitats that can support roosting bats on the site and therefore roosting/commuting/foraging bats are considered absent and the development is considered to have negligible impacts on bats. It is also considered that the site does not currently have suitable habitats for badgers, dormouse, otters, water voles, schedule 1 listed birds, great crested newts, reptiles, invertebrate species or hedgehog on the site with the conclusion of the ecology report being that the habitats present on-site are of negligible value. There is however the presence of potential nesting opportunities for birds and the removal of trees and shrubs from the site could injure or kill any nesting birds present at the time of site clearance works. Therefore a condition should be attached to any future permission requiring that the removal of any suitable nesting habitats for birds should be undertaken outside of the bird nesting season or if this is not possible then vegetation must only be removed following a nesting bird check carried out immediately prior to works by a suitably qualified ecologist.
134. There is the potential to incorporate ecological enhancements into the development to achieve net gains for biodiversity. This includes the provision of bat and bird boxes and the planting of native species. The application also includes the provision of a green roof. A condition should be attached to any future permission requiring further details of the ecological enhancements.

Main issue 11: Contamination

135. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.
136. A desk based study has found potentially contaminative uses and geotechnical hazards on the site. Of the potential on and off site sources, the infrastructure from the historic malting, historic gasworks and factory, vehicle repairs, servicing and

washing sites, fuel leakages from the current use as a car park and the potential for deep made ground are believed to be the most significant sources of potential contamination.

137. The Environment Agency has reviewed the contamination report and consider that planning permission can be granted subject to a number of conditions relating to further intrusive contamination investigations, remediation and monitoring.

138. A phase II investigation has since been submitted and this has been forwarded to the Environmental Agency for their consideration. A verbal update will be made at the committee meeting.

Compliance with other relevant development plan policies

139. 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 6
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Other matters

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

141. Construction management plan and construction traffic management plan – A construction management plan and construction traffic management plan have been submitted with the application both of which are considered acceptable. A condition should be attached to any future permission ensuring compliance with the plans.

Equalities and diversity issues

142. There are no significant equality or diversity issues. There will be level access to the car park and the building. The application includes a number of accessible study rooms and studios and there are 7 blue badge spaces within the car park.

Local finance considerations

143. 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 £91,259.07.
144. 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.
145. In this case local finance considerations are not considered to be material to the case.

Conclusion

146. The site is allocated for mixed use development including a replacement car park, office and retail accommodation and residential. Therefore the application for student accommodation largely conflicts with policy CC22 which is the relevant policy for the application although it does provide for a replacement short stay car park. Due to the lack of a five year housing land supply, policy CC22 is out of date and this, along with the evidence that office accommodation would not be viable on the site, reduces the weight that can be given to the conflict in policy.
147. In terms of the benefits of the proposal, the site would bring forward 302 student bedspaces which will contribute towards the shortfall in supply of both student and general housing and assist in releasing private housing into the market from multiple occupation. Student accommodation can also deliver substantial economic benefits for the city centre from the expanding student population.
148. The proposal also has the potential to significantly enhance the quality of the streetscene and redevelop a car park which is a negative feature in the conservation area. Although concerns have been raised by Historic England and Norwich City Council's Conservation Officer regarding the overall height and mass of the building, it is considered that the proposed footprint makes efficient use of the land particularly taking into consideration the policy requirement to retain a car park at ground floor level. Overall it is my view that the building is of good architectural merit and is suited to this gateway location. The fenestration and choice of materials add visual interest and the proposal will have an acceptable relationship with neighbouring buildings. The proposal will result in the loss of the view of three listed buildings and partly restrict views of the Roman Catholic Cathedral and therefore it is considered that the proposal would have less than substantial harm. This level of harm needs to be balanced against the public benefits of the development.
149. The proposed hard and soft landscaping including wider public realm and highway improvements will help improve the setting of the building, provide a screen to the ground floor car park, improve the setting of the City Walls, provide areas for the enjoyment of future residents, enhance biodiversity and improve the environment for the general public.

150. With regards to highways, the proposed entrance to the car park is in the same place as existing and the number of spaces has only been marginally reduced from existing. The proposed student accommodation will be car free. 90 cycle spaces will be provided for students with 6 spaces for visitors. Although this is not 1:1 it is considered 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.
151. Taking all the above into account it is therefore considered that the material considerations (namely the lack of market demand for office 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 and the less than substantial harm caused to the setting of nearby listed buildings. The proposal will deliver a high quality development on a negative 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. It is therefore recommended that the application is approved.

Recommendation

To approve application no. 18/01315/F - Car Park Barn Road 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 roof)
 - (c) Windows and doors (including lintels and cils, glazing frames and profiles and reveals)
 - (d) Rainwater goods, fascias, bargeboards
 - (e) Bat boxes
 - (f) Screen to car park
4. No works until archaeology agreed.
5. Stop works if unidentified feature 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. No works until foundation designs have been agreed.
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. With the exception of site clearance, archaeology, tree protection works and ground investigation no development shall take place until surface water management strategy has been submitted to and approved in writing by the LPA. No drainage into the ground other than with consent from the LPA
12. No occupation until external lighting agreed and implemented.
13. No works above ground until fire hydrant provision agreed.

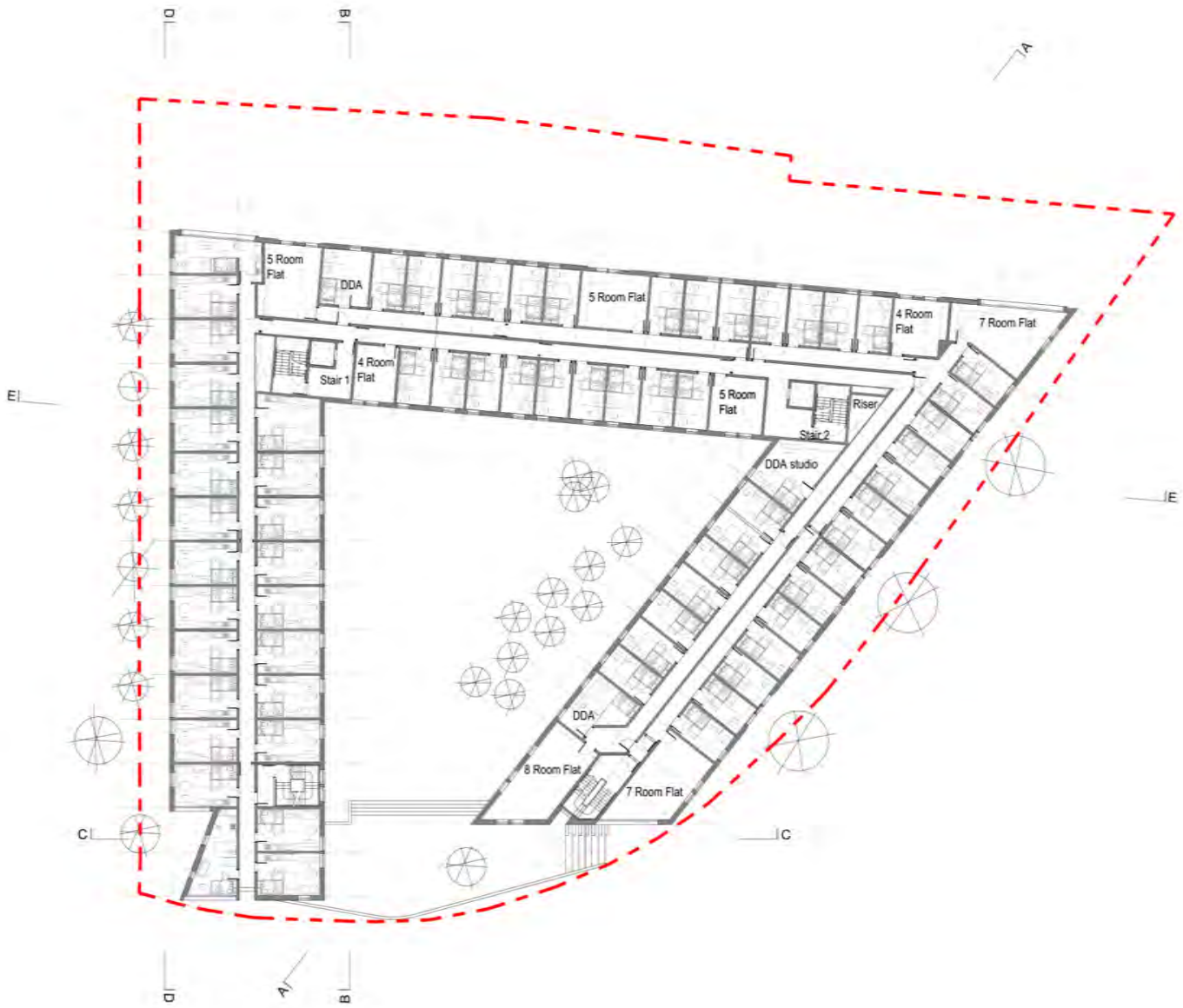
14. No works above ground until scheme for generating a minimum of 10% of the predicted energy requirement from decentralised renewable and/or low carbon sources has been agreed.
15. The development shall be designed to meet 110 litres/person/day water efficiency.
16. Works to be carried out in accordance with AIA, AMS.
17. No occupation until landscaping scheme has been approved.
18. No works above ground until a contract has been entered into with the Council for a financial payment to maintain trees
19. No occupation until following details agreed:
 - a) Car parking
 - b) Cycle storage and parking for residents and visitors to the site
 - c) Servicing, including waste and recycling bin storage and collection facilities
20. Removal of permitted development rights for boundary treatment
21. No occupation until public realm and highway improvements carried out – s278 application needed.
22. Full travel information plan to be submitted during the first year of occupation. Travel information to be made available in accordance with the interim travel plan. To be maintained and reviewed in accordance with the agreed details.
23. Parking and management arrangements (including arrangements to deal with the arrival and departure of residents at the beginning and end of academic term to be in accordance with agreed details.
24. Management to be carried out in accordance with approved details.
25. No works above ground until details of plant, machinery and mechanical ventilation systems have been agreed.
26. Dust management plan
27. Bird nesting season
28. No works above ground until details of ecological enhancements including bird/bat boxes and green roof have been agreed.
29. Compliance with Construction Management Plan and Construction Traffic Management Plan.
30. No occupation of the student accommodation until car park has been completed

Informatives

1. Anglian Water assets
2. TRO fee of £1995
3. Need for s278 agreement
4. Tree maintenance fee
5. No entitlement to on-street parking permits
6. Refuse bins and collection arrangements to be arranged prior to first occupation
7. Construction working hours
8. Details of windows (condition 3(c)) to include information to demonstrate that the windows comply with the recommendations within the noise impact assessment.

Article 35(2) Statement

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework (2018) 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.



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Rev.	Reason for issue.	Date

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PROJECT	
BARN ROAD STUDENT ACCOMODATION NORWICH	
TITLE	
SECOND FLOOR AS PROPOSED	
DRAWING NUMBER	REVISION
AL(20)012	

PLANNING			
DATE	DRAWN BY	SCALE	
06.06.2018	GMcG	1-200	
	CHECKED BY	PROJECT NUMBER	
	MP	0195	



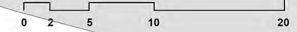
- GENERAL**
- Application Boundary
- EXISTING**
- Medieval wall
 - Trees Refer to Arborists Schedule
- PROPOSED HARDWORKS**
- Paving setts - (to match existing on Grapes Hill) Natural stone
 - Paving setts - (to match existing on Grapes Hill) Dutch clay pavers
 - Paving slabs Textured aggregate slabs paving
 - Podium paving slabs Street art concrete paving slabs 60 mm thick - Kellen Aesthetic "Binary Fields"
 - Resin bound gravel with flush steel edging
 - Natural flint cobbles
 - Tactile paving
 - Hazard warning paving
 - Podium walls 600 mm height (refer to Architects specification)
 - Raised planter Facing brick to match building elevation
 - Seating wall with timber top
 - Timber tables and seats
 - Hand rail to architects detail
 - Fence & gate to carpark To Architects detail
 - Corten raised edging
 - Textured aggregate edging
 - Steps Textured aggregate conservation steps
- PROPOSED SOFTWORKS**
- Specimen trees Liriodendron tulipifera - 25-30 cm girth
 - Specimen trees Pinus nigra Austriaca - 25-30 cm girth
 - Orchard trees Amelanchier lamarckii - 4-5 m (multi-stemmed)
 - Fastigate trees Fagus sylvatica Daneyck - 25-30 cm girth
 - Multistemmed gateway tree Zelcova serrata - 5-6 m umbrella - air pot grown
 - Clipped hedge Instant hedge - Fagus sylvatica
 - Planting Flowering shrubs and ground cover
 - Planting Ornamental grass
 - Native flowering meadow
 - Amenity grass

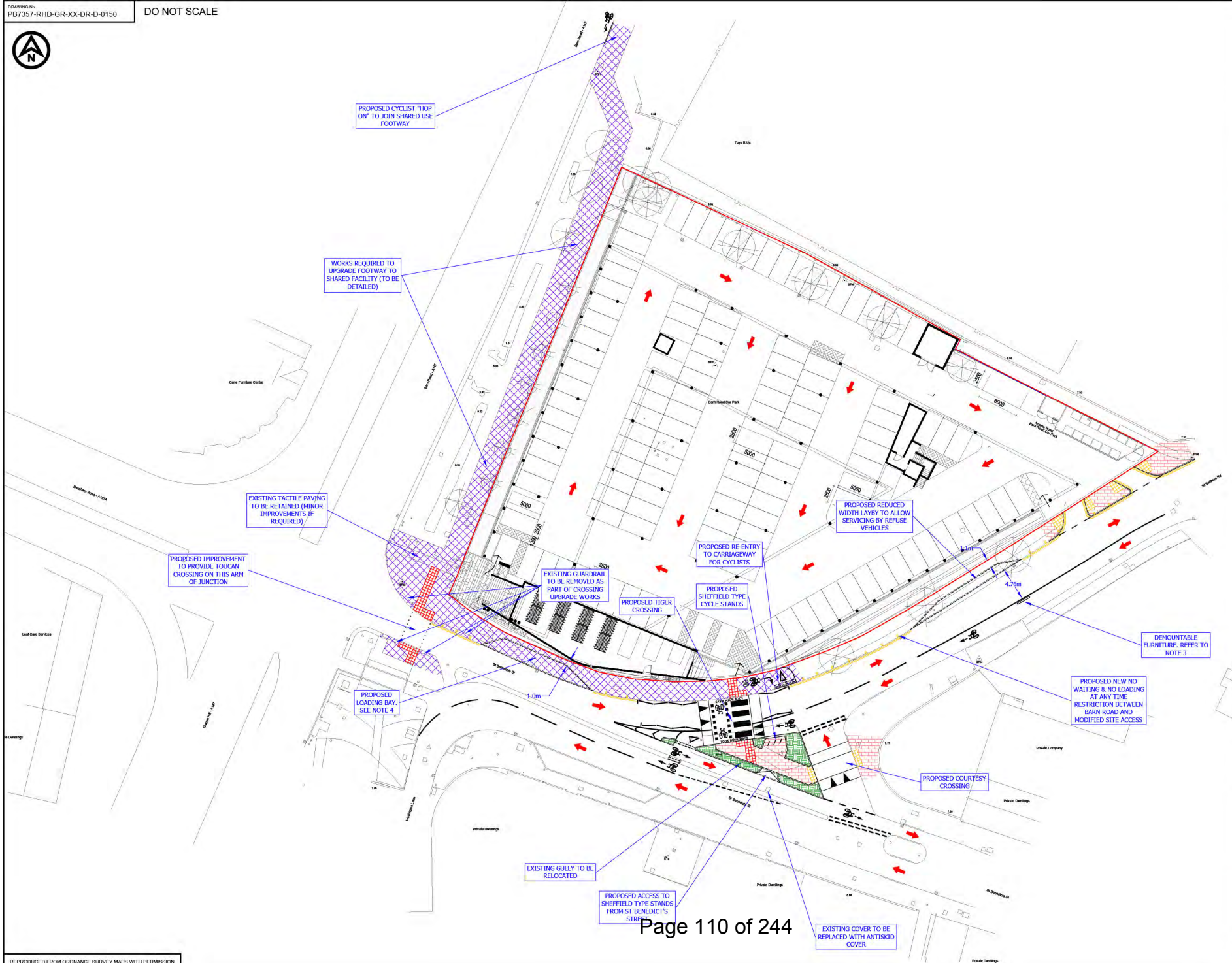
sheilsflynn

CLIENT: Alumno Developments
 PROJECT: Barn Road Student Accommodation
 TITLE: Illustrative Landscape Plan

DRAWN: AF	CHECK: ES	Project No /	Draw No.
SCALE: 1:200 @ A1	DATE: AUG 2018	416-PA-050 A	

Bank House, High Street, Doding Kings Lynn, Norfolk, PE33 3BR
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 22 St Barnabas Road, Cambridge CB1 2DZ
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- NOTES:**
- DRAWING BASED ON TOPOGRAPHICAL SURVEY WITH GAPS FILLED IN FROM ORDNANCE SURVEY INFORMATION. ROYAL HASKINSING DHV ACCEPTS NO RESPONSIBILITY FOR DISCREPANCIES BETWEEN THE SURVEY AND SITE CONDITIONS.
 - ROAD MARKINGS SIMPLIFIED FOR CLARITY AND DO NOT REPRESENT PRESCRIBED MARKINGS AS PER TRAFFIC SIGNS REGULATIONS AND GENERAL DIRECTIONS.
 - CYCLEWAY CONTRAFLOW ARRANGEMENT SHOWN AS PER NORWICH CC DRAWING PACKAGE CCA2.45-18-xxx SUPPLIED 25.07.18 BY KEIRAN YATES (NORWICH CC).
 - PROPOSED LOADING BAY TO BE LAID FLUSH WITH FOOTWAY, PROPOSED LEVELS TO BE DETERMINED.

- KEY:**
- SITE BOUNDARY
 - ← DIRECTION OF TRAFFIC FLOW
 - ▨ PROPOSED FOOTWAY / SHARED ROUTE IMPROVEMENTS (TO BE DETAILED)
 - ▩ PROPOSED FOOTWAY WORKS
 - ▧ PROPOSED SOFT LANDSCAPING OR PUBLIC REALM WORKS
 - PROPOSED NEW KERBLINE
 - - - PROPOSED KERBLINE TO BE FLUSH WITH FOOTWAY LEVEL
 - ▤ TACTILE PAVING - CONTROLLED CROSSING
 - ▥ TACTILE PAVING - UNCONTROLLED CROSSING

REV	DATE	DESCRIPTION	BY	CHK	APP
01	10.10.18	NEW REFUSE NEW LAYBY ADDED	BKB	PV	SS
02	25.08.18	BIN STORE LOCATION AMENDED	RH	PV	SS
03	17.09.18	AMENDMENTS AS PER PERISA RESPONSE	BKB	PV	SS
04	30.07.18	LAYOUT AMENDED	BKB	PV	SS
03	27.07.18	DRAWING SCALE AMENDED	RH	DJ	SS
02	25.07.18	LAYBY RELOCATED / MCC LAYOUT UPDATE	BKB	PV	SS
01	09.07.18	FIRST ISSUE	PV	DJ	SS

REVISIONS:
CLIENT



PROJECT
BARN ROAD, NORWICH

TITLE
PROPOSED SECTION 278
WORKS CONCEPT
DRAWING



DRAWN	CHKD	CHECKED	PV	APPROVED	SS
BKB					
DATE	06.07.18	SCALE	1:250 @ A1	REF.	
DRAWING No.	PB7357-RHD-GR-XX-DR-D-0150				REVISION
					107







Report to: Planning applications committee

Item

8 November 2018

Report of: Head of planning services

Subject: Application no 16/01889/O - Land West of Eastgate House, 122 Thorpe Road, Norwich

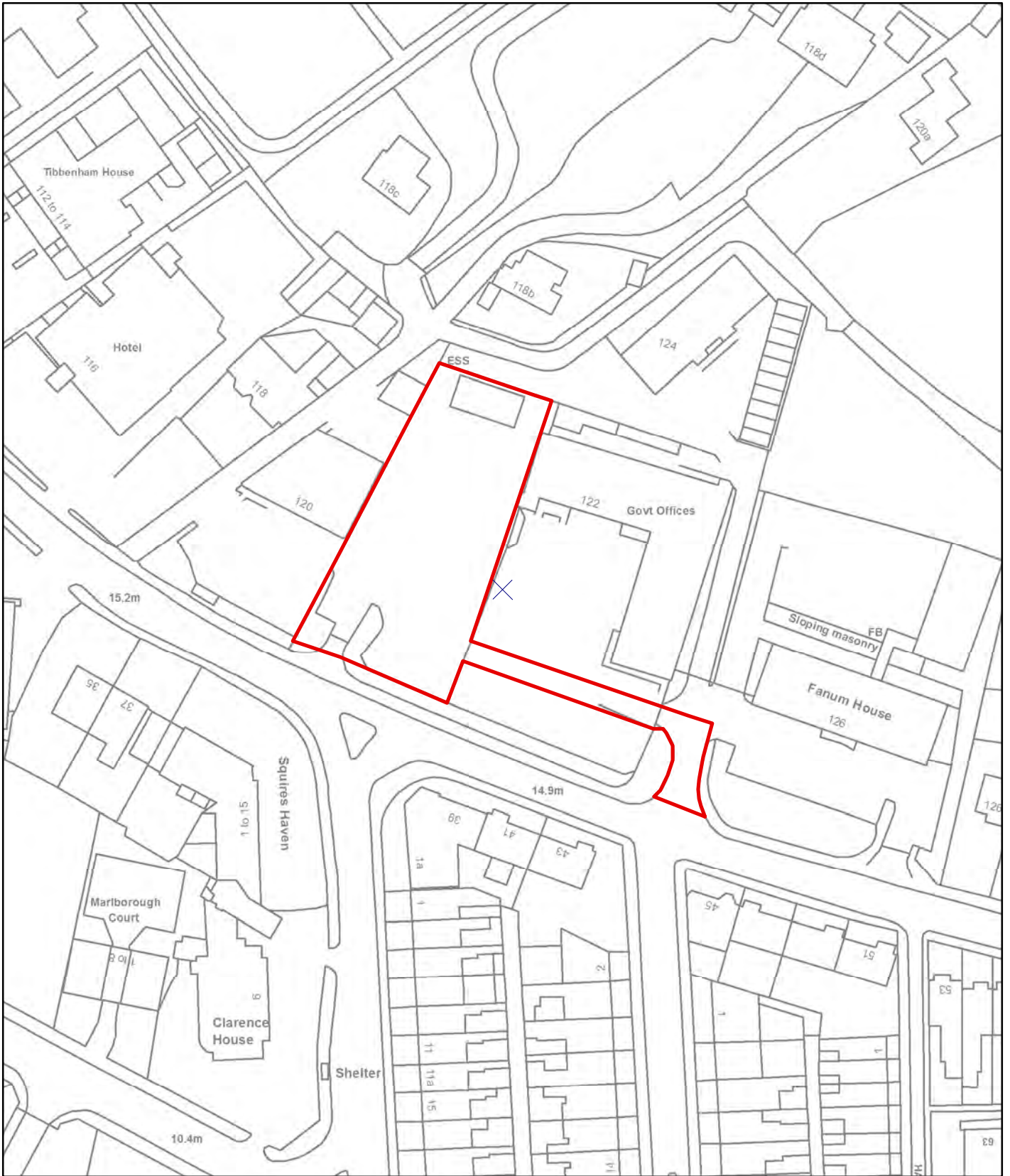
5(c)

Reason for referral: Objection

Ward:	Thorpe Hamlet
Case officer	Robert Webb – robertwebb@norwich.gov.uk

Development proposal		
Outline application for the erection of 20 no. apartments including associated parking and amenity space.		
Representations		
Object	Comment	Support
4	1	0

Main issues	Key considerations
1	Principle of development
2	Design
3	Heritage
4	Trees
5	Transport and servicing
6	Amenity
7	Energy and water
8	Flood risk
9	Biodiversity
10	Contamination
11	Affordable housing viability
Expiry date	Extension of time – 15 November 2018
Recommendation	Approval

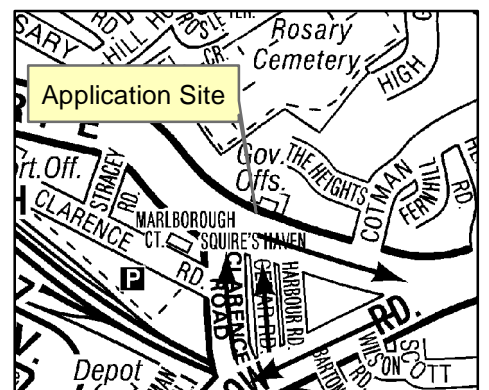


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Planning Application No 16/01889/O
 Land West of Eastgate House
 Site Address 122 Thorpe Road
 Scale 1:1,000



NORWICH
City Council
 PLANNING SERVICES



The site and surroundings

1. The site is a surface level car park off Thorpe Road, to the east of the city centre. It is currently used by staff as additional parking for the staff of Alan Boswell Insurance Group. It is located in between Eastgate House, a former office block and coroner's court, much of which has been converted to residential flats and Graphic House, another former office block which has been converted to student accommodation.
2. There is a garage block within the rear of the site. The land rises up from Thorpe Road towards the rear of the site. There are a number of residential dwellings to the north, situated within the Thorpe Ridge conservation area, the boundary of which is adjacent to the northern boundary of the site itself. The southern (front) boundary of the site has a vehicular access onto Thorpe Road and is located close to the junction with Clarence Road.

Constraints

3. There are a number of trees on the southern and western boundaries. The trees on the southern boundary are part of a group Tree Preservation Order.

Relevant planning history

4.

Ref	Proposal	Decision	Date
4/1990/0115	Erection of four lock-up garages at rear of site.	APPR	05/03/1990
09/01076/CF3	Change of use of part of the ground floor of 122A from offices (Class B1) to a Coroners Court Room (Class sui generis).	APPR	18/11/2009
13/01665/PDD	Change of use of Eastgate House from offices (Class B1a) to provide 38 flats (Class C3).	CEGPD	15/11/2013
14/00967/F	Construction of stairwell and lift shaft to provide access to Eastgate House.	APPR	01/09/2014
14/01175/F	Alterations to the exterior of Eastgate House including erection of a new canopied entrance, installation of replacement windows, erection of juliette balconies with re-cladding and rendering.	APPR	03/10/2014

Ref	Proposal	Decision	Date
15/01129/PDD	Change of use from offices (Class B1) to residential (Class C3) to provide 47 residential units.	AEGPD	08/10/2015
17/00430/F	Alterations to the exterior of Eastgate House including erection of a new patio areas, installation of replacement windows, erection of juliette balconies with re-cladding and rendering.	APPR	24/04/2017
17/00649/NCD	Change of use from offices (Class B1) to residential (Class C3) to provide 47 residential units.	APPR	09/06/2017
17/00980/F	Erection of fourth and fifth floor extension to Eastgate House to create 7 No. new flats.	APPR	18/09/2017
18/00275/F	Change of use of part ground floor (former Coroner's Court) to residential (Class C3) to provide 5 flats.	APPR	06/07/2018
18/00923/NMA	Amendment to planning permission 17/00980/F - change layout of fourth and fifth floor flats to create 1 No. extra flat.	APPR	13/08/2018

The proposal

5. The proposal is the erection of a new building and associated parking to accommodate 20 flats (3 x 1 bed and 17 x 2 bed). The building would be flat roofed and formed of a 5 storey section towards the front of the site dropping to a 3 storey section at the rear. 6 parking spaces would be provided at the front of the site, together with pedestrian access and landscaping. The majority of the flats would have either a private balcony or courtyard area, with the remainder having Juliette balconies.
6. The application is in outline, with matters of landscaping and appearance reserved. This means that the layout, scale and access are to be considered at outline stage.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	20
No. of affordable dwellings	6 + contribution towards off-site provision of 1 unit
No. of storeys	Part 5 storey, part 3 storey, maximum height approximately 15 metres
Density	111 dwellings per hectare
Transport matters	
Vehicular access	From Thorpe Road
No of car parking spaces	6
No of cycle parking spaces	To be controlled by condition
Servicing arrangements	Waste collection and deliveries via access driveway

Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 5 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Concern that the proposal will harm the open aspect currently enjoyed by properties to the north.	See main issue 6
Concern about overlooking and overshadowing of properties to the rear including from north facing balconies	See main issue 6
Increased noise and activity	See main issue 6
Loss of views over the city and the skyline	See main issue 6

Issues raised	Response
Concern about overdevelopment of the site when added to the adjacent developments at Eastgate and Graphic House.	See main issue 2
Concern regarding lack of parking and increased parking and traffic flow on Thorpe Road.	See main issue 5
Concern that proposal would harm the character of the neighbourhood and adjacent conservation area being out of scale with existing properties.	See main issues 2 and 3
Impact on wildlife, peaceful feel and general ambience of the neighbourhood.	See main issues 6 and 9
Minimal soft landscaping proposed	See main issue 2
The Clarence Road, Thorpe Road and Carrow Road one way gyratory system should all be returned to two-way traffic. This would significantly reduce traffic movements and noise, pollution and inconvenience for new and existing properties.	See main issue 5

Consultation responses

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

Design and conservation

9. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Environmental protection

10. I have reviewed this application and have no comments.

Highways (local)

11. No objection on highways/transport grounds.

Lead local flood authority

12. Officers have screened this application and it falls below our current threshold for providing detailed comment. This is because the proposal is for less than 250

dwellings or 5 ha in size and is not within a surface water flow path as defined by Environment Agency mapping.

Norfolk police (architectural liaison)

13. At this outline application stage I do not have the level of detail I require to make specific comments in relation to 'designing out crime', but this is an excellent opportunity to incorporate the national crime prevention initiative Secured by Design, based upon the principles of "*designing out crime*" and incorporate the latest security standards to address emerging criminal methods of attack.
14. I recommend that the development should seek to achieve full Secured by Design Certification. It can help create safer, more secure and sustainable environments where crime is reduced and the fear of crime is not enhanced for the ensuing residents.

Tree protection officer

15. I have visited the site, reviewed the Arboricultural Impact Assessment, and largely concur with its findings. All trees on the western boundary (with the exception of T3 and T4) are considered low quality specimens and I have no objections to their removal. The removal of T5 on the southern boundary is also considered appropriate. I would suggest, however, that there is scope to plant more than one tree (as detailed in the AIA) in the space adjacent to T6, to mitigate this loss. As long as the recommendations set out in the AIA are fully implemented, I would have no objections, from an arboricultural perspective, to the proposal.

Norwich Society

16. Our original comments were 'This seems a well-scaled design in relation to the adjacent buildings although we have some concerns about the lack of parking.' The revisions reduce the mass of the proposals and have an increased parking provision therefore we have no objections to the application.

Assessment of planning considerations

Relevant development plan policies

17. **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
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation

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

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM4 Providing for renewable and low carbon energy
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

Other material considerations

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

- Section 2: Achieving sustainable development
- Section 5: Delivering a sufficient supply of homes
- Section 8: Promoting healthy and safe communities
- Section 9: Promoting sustainable transport
- Section 11: Making effective use of land
- Section 12: Achieving well-designed places
- Section 14: Meeting the challenge of climate change, flooding and coastal change
- Section 15: Conserving and enhancing the natural environment
- Section 16: Conserving and enhancing the historic environment

20. Supplementary Planning Documents (SPD)

- Affordable housing SPD adopted 2015

Case Assessment

21. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Council's 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

22. Key policies and NPPF sections – DM12, DM13, JCS4, JCS12, NPPF sections 2 and 5.
23. The site comprises a surface car park and constitutes previously developed land within the urban area of Norwich. None of the exception criteria of Policy DM12 apply here and new residential development at the site is therefore acceptable in principle, subject to other material planning considerations and policies discussed below.
24. Paragraph 59 of the NPPF identifies the importance of a sufficient amount and variety of land coming forward where it is needed to significantly boost the supply of housing and DM12 support new housing which will help to meet housing needs in the city. The site is located within an established residential area, with regular bus services located nearby, and is within walking distance to the city centre.

Main issue 2: Design

25. Key policies and NPPF sections – JCS2, DM3, NPPF sections 8, 11, 12.
26. The design has been revised in response to feedback from officers with the scale and number of flats being reduced, with further changes made to the layout of the site and the position of internal rooms. The height of the tallest part of the building would be similar to the height of the adjacent building to the east, Eastgate House, although the building would step down in height to only be three storey towards the rear. It would be taller than Graphic House to the west, although a planning application is currently being considered for the addition of a further storey to this building which would make it broadly similar in height to the proposed new residential block which is the subject of this report.
27. The design is a contemporary form which responds to the former office blocks either side. The scale is acceptable given the form of the existing buildings. High quality materials would be sought at reserved matters stage. The varying heights and recessed fifth storey adds some variation and interest to the appearance of the proposal. The proposal is acceptable in terms of its form, scale and siting, given the context of the sizeable buildings either side.
28. There is sufficient space at the areas around the proposed building to provide good quality communal space and to enhance the green frontage, and the pedestrian access provides a legible entrance way to the development from Thorpe Road. Sufficient space is available for bin and bike storage, the details of which would be controlled by condition.

Main issue 3: Heritage

29. Key policies and NPPF sections – DM9, NPPF section 16.
30. Whilst the site itself carries no heritage designation it is adjacent to the Thorpe Ridge conservation area, which covers a large area of land to the north. The site forms part of the setting of this heritage asset, and it is important to consider the impact of the proposal on this setting. Currently the view of a gravel car park, or when occupied, a large number of parked cars does not provide a particularly beneficial setting to the conservation area. However, the open characteristics of the

site does allow for views of the wooded ridge beyond the site. Such views are glimpsed views, because there are a number of trees on the site frontage itself, which would be retained as part of the proposal. Notwithstanding this, it is recognised that the introduction of a significant building would lead to the loss of a significant proportion of the current view of the trees within the conservation area.

31. This harm is considered to be 'less than substantial' using the terminology described in the NPPF. The proposal must also be considered in the context of the sizeable Eastgate House which adjoins the site, and to a lesser degree Graphic House on the opposite side. In this context the proposal is considered a logical infill, the siting of which follows an established pattern of buildings fronting Thorpe Road. It is considered this harm can be mitigated by ensuring a high quality landscaping scheme including new trees and the use of high quality materials, and it is noted that the new build would not fill the entire width of the site.
32. The development would deliver significant public benefits in terms of providing 20 new homes in a sustainable location, and would make for a more efficient use of the land than the current use. The public benefits would outweigh the less than substantial harm, in terms of the test required under paragraph 196 of the NPPF.

Main issue 4: Trees

33. Key policies and NPPF sections – DM7, NPPF section 15.
34. A number of trees on the western boundary of the site would be removed to facilitate development. The majority of these are Leyland Cypress whose loss is not objected to given they are a non-native species. Just one category B2 tree would be removed, a False Acacia. Replacement planting should be sought as part of the detailed landscaping scheme. No objection is raised by the council's arboricultural officer and the proposal is considered acceptable in terms of impact on trees.

Main issue 5: Transport and servicing

35. Key policies and NPPF sections – JCS6, DM28, DM30, DM31, DM32, NPPF section 9.
36. The site is located within walking distance of the railway station, bus routes and city centre shops and services. It is also within a controlled parking zone, where under policy DM32 low car or car-free development is permitted. To this end only 6 parking spaces are proposed which is acceptable in this location, however there is space to provide policy compliant levels of cycle parking which would be controlled by condition. Concern has been raised about increased congestion on Thorpe Road, however parking is restricted by continuous double yellow lines in the vicinity of the site so it is not anticipated that a problem would arise. New properties would not be eligible for a parking permit.
37. It is stated within the application that staff using the existing car park would utilise the public car park on Lower Clarence Road.
38. Following discussions during the application process a through route has been designed which would allow refuse lorries to enter the site and exit via the access for Eastgate House, to ensure that waste could be collected without impeding traffic flows on Thorpe Road.

39. A comment was received suggesting replacing the Thorpe/Carrow/Clarence Road gyratory with a two way traffic system, due to the opinion that this would reduce traffic flows and be more convenient. However this application is not considered to be the correct avenue to seek such a comprehensive change, and in any event the proposal is unlikely to have a significant impact on traffic flows due to the low level of parking proposed.

Main issue 6: Amenity

40. Key policies and NPPF sections – DM2, DM11, NPPF section 12.

Amenity for surrounding occupiers

41. Concern has been raised regarding the potential for overshadowing, loss of privacy, noise and loss of view. In terms of overshadowing, whilst some would occur, the separation distances between buildings are such that the proposal would not cause material harm. With regard to privacy, the plans have been revised to remove north facing balconies, and the windows have been positioned to avoid a material loss of privacy. Whilst views of the houses to the north would be possible, the front of the nearest bungalow is at least 21 metres away which is acceptable in terms of separation distance. In addition such views would be from smaller windows, not large French windows which would face to the side and front of the building.
42. In terms of noise and activity, the proposal is for a residential use in an area occupied by other residential development so it is considered to be a compatible use. The main noise generating issue is likely to be the movement of vehicles yet the level of parking is low and the level of movements are likely to be similarly low.
43. With regard to concerns about loss of views and open aspect, in accordance with planning law this is not a material planning matter in the consideration of an application. The proposal would not be unduly overbearing on properties surrounding the site.

Amenity for future occupiers

44. The proposal meets the minimum space standards for internal rooms for all dwellings. In addition revisions have been made to improve levels of natural light, outlook and maximise the provision of private amenity space where possible. The communal areas and access arrangements are well planned. The proposal is considered to comply with the requirements of policy DM2 with regards to occupier amenity.

Main issue 7: Energy and water

45. Key policies and NPPF sections – JCS3, DM1, NPPF section 14.
46. The proposal is required to generate 10% of its energy requirements from renewable or low-carbon sources, maximise sustainable construction and energy efficiency together with exceeding building regulations in relation to water efficiency.
47. A statement has been submitted which indicates a number of measures would be employed in terms of energy efficiency and consideration would be given the best method of energy generation, with solar panels or air source heat pumps identified

as possible sources. The details and implementation of this would be controlled by condition and considered further at reserved matters stage.

Main issue 8: Flood risk

48. Key policies and NPPF section– JCS1, DM5, NPPF section 14.
49. The site is within flood zone 1, the zone of lowest risk and is not particularly vulnerable to surface water flooding. The supporting drainage report states that the site is unlikely to be suitable for the provision of soakaways, therefore surface water run-off from the proposed development will be managed by an attenuation tank with discharge to mains sewer, and the private access road and parking spaces would be constructed using permeable paving.

Main issue 9: Biodiversity

50. Key policies and NPPF sections – JCS1, DM6, NPPF section 15.
51. An ecology survey has found that the site does not support any habitats of ecological importance. Recommendations have been made in terms of ensuring the removal of trees takes place outside of the bird nesting season but no other actions are considered necessary. The landscaping scheme to be agreed at reserved matters stage will provide an opportunity to seek ecological enhancements to the site.

Main issue 10: Contamination

52. Key policies and NPPF sections – DM11, NPPF section 15.
53. The site is not known to have had any previously contaminating uses; however a precautionary condition is recommended to ensure that if any contamination is discovered, it is dealt with appropriately.

Main issue 11: Affordable housing viability

54. Key policies and NPPF sections – JCS4, DM33, NPPF section 4.
55. On a total of 20 flats, a policy compliant scheme should deliver 33% of them as affordable which equates to 7 affordable units. The applicant has stated a preference for providing 6 on-site affordable units which would take the form of the flats in the three storey block at the rear of the site. The logic behind this is that given the design of the proposal, it would be easier for a registered provider to manage the single block of 6 properties as a whole, rather than individual flats dispersed around the building. A financial contribution would be secured to provide a further unit off-site, with the sum calculated to be £75,243.93, ensuring that the development contributes the full policy compliant level of affordable housing. This provision would be secured via a section 106 legal agreement.

Equalities and diversity issues

56. There are no significant equality or diversity issues.

S106 Obligations

57. A section 106 agreement for the provision of affordable housing is required.

Local finance considerations

58. 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.
59. 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.
60. In this case local finance considerations are not considered to be material to the case.

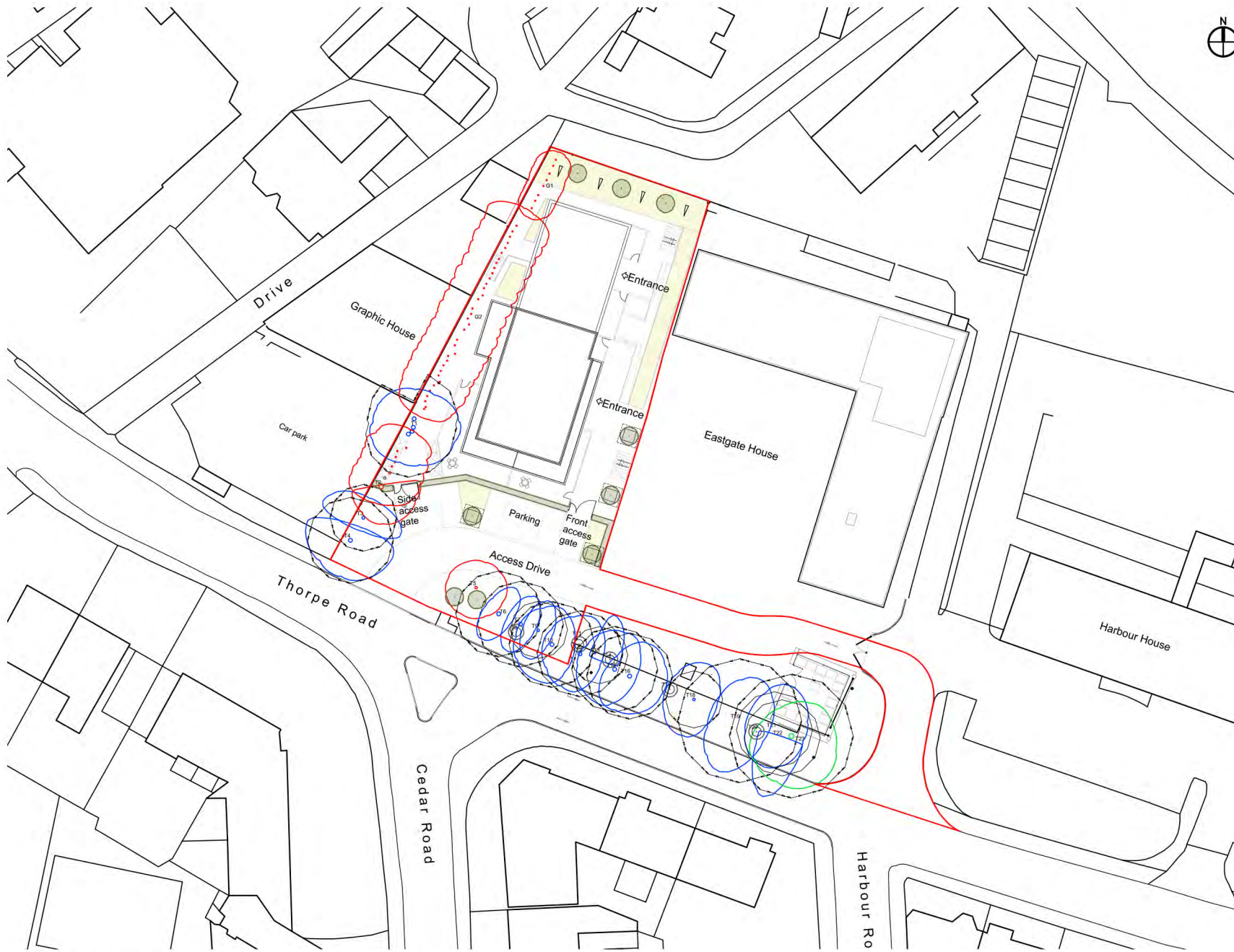
Conclusion

61. The proposal is well designed and would make a more efficient use of the land, delivering 20 new dwellings within a sustainable location and providing a policy compliant level of affordable housing. No material harm would be caused to surrounding occupiers and whilst there would be some less than substantial harm to the setting of the conservation area to the north, this would be outweighed by the public benefits of the scheme.
62. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 16/01889/O - Land West of Eastgate House, 122 Thorpe Road, Norwich and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of affordable housing and subject to the following conditions:

1. Standard time limit for submission of reserved matters
2. In accordance with plans
3. Energy efficiency
4. Water efficiency
5. Surface water drainage scheme
6. Unexpected contamination
7. Details of bin and cycle storage
8. Imported topsoil and subsoil
9. Slab levels
10. Construction method statement.



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It is your responsibility as client to make yourself aware of your role within CDM 2015 and act accordingly.

- Key**
- Cat C tree to be removed
 - Cat B, retained trees
 - Cat A, retained trees
 - RPA --- RPA Root protection areas

PURPOSE OF ISSUE PL - For Planning Submission	RIBA STAGE 3
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DRAWING STATUS S2 - Fit for Information
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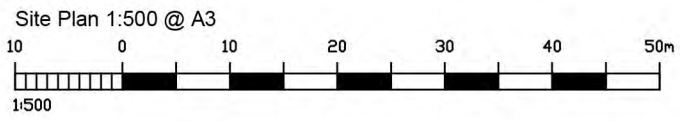
PROJECT TITLE Land west of Eastgate House
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CLIENT Bignold House Ltd

DRAWING TITLE Proposed Site Plan	SCALE 1:500 @ A3
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DATE 16.08.2018	DRAWN BY RG	CHECKED BY LB	APPROVED BY JC
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DRAWING NUMBER			
PROJECT NO 0532	TYPE 00	UNIQUE NO 09	REVISION -





Front Elevation, south



Rear Elevation, north

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Key

- Red brick
 - Grey brick
 - Zinc/ metal cladding
- Aluminium windows and doors, grey colour
Metal and glass balustrades

Adjusted window positions			
REVISED BY:	FIG:	DATE:	CHECKED BY:
13.06.18	RG	03.09.18	JC
PURPOSE OF ISSUE			RIBA STAGE
PL - For Planning Submission			3
DRAWING STATUS			
S2 - Fit for Information			
PROJECT TITLE			
Land west of Eastgate House			
CLIENT			
Bignold House Ltd			
DRAWING TITLE			SCALE
Proposed North and South Elevations			1:200 @ A3
DATE	DRAWN BY	CHECKED BY	APPROVED BY
13.06.18	RG	LB	JC
DRAWING NUMBER			
PROJECT NO	TYPE	UNIQUE NO	REVISION
0532	00	12	A



[Architecture and Urban Design]

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Dashed outline
Extent of previous
scheme



East elevation



West Elevation

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- Key**
- Red brick
 - Grey brick
 - Zinc/ metal cladding
- Aluminium windows and doors, grey colour
- Metal and glass balustrades

A Adjusted window positions			
REVISED BY:	FIG:	DATE:	CHECKED BY:
	RG	03.09.18	JC
PURPOSE OF ISSUE			RIBA STAGE
PL - For Planning Submission			3
DRAWING STATUS			
S2 - Fit for Information			
PROJECT TITLE			
Land west of Eastgate House			
CLIENT			
Bignold House Ltd			
DRAWING TITLE			SCALE
Proposed East and West Elevations			1:200
DATE	DRAWN BY	CHECKED BY	APPROVED BY
13.06.18	RG	LB	JC
DRAWING NUMBER			
PROJECT NO	TYPE	UNIQUE NO	REVISION
0532	00	13	A

Lanpro

[Architecture and Urban Design]

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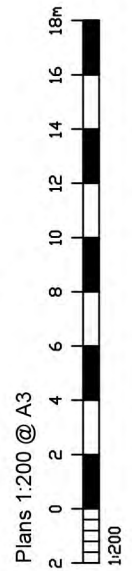
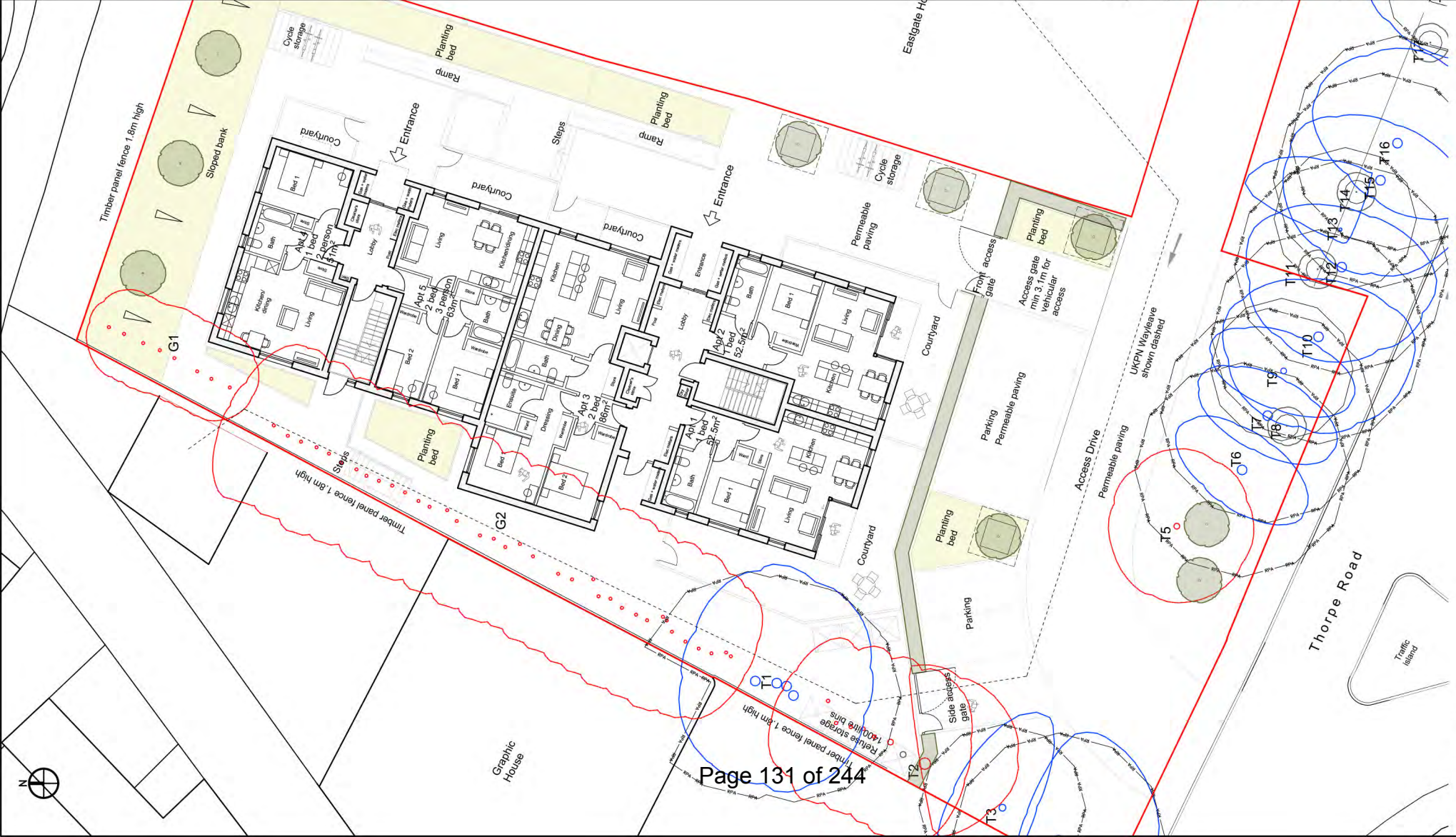
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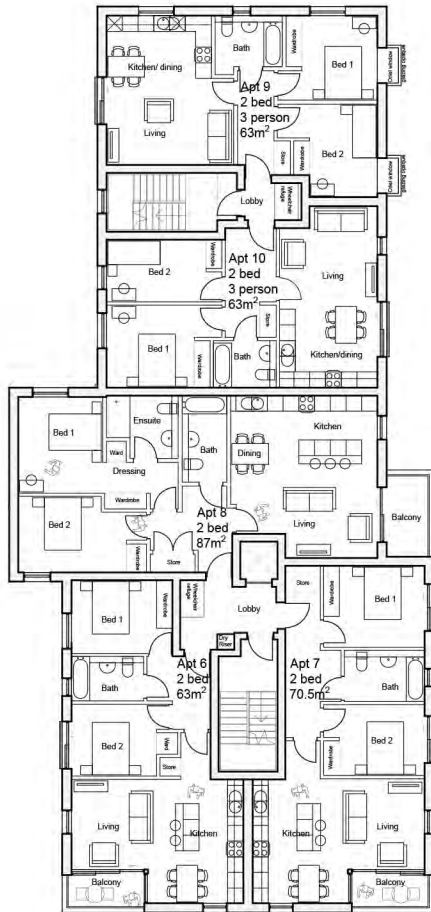
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Key

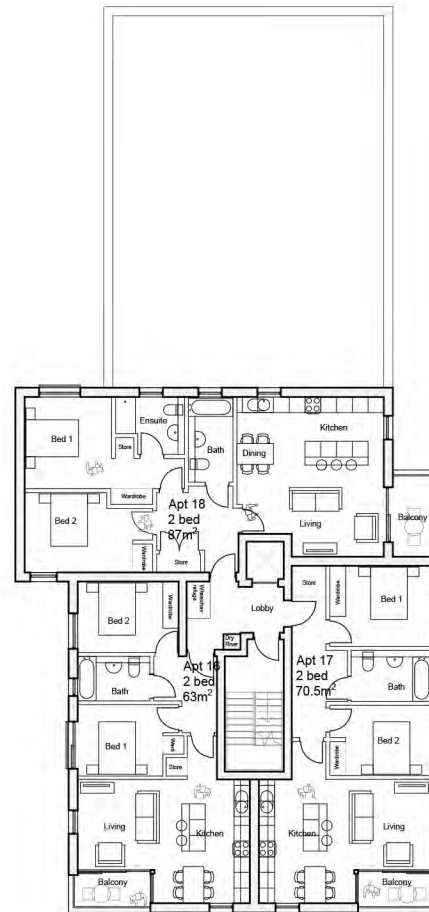
- Cat C tree to be removed
- Cat B, retained trees
- Cat A, retained trees
- Root protection areas
- Proposed hedge
- Proposed planting
- Proposed tree
- Reuse bin
- Cycle storage

Adjusted window positions	DATE: 03.09.18	CHECKED BY: JC	DATE: 03.09.18
REVISIONS	REVISED BY: RB	DATE: 03.09.18	DATE: 03.09.18
PURPOSE OF ISSUE		RIBA STAGE	
PL - For Planning Submission		3	
DRAWING STATUS			
S2 - Fit for Information			
PROJECT TITLE			
Land west of Eastgate House			
CLIENT			
Bignold House Ltd			
DRAWING TITLE			
Proposed Ground Floor Plan			
SCALE			
1:200@A3			
DATE	DRAWN BY	CHECKED BY	APPROVED BY
16.08.2018	RG	LB	JC
DRAWING NUMBER	TYPE	UNIQUE NO	REVISION
0532 - 00	- 10	- A	- A

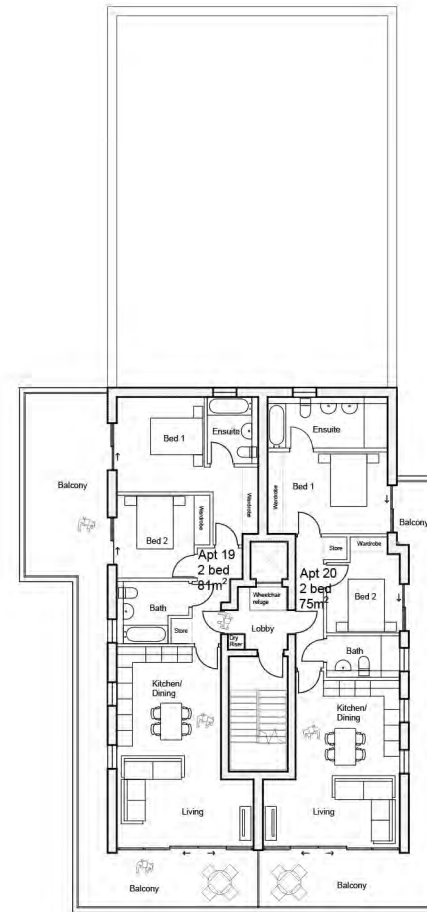




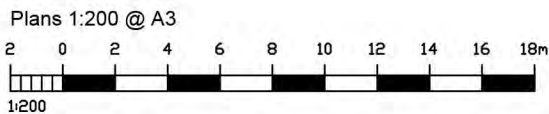
Proposed First floor plan, Apts 6-10
Second Floor Plan (Repeated) Apts 11 - 15



Proposed Third floor plan, Apts 16-18



Proposed Fourth floor plan, Apts 19-20



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A Adjusted window positions			
REVISED BY:	RG	DATE:	03.09.18
CHECKED BY:	JC	DATE:	03.09.18
PURPOSE OF ISSUE		RIBA STAGE	
PL - For Planning Submission		3	
DRAWING STATUS			
S2 - Fit for Information			
PROJECT TITLE			
Land west of Eastgate House			
CLIENT			
Bignold House Ltd			
DRAWING TITLE			SCALE
Proposed Upper Floor Plans			1:200 @ A3
DATE	DRAWN BY	CHECKED BY	APPROVED BY
18.08.2018	RG	LB	JC

DRAWING NUMBER			
PROJECT NO	TYPE	UNIQUE NO	REVISION
0532	00	11	A



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Tel 01603 631 319 www.lanproservices.co.uk

Report to Planning applications committee

Item

8 November 2018

Report of Head of planning services

Subject Application nos 18/00062/F and 18/00063/L - Rear of St Faiths House, Mountergate, Norwich, NR1 1PY

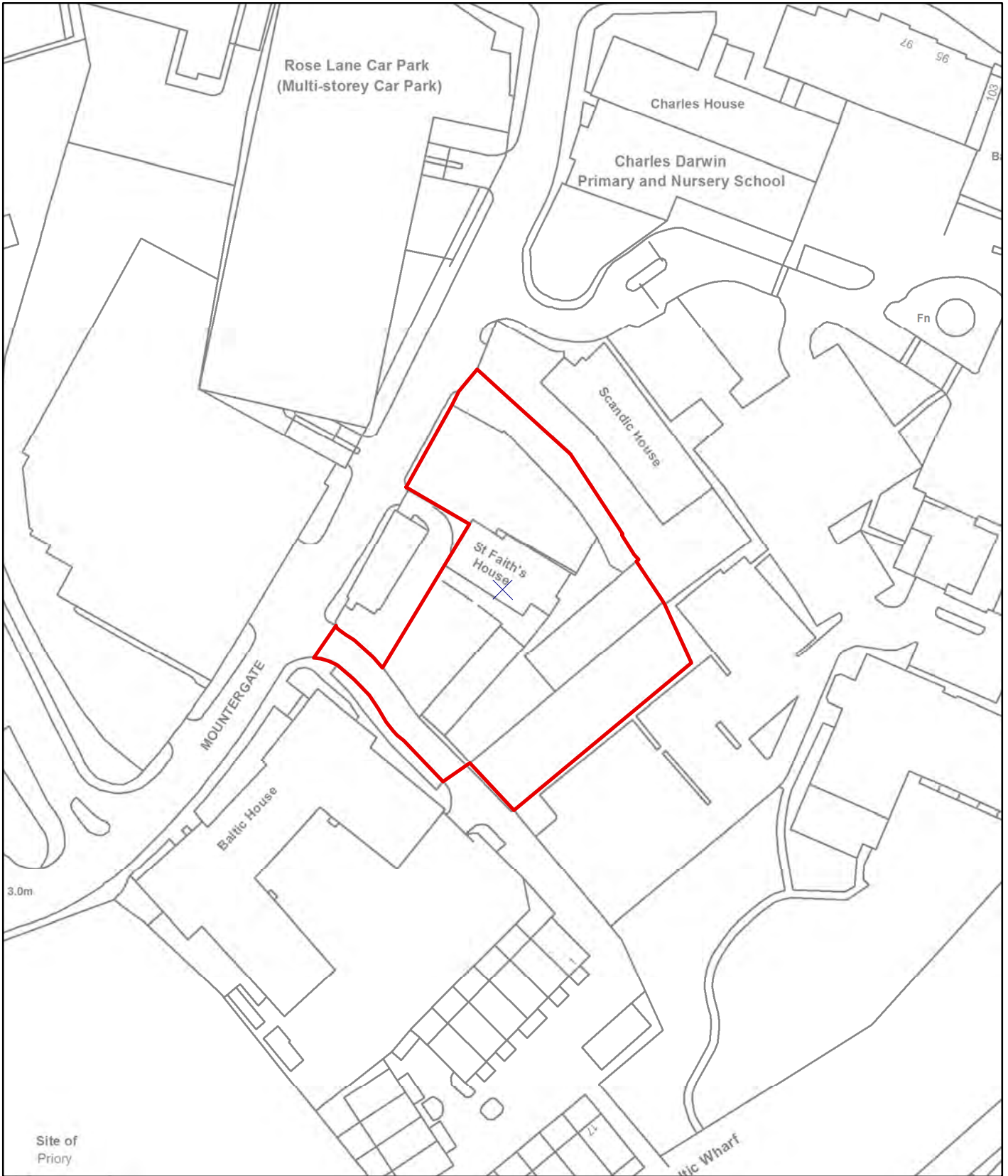
5(d)

Reason for referral Objections

Ward	Thorpe Hamlet
Case officer	Lara Emerson - laraemerson@norwich.gov.uk

Development proposal		
Demolition of existing commercial buildings and redevelopment of site to include construction of 17 no. dwellings and commercial ground floor fronting Mountergate. Conversion and change of use of St Faiths House to 5 no. residential flats (Class C3) (revised scheme).		
Representations - original scheme (February 2018)		
Object	Comment	Support
6 (in time)	1	0
Representations - revised scheme (July 2018)		
Object	Comment	Support
0	1	0
Representations - revised scheme (September 2018)		
Object	Comment	Support
0	0	0

Main issues	Key considerations
1. Principle of development	Adherence to site allocation, loss of business uses, use of site for residential development.
2. Design	Scale, form & details of new development.
3. Heritage	Works to listed building, impact of new development on listed buildings and surrounding conservation area.
4. Transport	Access, car parking, cycle parking, refuse storage, pedestrian routes.
5. Affordable housing	Vacant building credit, calculation for commuted sum.
6. Amenity	Sunlight, daylight, privacy, outlook, internal space, external space.
7. Flood risk	Sequential test, exception test, flood mitigation plan.
Expiry date	15 November 2018 (extended from 17 May 2018)
Recommendation	Approve subject to satisfactory completion of legal agreement to secure an affordable housing contribution



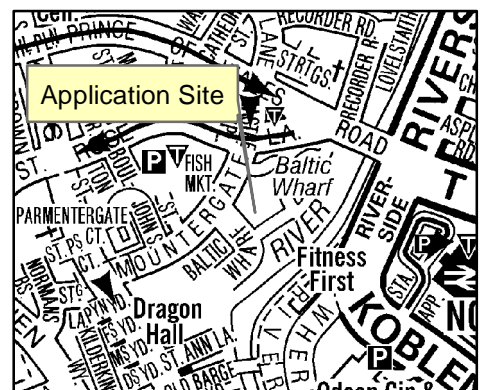
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Planning Application No 18/00062/F & 18/00063/L
 Land at St Faiths House
 Site Address Mountergate
 Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is located on the east side of Mountergate close to its junction with Rose Lane. To the north of the site is a small modern 2 storey office building surrounded by a small car park. To the east is a portion of a hotel car park, a riverside park and the River Wensum. To the south of the site is the private road known as Baltic Wharf and a 3 storey modern office block. To the west of the site is Weavers House which is a Grade II listed building which has recently been converted to 3 flats. On the opposite side of Mountergate is the new Rose Lane car park.
2. The site itself is 0.25 hectares in size and is currently occupied by St Faiths House which is a three storey Grade II listed Georgian townhouse which is partly occupied for office use and a number of industrial warehouse buildings which have been vacant for many years. The site can be accessed from Mountergate and from Baltic Wharf.

Constraints

3. The site sits within the King Street Character Area of the City Centre Conservation Area.
4. St Faiths House is Grade II listed with the following list description:

“Former house now offices C18. Red brick and black pantiles. Set back from and at right-angles to the street. 3 storeys 5 bays. Central door with attached Doric columns supporting an open pediment. Sash windows throughout with glazing bars and rubbed brick flat arches. Bracket cornice and hipped roof.”
5. Other designations include:
 - The site is allocated within the Norwich Site Allocations Plan (2014) as part of strategic site CC4.
 - City Centre Regeneration Area (Policy DM5)
 - City Centre Leisure Area (Policy DM18, DM23)
 - Area of Main Archaeological Interest (Policy DM9)
 - Office Development Priority Area (Policy DM19)
 - City Centre Parking Area (Policy DM29)

Relevant planning history

6. None.

The proposal

7. Application 18/00062/F is for full planning permission, and application 18/00063/L is for listed building consent.
8. The proposal includes the following elements:

- a) Conversion of St Faiths House from offices to 5 flats
- b) Demolition of all industrial buildings on the site
- c) Erection of a three storey block fronting Mountergate comprising a commercial ground floor and 9 flats above
- d) Erection of 8 townhouses along the eastern edge of the site
- e) Associated landscaping and external works.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	22
No. of affordable dwellings	0 (£65,000 commuted sum to be given as an off-site contribution)
No. of storeys	3-4
Density	88 dwellings per hectare
Appearance	
Materials	Details required by condition
Energy and resource efficiency measures	Details required by condition
Transport matters	
Vehicular access	From existing access on Baltic Wharf only
No of car parking spaces	<ul style="list-style-type: none"> • Car free commercial development • 9 car parking spaces to serve the 14 flats with 3 electric charge points • One parking space per townhouse within secure garages, each served by an electric charge point
No of cycle parking spaces	<ul style="list-style-type: none"> • 20 secure bicycle parking spaces between the 14 flats and the commercial unit • Townhouses each have generous bicycle stores on the ground floor
Servicing arrangements	<ul style="list-style-type: none"> • Refuse for flats and commercial unit stored within a communal bin store within the Mountergate block • Townhouses have space within garages for bin storage. • Collections from new private road

Representations

9. The application was first advertised on site and in the press in February 2018. Adjacent and neighbouring properties were also notified in writing. Following the submission of revised plans, two additional public consultations were carried out in July and September 2018.
10. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Representations - original scheme (February 2018)		
Object	Comment	Support
6	1	0
Issues raised		Response
Concern about safety with additional vehicles using Baltic Wharf		See Main Issue 4: Transport.
Baltic Wharf/Mountergate junction is dangerous with visibility being obscured by parked cars - additional traffic using this turning should prompt a review of the parking bays on Mountergate		See Main Issue 4: Transport.
Concern that construction traffic will damage Baltic Wharf		Baltic Wharf is a privately owned road so this is a private matter to be dealt with between the Baltic Wharf Residents Association and the developer.
Concern about construction traffic obstructing Baltic Wharf - traffic should enter the site from Mountergate instead		
Request additional street lighting on Baltic Wharf		This is a well-lit area and so additional lighting is not considered necessary for safety. Baltic Wharf is a privately owned road so this is a private matter to be dealt with between the Baltic Wharf Residents Association and the developer.
Not enough electric charging points		The number of electric charging points has been increased since the first submission and is now policy compliant.
Mountergate block is out of scale and out of character and will have a detrimental impact on the listed buildings St Faiths House and Weavers House		See Main Issue 2: Design and Main Issue 3: Heritage.
Representations - revised scheme (July 2018)		
Object	Comment	Support
0	1	0
Issues raised		Response
There should be a parking plan in place for the development		Agreed. See Main Issue 4: Transport.
Any damage caused to Baltic Wharf due to construction traffic will be repaired at the expense of the developer.		Baltic Wharf is a privately owned road so this is a private matter to be dealt with between the Baltic Wharf Residents Association and the developer.
There must be sufficient space and turning areas to allow refuse lorries to access the site from Baltic Wharf		See Main Issue 4: Transport.
Representations - revised scheme (September 2018)		
Object	Comment	Support
0	0	0

Consultation responses

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

Design and Conservation

12. Extensive comments on the original design which have fed into negotiations. Final comments are as follows:
13. The conversion/refurbishment of St Faiths House is beneficial to the long term preservation of the listed building. The scheme is as a result of prolonged discussion with local authority officers and returns the building to a contextual use. The works enable a viable use of the building.
14. I strongly recommend that the overall ridge heights of the new buildings are reduced to be lower than that of the adjacent primary listed building ie the town houses should be diminutive in stature to St Faiths House and the Mountergate block should be lower than Weavers House at both ridge and eaves level.
15. Irrespective of the above; due to the dilapidated nature of the site, the proposed scheme is an improvement on the existing. Thus the proposal is beneficial to the wider setting, which is a conservation area. The scheme also includes works which are beneficial to the long term preservation of a Grade II Listed building.
16. Should the applications be considered approvable on balance, I suggest that the refurbishment of St Faiths House is essential to the acceptability of the proposal. A condition should be applied stipulating the works proposed to St Faiths House must be completed and all relevant conditions discharged, prior to occupation of the new buildings.
17. With relation to the new buildings; conditions should be applied requiring use of the highest quality construction materials, in order to 'distinguish' the new buildings within the setting. Low quality and/or 'faux' materials with no context to the setting and/or unsympathetic to the listed buildings would not be permissible.

Historic England

18. Extensive comments and criticisms of the original design. Final comments are as follows:
19. Both new buildings have been significantly changed to reduce their scale and greatly simplify the designs. I can confirm that I have no objection to the Mountergate block. The riverside block does not have quite the same simplicity and the form of the building still seems a little awkward but if the Council are content with the revisions I would be content for the application to be determined.

Environmental Protection

20. No occupation of the dwellings fronting Mountergate shall take place until the habitable rooms fronting this road have been provided with windows and proprietary sound-insulating ventilators (for use when windows are closed), in accordance with The noise impact assessment 19943 R1 sections 5.10 to 5.20

21. Reason: To ensure adequate living conditions for future occupiers, in accordance with policy DM2 and DM11 of the Development Management Policies Local Plan 2014.

Environment Agency

22. The original scheme attracted an objection on the basis that the proposed St Faith building would flood internally by 0.06m depth in the 1% (1 in 100) annual probability with 35% climate change flood event, and by 0.83m depth in the 0.1% (1 in 1000) annual probability with 25% climate change flood event, and the planning application plans show that there is no higher refuge available within the ground floor self-contained flats, or safe access available. Consequently, there may be an unacceptable risk to the health and safety of the occupants in a flood event.
23. Following the submission of a revised Flood Risk Assessment, the scheme was deemed acceptable if Flood Risk Mitigation Measures (FRMM) are used.
24. The Environment Agency also recommends a number of conditions to deal with contamination on site.

Highways (local)

25. The original scheme attracted a number of concerns regarding EV charging points, design and security of communal and private car parking, space identified for cycle parking and bin storage and bin collection arrangements.
26. The revised scheme has satisfied these issues, but it is advised that we request a parking management plan, details of paving and details of external lighting.

Landscape

27. The original scheme attracted extensive comments and criticisms. Following negotiations and amendments, it is considered that we are now in a position where we could condition a hard and soft landscape scheme with some confidence that the principle of the landscape scheme has been established. A number of recommendations are made to the applicant for use during the design of such a landscaping scheme.

Norfolk Historic Environment Service

28. There is a high potential that significant heritage assets with archaeological interest (buried archaeological remains) will be present at the site and that they would be affected by the proposed development. The submitted archaeological written scheme of investigation (WSI) is not perfectly worded but can be approved. The development must be carried out in accordance with the approved WSI, and the development should not be occupied until the investigations are complete and results have been archived.

Norfolk Constabulary Architectural Liaison

29. Extensive comments received, most of which relate to detailed matters which do not fall within the remit of planning. Certain comments (i.e. gated access to car park, installation of garage doors etc) have led to design changes.

Natural Areas Officer

30. I support report recommendation (6.1) that a further survey is required to determine whether the north eastern elevation of St Faith's House is being used by bats. This is because it was not possible to view the north eastern elevation due to buildings 2 and 3. The survey can therefore only be conducted once buildings 2 & 3 have been demolished.
31. The recommendations (6.2) for Ecologist contact details for the contractor and timing in relation to bird nesting season are supported.
32. Any boundary treatments should include small mammal accesses.
33. I agree with the report recommendation for bat boxes to be built into each of the proposed properties.
34. It would also be preferable for the buildings to include some bird boxes, for example some Swift boxes high up on elevations. Both bat and bird boxes are better if designed and built into the fabric of buildings rather than separate boxes being fixed later.
35. The landscape scheme should include planting which provides benefits for wildlife.

Anglian Water

36. Objection to the original scheme on the basis that it had not been demonstrated that the surface water drainage hierarchy had been followed.
37. No comments received following consultations in June and September after revised surface water management information received.

Norfolk Fire and Rescue Service

38. Norfolk Fire and Rescue Service would like to add the following as a planning condition to this development:
39. With reference to this application, taking into account the location of the existing fire hydrant coverage, Norfolk Fire and Rescue Service will require a hydrant to be installed on no less than a 90mm main.
40. No development shall commence on site until a scheme has been submitted for the provision of the fire hydrant on the development in a location agreed with the Council in consultation with Norfolk Fire and Rescue Service
41. Reason for Condition: Condition is needed to ensure adequate water infrastructure provision is made on site for the local fire service to tackle any property fire.
42. Informative: With reference to the condition, the developer will be expected to meet the costs of supplying and installing the fire hydrant.

Lead Local Flood Authority

43. No comments.

Citywide Services

44. Following negotiations and amendments, the final comments were as follows.
45. The townhouses are fine as they will have their own wheelie bins. For 15 flats we would recommend 3 x 1100l refuse, 3 x 1100l recycling and 1 x 240l glass bin. The location of the communal bin store looks good for crew access but will have to be enlarged to fit the bins plus commercial bins. *NB: the communal bin store has now been enlarged as suggested.*

Assessment of planning considerations

Relevant development plan policies

46. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted January 2014 (JCS)**
 - JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS20 Implementation
47. **Norwich Development Management Policies Local Plan adopted December 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
 - DM6 Protecting and enhancing the natural environment
 - DM8 Planning effectively for open space and recreation
 - DM9 Safeguarding Norwich's heritage
 - DM11 Protecting against environmental hazards
 - DM12 Ensuring well-planned housing development
 - DM13 Communal development and multiple occupation
 - DM16 Supporting the needs of business
 - DM18 Promoting and supporting centres
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing
 - DM33 Planning obligations and development viability
48. **Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)**
 - CC4 – Land off Mountergate/Rose Lane

Other material considerations

49. Relevant sections of the National Planning Policy Framework 2018 (NPPF)

- Section 2: Achieving sustainable development
- Section 5: Delivering a sufficient supply of homes
- Section 6: Building a strong, competitive economy
- Section 8: Promoting healthy and safe communities
- Section 9: Promoting sustainable transport
- Section 11: Making effective use of land
- Section 12: Achieving well-designed places
- Section 14: Meeting the challenge of climate change, flooding and coastal change
- Section 15: Conserving and enhancing the natural environment
- Section 16: Conserving and enhancing the historic environment

50. Supplementary Planning Documents (SPDs)

- Affordable housing SPD adopted March 2015
- Trees, development and landscape SPD adopted June 2016

Case Assessment

51. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Policy Framework (NPPF), the council's 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

52. Key policies and NPPF paragraphs – DM12, DM13, CC4, NPPF Sections 2, 5 and 6.

53. The matters to consider are the loss of the office and industrial uses and the use of the site for residential development.

54. The site forms a small part of site CC4 which is allocated for comprehensive mixed use development comprising:

- (a) mainly office-led, integrated with residential uses (in the region of 300 dwellings);
- (b) other uses such as food/drink, small scale retail and non-late night leisure uses (which should not dominate the development);
- (c) some replacement public car parking;
- (d) an enhanced public realm, including an open space and pedestrian/cycle links to the riverside walk;

- (e) development should respect the setting of on-site listed buildings and be designed as far as possible to reflect the historic building plots and streets and to recreate street frontages.
55. The rest of CC4 remains undeveloped, except for the Rose Lane Car Park which sits opposite the site. The strategic site is allocated for office-led development and there are existing small office units within St Faiths House which are proposed for residential conversion. The existing office units within St Faiths House are of poor quality and do not suit refurbishment, being located within a listed building. The proposal also includes some new commercial space so the loss of offices is considered acceptable in this case. Around 300 residential dwellings are permissible within the allocation, and since none have yet been developed, these 22 dwellings will go some way to meeting that need.
56. The principle of residential development is acceptable on this site under policy DM12 subject to the criteria in the second part of DM12 and subject to the other policy and material considerations detailed in the table below given that:
- (a) The site is not designated for other purposes;
 - (b) The site is not in a hazardous installation notification zone;
 - (c) The site is not in the late night activity zone;
 - (d) It does not involve the conversion of high quality office space; and
 - (e) It is not in the primary or secondary retail area or in a district or local centre.
57. Overall, this mixed use commercial and residential development is considered an appropriate use of the site.

Main issue 2: Design

58. Key policies and NPPF paragraphs – JCS2, DM3, NPPF Section 12.
59. The site is currently occupied by a substantial Georgian townhouse (St Faiths House) surrounded by a number of dilapidated vacant industrial buildings constructed of breeze blocks and corrugated metal. St Faiths House faces onto Baltic Wharf and is separated from the road by an area of hardstanding which is used as a car park.
60. The industrial buildings, all of which are identified as negative buildings within the King Street Character Area Appraisal, are all earmarked for demolition. The redevelopment of this underused and unattractive site is to be encouraged. The Grade II listed St Faiths House is currently split into various small office units, and it is proposed that it is converted to 5 flats.
61. The development includes the construction of two new building blocks and other associated works to the site:
- (a) A three-storey pitched roof block located at the west of the site fronting Mountergate comprising a commercial ground floor and residential flats above. This block shall be referred to as “the Mountergate block” within this report.
 - (b) A terrace of eight 3 ½ storey townhouses at the east of the site. This block shall be referred to as “the townhouses” within this report.

- (c) Landscaping works including construction of an access road running from Baltic Wharf to the rear of St Faiths House and reinstatement of a formal lawn to the front of St Faiths House.
62. The principle of this layout for the site has been accepted as the most appropriate use of the site, subject to the detailed design of each block. It is important that the new buildings respect the two nearby listed buildings by giving them enough space and by appearing subservient and respectful within their setting. Extensive negotiations have resulted in a number of improvements to the scheme which was originally submitted.
63. The Mountergate block is treated with a horizontal fenestration pattern which reflects the distinctive window detailing on the adjacent Weavers House, against which this block will be read. The block also respects the building line of Weavers House and has a fairly modest and plain front elevation so as not to detract from the historical interest of the adjacent listed building. The Mountergate block is, however, taller than the adjacent Weavers House by 0.5m, with its eaves sitting 0.1m higher. This element of the design has been identified as harmful by the council's Conservation Officer. Historic England has confirmed that they have no objection to the Mountergate block.
64. The three-storey Weavers House has a particularly shallow roof pitch and low ceiling heights so in order to achieve a lower height on the Mountergate block, the applicant claims they would need to lose a storey. Owing to the other details of the design which help the Mountergate block to appear subservient to the adjacent listed building, the overall harm identified is considered less than substantial. Indeed, the current setting of Weavers House is harmed considerably by the adjacent industrial building which has a large plain corrugated metal frontage, and overall it is considered that setting of the listed building and the wider conservation area would be enhanced.
65. The townhouses are set away from the frontage of St Faiths House, separated by the development's access road. They have 3 storeys with a set-back fourth storey within the pitched roof space. The townhouses stand at a height slightly below that of St Faiths House. Owing to the shape of the site and the desire to break up the block's west elevation, the townhouses have a staggered frontage. The Conservation Officer is not enthusiastic about the 'outdated' design of these dwellings, but again the proposal offers a significant improvement to the setting of the listed buildings and surrounding conservation area given the current dilapidated state of the site.
66. The proposals involve associated landscaping works to facilitate the redevelopment of the site. Vehicular access for all parts of the development would be from Baltic Wharf, with the access road running between St Faiths House and the townhouses, and terminating at a secured communal car park behind St Faiths House. The front of St Faiths House would have a formal lawn with two parking spaces on its eastern edge. Pedestrian access to the site is gained from both Baltic Wharf and Mountergate. The overall landscaping strategy offers a practical and secure use of the site but also enhances the setting of St Faiths House, Weavers House and the wider conservation area. A full landscaping scheme will be required by condition.
67. The use of high quality materials will be essential to the success of this development.

Main issue 3: Heritage

68. Key policies and NPPF paragraphs – DM9, NPPF Section 16.
69. The proposal involves the conversion of St Faiths House from office units to residential dwellings, which involves various internal and external works. The conservation and design officer has fully assessed these works and requested some minor amendments during the course of the application. The conservation and design officer has now confirmed that: a) the works to are minimally intrusive and are considered appropriate; and b) the scheme returns the buildings to its optimum viable use and secures the long term preservation of this heritage asset. The Conservation Officer has requested that this beneficial aspect of the scheme is secured via condition.
70. The site sits in a highly sensitive area for buried archaeology, and a Written Scheme of Investigation (WSI) has been submitted with this application. The Historic Environment Services have confirmed that this WSI is acceptable and its implementation should be secured via condition.
71. The impact of the new development on the listed buildings and surrounding conservation area is assessed in the 'Design' section above.

Main issue 4: Transport

72. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF Section 9.
73. The site sits within an accessible location appropriate for residential and commercial development.
74. The scheme makes use of an existing access from Baltic Wharf and closes up a separate access on Mountergate. This requires the reinstatement of pavement in this location, which can be secured by condition. A small turning head is provided in front of St Faiths House which makes servicing of the development possible by delivery vehicles, emergency vehicles and refuse collections. Baltic Wharf can accommodate the comings and goings of the 17 cars which can park on the site, especially since the development is utilising an existing commercial access which, if used, could expect to accommodate a similar number of vehicle trips.
75. The townhouses are provided with a single parking space in a secure garage on the ground floor of each dwelling. Each of these is provided with an electric vehicle charging point. The 14 flats are provided with a total of 9 parking spaces, which share three electric charging points. A car parking ratio of less than 1:1 is considered acceptable given the site's city centre location, but a car parking management plan will be required by condition to ensure that the limited availability of spaces is communicated to future residents, and car parking is managed properly to avoid uncontrolled parking on and off site. The commercial unit can make use of the public car park opposite the site, should parking be required.
76. The townhouses each have a large bicycle store on their ground floor and the 14 flats share 10 secure bicycle stores at the rear of the Mountergate block. Additional residents', commercial and visitors' bicycle parking will be secured via condition.
77. The townhouses each have space for storage of their own wheelie bins, and the flats and commercial unit share a communal bin store located within the ground

floor of the Mountergate block. This provision is considered acceptable, and the refuse collection arrangements are feasible.

78. Overall, the scheme provides policy compliant levels of car parking, cycle parking and refuse storage and it is considered that the development will operate well in this location.

Main issue 5: Affordable housing

79. Key policies and NPPF paragraphs – JCS4, DM33, NPPF Section 5.
80. Since the proposed development includes more than 10 homes, it is required to deliver affordable housing as set out within the revised NPPF, policy JCS4, DM33 and the Affordable Housing SPD. The site benefits from the Vacant Building Credit since there are a number of vacant buildings currently on the site.
81. When taking the Vacant Building Credit into account, the percentage of affordable housing required on the site is 1.7% (less than 1 property). The applicant has therefore offered a policy-compliant commuted sum of £65,000 in lieu of any on-site affordable units. It is proposed that this sum be secured through a Section 106 agreement.

Main issue 6: Amenity

82. Key policies and NPPF paragraphs – DM2, DM11, NPPF Section 5 & 8.
83. To the west of the site is Weavers House which has recently been converted to 3 flats. Other than that, the surrounding uses are commercial and so not subject to the same protection from overshadowing, overbearing or overlooking. The proposed building fronting Mountergate stands at a similar height to the existing industrial building and 2.2m to the north of Weavers House, but Weavers House doesn't have any windows in this elevation so there is no opportunity for impact on amenity. Overall, it is considered that the proposed development has negligible impact on the amenity of neighbouring occupants.
84. All of the proposed residential units accord with the minimum space standards set out within policy DM2, and the townhouses benefit from roof terraces and large balconies. The flats are not provided within any private external amenity space but this is considered acceptable given that: a) the units are small and unlikely to be occupied by families; b) the site is to be provided with some areas with soft landscaping and seating; and c) the site is centrally located close to a number of public open spaces. Mountergate is a relatively busy city centre road, and it will become busier once the nearby St Annes Wharf development is completed and occupied. The application has been accompanied by a Noise Impact Assessment which sets out recommendations for the protection of dwellings fronting Mountergate from excessive noise. These recommendations are required to be implemented.

Main issue 7: Flood risk

85. Key policies and NPPF paragraphs – JCS1, DM5, NPPF Section 14.
86. Most of the site sits within Flood Zone 2, but part of the site (including the eastern edge - the location of the townhouses) sits within Flood Zone 3a. Following advice

from the Environment Agency, it has been identified that the proposals require a sequential test which aims to determine whether there are any other preferable sites which are at a lower flood risk and could be used for this development. In this case, the site sits within the City Centre Regeneration Area, so policy DM5 states that the sequential test is only required to include other sites within this area. The sequential test assesses various other sites in the vicinity and dismisses them for various reasons which are accepted.

87. The applicant has proposed a flood mitigation plan which successfully protects future residents from the risks of flooding. Implementation of this plan will be required by condition.
88. The development reduces the amount of surface water runoff on the site, as long as hard landscaped areas are treated with permeable surfacing. A scheme to deal with surface water drainage is requested via condition.

Other matters for consideration

89. Contamination -

The site has a history of polluting industrial uses. Subject to the imposition of a number of conditions, the land can be safely decontaminated for development.

90. Biodiversity

The site sits close to a key bat feeding corridor (the River Wensum). An ecology survey has established that the vacant buildings, which are proposed for demolition, do not offer any roosting potential for protected species. There is an area between one of the industrial buildings and St Faiths House which will not be able to be surveyed until the industrial building is demolished. As such, a condition is recommended which requires this survey to take place. The site can offer a biodiversity enhancement by providing bat and bird boxes. Details of these will be required by condition.

91. Energy generation

Specific methods for renewable energy generation have not yet been identified, but a detailed scheme will be required by condition. The development will be required to provide 10% of the required energy using on site renewable energy generation.

92. Water conservation

Subject to the imposition of the relevant conditions, the development will be built out with policy compliant water conservation measures.

Equalities and diversity issues

93. There are no significant equality or diversity issues.

Local finance considerations

94. 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. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority. In this case local finance considerations are not considered to be material to the case.

Conclusion

95. The scheme offers a comprehensive redevelopment of a site which is underused and neglected. The proposals accord with the site allocation and offer a beneficial and efficient use of this sustainably located city centre site. The proposals offer the city with 22 new homes and a policy compliant contribution to off-site affordable housing. The development returns St Faiths House to its optimum viable use which in turn secures its long term preservation. Some harm has been identified due to the height and detailing of the new development, but overall it is considered that the scheme enhances the setting of two listed buildings and improves the character and appearance of the wider conservation area.
96. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

- (1) To approve application no. 18/00062/F - Rear of St Faiths House Mountergate, Norwich, NR1 1PY and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of an off-site contribution towards affordable housing and subject to the following conditions:
 1. Time limit
 2. In accordance with plans
 3. Works to St Faiths House required to be completed before occupation of any other part of the site
 4. All materials to be agreed
 5. All habitable rooms fronting Mountergate to be provided with windows and ventilation in accordance with the approved Noise Impact Assessment
 6. A scheme to deal with contamination to be agreed
 7. Development to stop if unidentified contamination found during works
 8. No use of piling without express consent
 9. Residential units to achieve water efficiency of 110l per person per day
 10. Water efficiency measures for commercial unit to be agreed
 11. Surface water management scheme to be agreed
 12. Reinstatement of the footway on Mountergate - scheme to be agreed
 13. Car parking management plan to be agreed
 14. Landscaping scheme to be agreed (including use of planting which provides benefits for wildlife)
 15. Development shall take place in accordance with the approved Written Scheme of Investigation
 16. No works except site clearance and demolition until a further ecological survey is carried out to determine whether the north eastern elevation of St Faith's House is being used by bats
 17. No development during the bird nesting season without consent

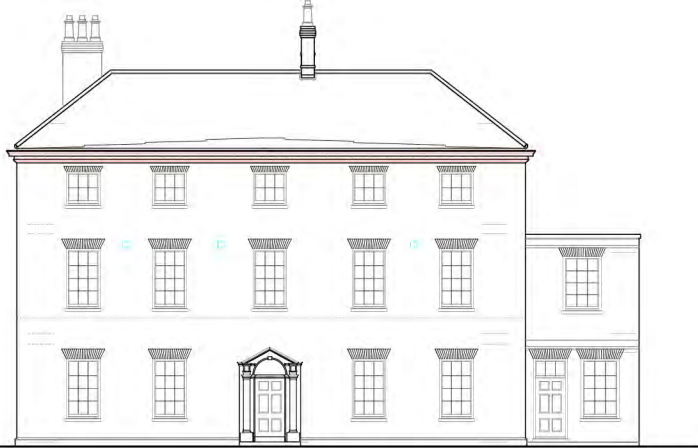
18. Ecologist contact details to be made available to site contractor
19. Boundary treatments to include small mammal access
20. Bat and bird boxes to be installed on the site - number, locations and specification of boxes to be agreed
21. Fire hydrant to be included - scheme to be agreed
22. Details of bicycle parking to be agreed, including additional provision not identified on the approved plans
23. On-site renewable energy generation - scheme to be agreed

Informatives:

1. The developer will be expected to meet the costs of supplying and installing the fire hydrant.
 2. The developer will be expected to meet the costs of reinstating the footway on Mountergate.
 3. Street naming and numbering - contact the council.
 4. New residential properties are not entitled to on-street parking permits.
- (2) To approve application no. 18/00063/L - Rear of St Faiths House, Mountergate, Norwich, NR1 1PY and grant listed building consent subject to the following conditions:
1. Time limit
 2. In accordance with plans
 3. Full photographic survey of the building
 4. An existing floor plan of St Faiths House with retention notes
 5. Details to be agreed:
 - (a) Schedule of existing and proposed finishes
 - (b) Details relating to the installation and composition of new stud partitions.
 - (c) Details relating to new windows and doors, which shall be of a style and material to match the predominant significant relevant element.
 - (d) Details relating to fireproofing and soundproofing measures required
 - (e) Plans, sections and elevations detailing the relationship of the new extension at first floor (and the associated roof structure) with the existing building
 6. Any damage caused to the building shall be made good
 7. All works of localised repair and making good to retained fabric shall be finished to match the adjacent work
 8. Any historic features not previously identified shall be retained in-situ and reported to the local planning authority

Informative:

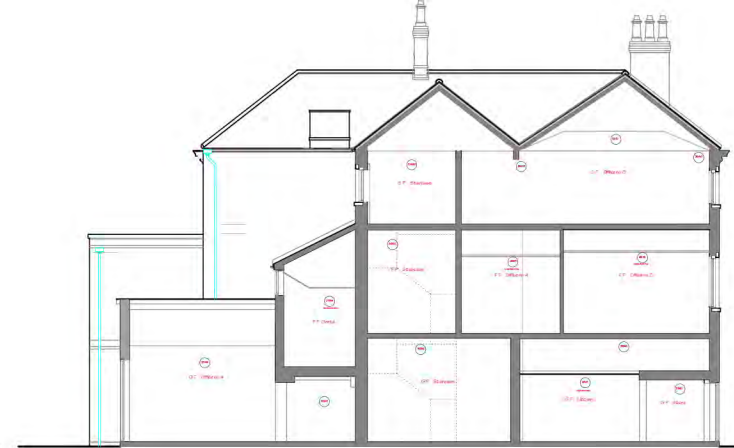
1. Only the works shown are approved



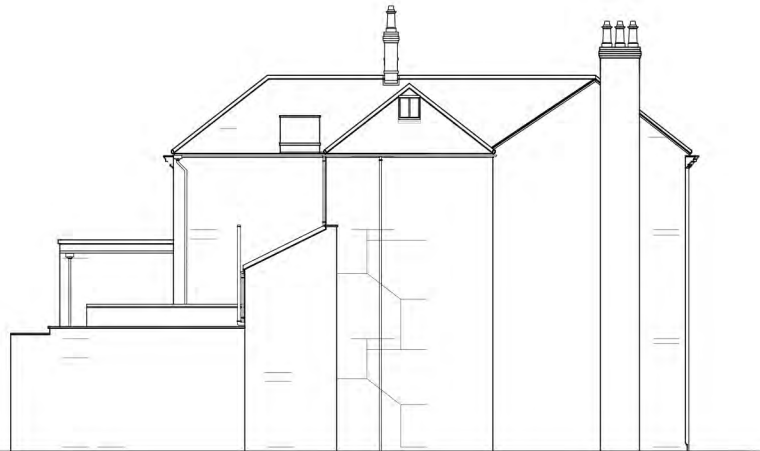
South West Elevation



South East Elevation



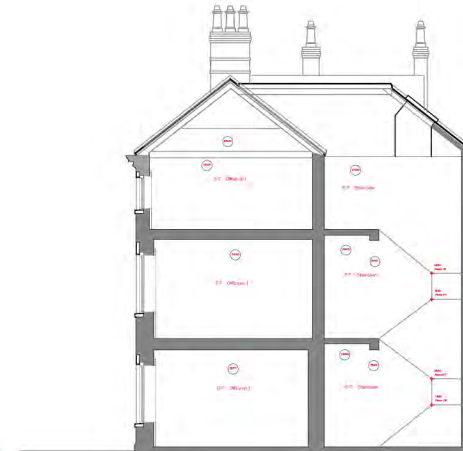
Long Section B-B



North East Elevation



North West Elevation



Section - Short Section A-A

No. Date Revisions
Revisions

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Client
Mr Tunmore

Site
Land Off Mountergate
Norwich

Project
New Housing Development

Details
Existing Elevations-
St Faiths
Scale 1:100 @ A1 or 1:200 @ A3
Date Nov 2016

Drawn by RMF

Job Reference Drawing no. Revision

13-092-004



Car Park Structure

Scandic House

dashed lines indicate proposed new building footprints

Extg commercial Building

St Faith's House

Weaver's Building

Extg industrial shed

Extg industrial shed

MOUNTERGATE

Baltic Wharf

Car Park

Baltic House

Premier Inn

Riverfront Park - amenity area for Premier Inn Guests

RIVER WENSUM

No. Date Revisions
Revisions

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Client
Mr Tunmore

Site
Land Off Mountergate
Norwich

Project
New Housing Development

Details
Site Location Plan

Scale 1:250 @ A1 or 1:500 @ A3

Date Jan 2018

Drawn by RMF

Job Reference Drawing no. Revision

13-092- 001



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MOUNTEGATE

Weavers house

Baltic Wharf



17 May 2018 Planning Amendments
 No. Date Revisions

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Site
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Project
 New Housing Development

Details
 Proposed First Floor Plans

Scale 1:100 @ A1 or 1:200 @ A3

Date October 2017

Drawn by BAS

Job Reference Drawing no. Revision

13-092- 203-C

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No.	Date	Revisions
17 May 2018		Planning Amendments

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Site
 Land Off Moutergate
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Project
 New Housing Development

Details
 Proposed Second Floor Plans

Scale 1:300 @ A1 or 1:200 @ A3

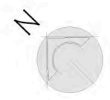
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C-9 July 2010 - Landscape Amendments
 B-17 May 2015 - Planning Amendments
 No. Date Revisions
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Site
 Land Off Mountergate
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Project
 New Housing Development

Details
 Proposed Ground Floor Plans

Scale 1:300 @ A1 or 1:200 @ A3

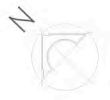
Date October 2017

Drawn by BAS

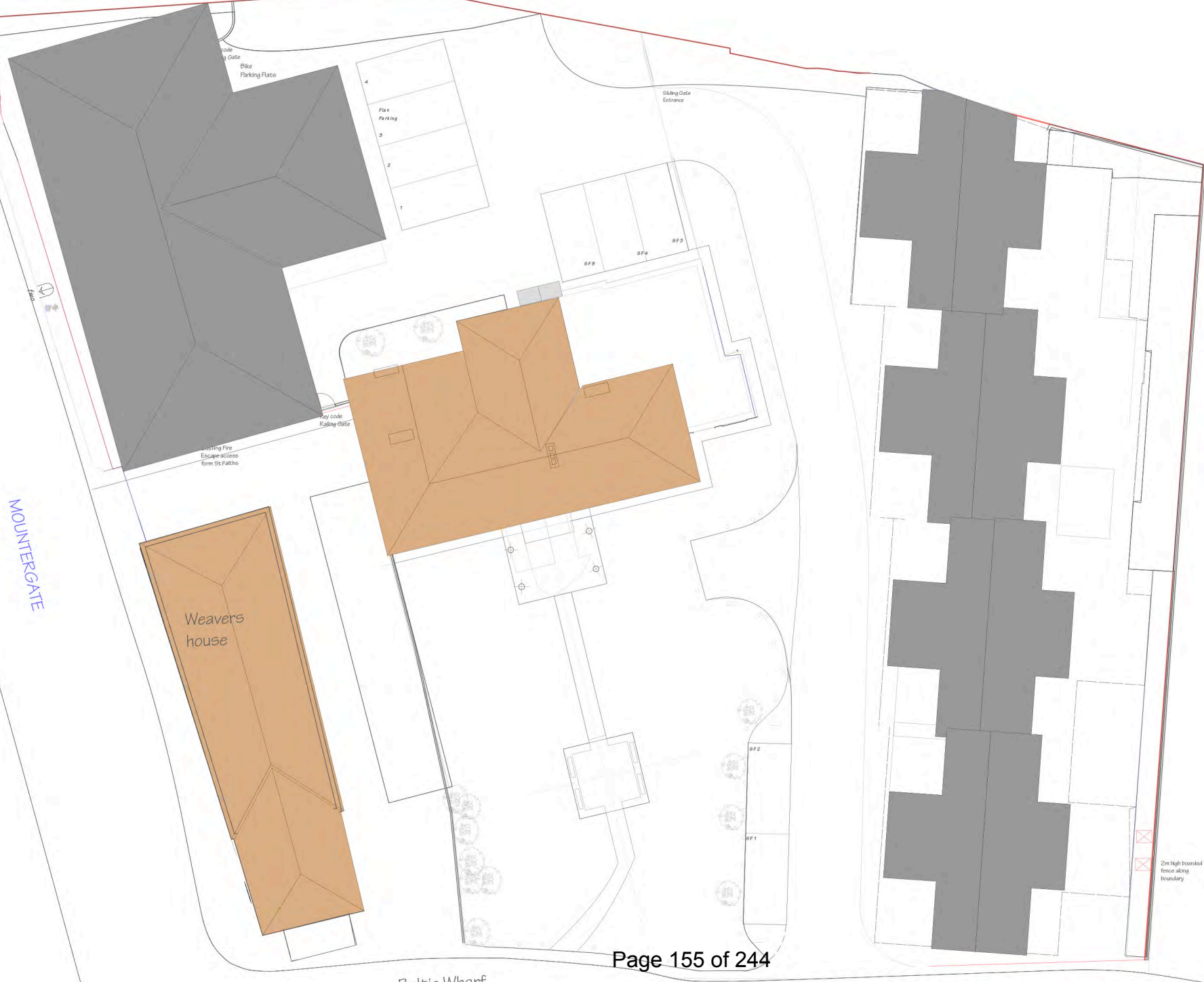
Job Reference Drawing no. Revision

13-092-200-E

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MOUNTERGATE



17 May 2018 Planning Amendment

No. Date Revisions

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Client
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Site
Land Off Moutergate
Norwich

Project
New Housing Development

Details
Proposed Roof Plans

Scale 1:100 @ A1 or 1:200 @ A3

Date October 2017

Drawn by BAS

Job Reference Drawing no. Revision

13-092- 202-D

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South Elevations Along Baltic Wharf



West Elevations Along Mountergate



North Elevations Across site

B - 6 June 2016 - Planning Amendment
 A - 17 May 2016 - Planning Amendment

No.	Date	Revisions

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Client
 Mr Tunmore

Site
 Land Off Mountergate
 Norwich

Project
 New Housing Development

Details
 Site Context Elevations

Scale 1:100 @ A1 or 1:200 @ A3

Date October 2017

Drawn by BAS

Job Reference	Drawing no.	Revision
13-092-	222-E	

13-092-222-E

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B-6, June 2016 Planning Amendment
 A-17 May 2016 Planning Amendment
 No. Date Revisions
 Revisions

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Client
 Mr Tunmore

Site
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 Norwich

Project
 New Housing Development

Details
 Townhouse elevations

Scale 1:100 @ A1 or 1:200 @ A3

Date October 2017

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Job Reference Drawing no. Revision
13-092-232- D

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Mountergate corner



St Faiths Front Courtyard



Overall context massing

B - 6 June 2018 - Planning Amendments
 A - 17 May 2018 - Planning Amendments
 No. Date Revisions
 Revisions

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Client
 Mr Tunmore

Site
 Land Off Mountergate
 Norwich

Project
 New Housing Development

Details
 Context Views

Scale none
 Date May 2018

Drawn by BAS

Job Reference Drawing no. Revision

13-092- 240-D

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Report to Planning applications committee

Item

8 November 2018

Report of Head of Planning Services

Subject Application no 18/01104/F – 2 Quebec Road,
Norwich, NR1 4AU

**Reason for
referral** Objections

5(e)

Ward	Thorpe Hamlet
Case officer	Lara Emerson - laraemerson@norwich.gov.uk

Development proposal		
Single storey side and rear extension.		
Representations - original scheme (July 2018)		
Object	Comment	Support
5	0	18
Representations - revised scheme (October 2018)		
Object	Comment	Support
3	0	3

Main issues	Key considerations
1. Design & heritage	Height, scale, form & architectural details. Impact on conservation area.
2. Amenity	Loss of light, outlook and privacy.
Expiry date	14 November 2018 (extended from 17 September 2018)
Recommendation	Approve



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Planning Application No 18/01104/F
 2 Quebec Road

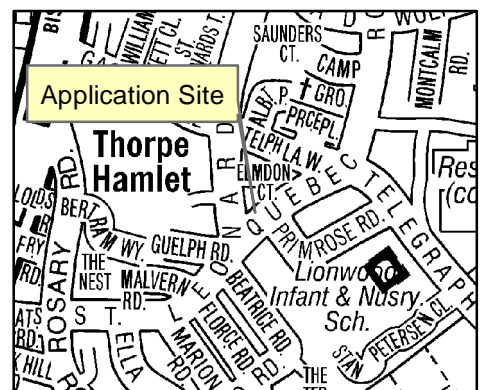
Site Address

Scale 1:500



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The property is a detached residential dwelling which has been significantly modified and refurbished over recent years.
2. The surrounding properties are large detached residential dwellings set well back from the road.
3. The property is located on a hill so that properties to the west are on lower ground and properties to the east are on higher ground. The driveway of the subject property is a steep slope so that the property is on much higher ground than the street.

Constraints

4. The site sits on the edge of the Thorpe Hamlet Conservation Area and the neighbouring property, 30a St Leonards Road, is locally listed.

Relevant planning history

Ref	Proposal	Decision	Date
14/01607/F	Replacement roof to rear extension	APPR	11/12/2014
17/00095/F	Enlargement of side extension and replacement roof	APPR	03/03/2017

The proposal

5. Retrospective permission for a single storey side extension with pitched roof, front terrace and rear projection.
6. Following the grant of planning permission for works to the existing side extension in 2017 (17/00095/F), the development was carried out, but not in accordance with the approved plans. Officers identified that the extension had been built 1m higher than approved, the fenestration and terrace were larger than those approved and a rear extension had been added. The applicant initially put in an application to regularise the as-built extension but following negotiations, some amendments have been made to the proposed plans (reduction of bargeboard, removal of ornamental ridge detailing and changes to the terrace balustrades).

Representations

7. The application was first advertised on site and in the press in July 2018. Adjacent and neighbouring properties were also notified in writing. Following the submission of revised plans, an additional public consultation was carried out in October 2018.
8. Representations are available to view <http://planning.norwich.gov.uk/online-applications/> by entering the application number unless they were made by letter and contain personal details.

Representations - original scheme (July 2018)		
Object	Comment	Support
5 (including 1 from the Norwich Society) • All outside consultation period	0	18
Issues raised		Response
Overdevelopment		See Main Issue 1: Design
Loss of light, outlook and privacy		See Main Issue 2: Amenity
Concern that this could become a second dwelling		See Main Issue 2: Amenity
The extension dominates the main property		See Main Issue 1: Design
Allowing this retrospective planning application would make a mockery of the planning process		The application should be judged on its merits
The applicant has caused community tension		Not the subject of this planning application
Not in keeping with the conservation area		See Main Issue 1: Design
Loss of view		Not a material planning consideration
Representations - revised scheme (October 2018)		
Object	Comment	Support
5 • 4 inside the consultation period • 1 outside	0	3
Issues raised		Response
The proposed plans still read as a separate dwelling		See Main Issue 1: Design
Incrementally, the owners have created something that would not have been allowed if the plans had been submitted as one complete scheme		The application should be judged on its merits
Harm to the conservation area		See Main Issue 1: Design
New trees are being planted which block out light		Not the subject of this planning application

Consultation responses

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

Design and Conservation

10. **NB: These comments relate only to the 'as-built' plans which were initially submitted. They have been used as a tool in the negotiations. We have not received comments on the amended plans.**
11. Local policy requires developers to consider height, scale, massing and form within new development to ensure that extensions and/or alterations to existing buildings are not dominant or incongruous. The proposed is contrary to this policy due to its overall height and scale, which results in an insensitively designed extension. This is further exacerbated by the following design/architectural features of the 'extension':

- a) Oversized barge boards which are not in keeping with the proportions of the host building, or indeed the extension itself,
 - b) Front terrace which is too 'high' up the front of the extension and is thus the dominant feature when the property is approached/viewed,
 - c) Front door which is oversized for the extension and thus reads as the principal entrance,
 - d) Steps up to the front door which are oversized and too 'high' up the front of the extension,
 - e) Timber posts which are incorrectly proportioned for the extension and thus distract from the overall aesthetic
12. All of the above has resulted in an alteration to the host building which does not read as an extension, but instead appears as a separate infill property.
13. It would be preferable if the issues raised above were addressed, but I doubt whether these alterations alone would increase the appropriateness of the extension. In order for the extension to be compliant with local and national policy I strongly recommend that it would be preferable for the ground floor of the extension to be lower than the ground floor of the host and that the overall height of the extension should not exceed the eaves level of the host building.

Assessment of planning considerations

Relevant development plan policies

14. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted January 2014 (JCS)**
- JCS2 Promoting good design
15. **Norwich Development Management Policies Local Plan adopted December 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM9 Safeguarding Norwich's heritage

Other material considerations

16. **Relevant sections of the National Planning Policy Framework 2018 (NPPF)**
- Section 12: Achieving well-designed places
 - Section 16: Conserving and enhancing the historic environment

Case Assessment

17. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Policy Framework (NPPF), the council's 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: Design & heritage

18. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF Sections 12 & 16.
19. The plans approved under 17/00095/F are a material planning consideration in this case. The principle of a dual pitched roof side extension has been established.
20. It should be acknowledged that the built height of the side extension exceeds that which would normally be deemed appropriate for a side extension. Specifically, the ridge height exceeds the eaves height of the main dwelling. However, changes to the 'as-built' design (listed below) have reduced the dominance of the side extension to a point at which the design and impact on the conservation area are considered acceptable.
 - a) The oversized bargeboard has been reduced in size and dropped below the ridge line to reduce its impact
 - b) The ornamental ridge detail has been removed to reduce the apparent height of the extension
 - c) The timber posts of the hand rails and balustrades to the terrace have been halved in size and the wooden spindles have been replaced with steel tension wires to reduce the prominence of the terrace and the steps and to allow the property's main entrance to stand out.
21. The rear extension has no visual impact on the property or the surrounding conservation area.

Main issue 2: Amenity

22. Key policies and NPPF paragraphs – DM2, NPPF Section 12.
23. The amendments to the approved extension make little difference to the impact on the sunlight, daylight, privacy or outlook of neighbouring properties. The impact on amenity is considered acceptable. Ample external amenity space is retained for the subject property.
24. A number of objections have raised concerns about the extension being turned into a separate dwelling. This subdivision would require planning consent, but to make it clear an informative is recommended which would clarify that there shall be no subdivision without planning permission.

Equalities and diversity issues

25. There are no significant equality or diversity issues.

Local finance considerations

26. 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. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority. In this case local finance considerations are not considered to be material to the case.

Conclusion

27. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 18/01104/F – 2 Quebec Road, Norwich NR1 4AU and grant planning permission subject to the following conditions:

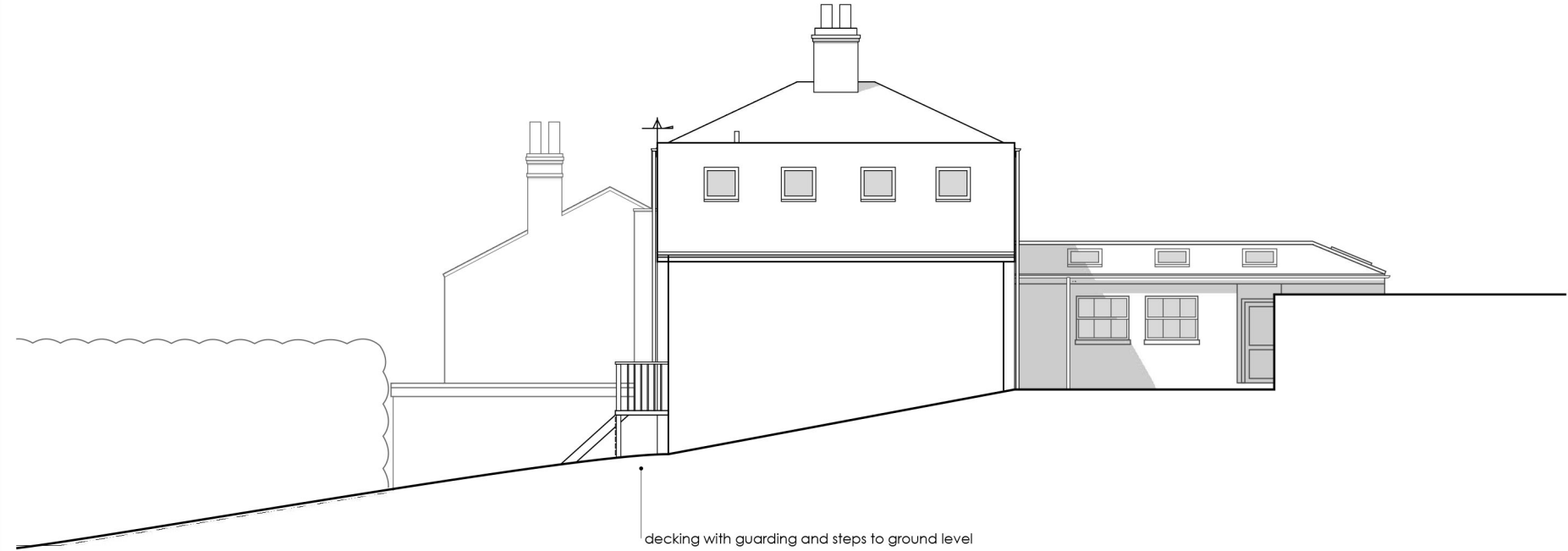
1. Standard time limit;
2. In accordance with plans;

PROPOSED SIDE ELEVATION 1:100

0181.PL.07 A

project
Side Extension
at
2 Quebec Road
Norwich
applicant
Simon Capp & Adam Edge

revisions
rev A 13.01.17
First Issue



decking with guarding and steps to ground level

NOTES

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PROPOSED FRONT ELEVATION 1:100

EXTERNAL FINISHES

Windows - Slim profile "Roseview Ultimate" with stone sills as existing

Doors - Painted timber double French doors to front and rear

Walls - Smooth render

Roof tiles - Forticrete Centurian pantiles / colour: Autumn

Ridge tiles - Ornate Victorian style - details to be confirmed

Barge board - Feature bargeboards front and rear with overhang - details to be confirmed

Fascias - Feature fascias - details to be confirmed

Rainwater goods - details to be confirmed

Rooflights - Conservation style

Copper weathervane to front roof apex - details to be confirmed

Full width timber deck to front of proposed extension approx. 1.2m deep with steps to ground level



0181.PL.05 A

project
Side Extension
at
2 Quebec Road
Norwich
applicant
Simon Capp & Adam Edge

revisions
rev A 13.01.17
First Issue

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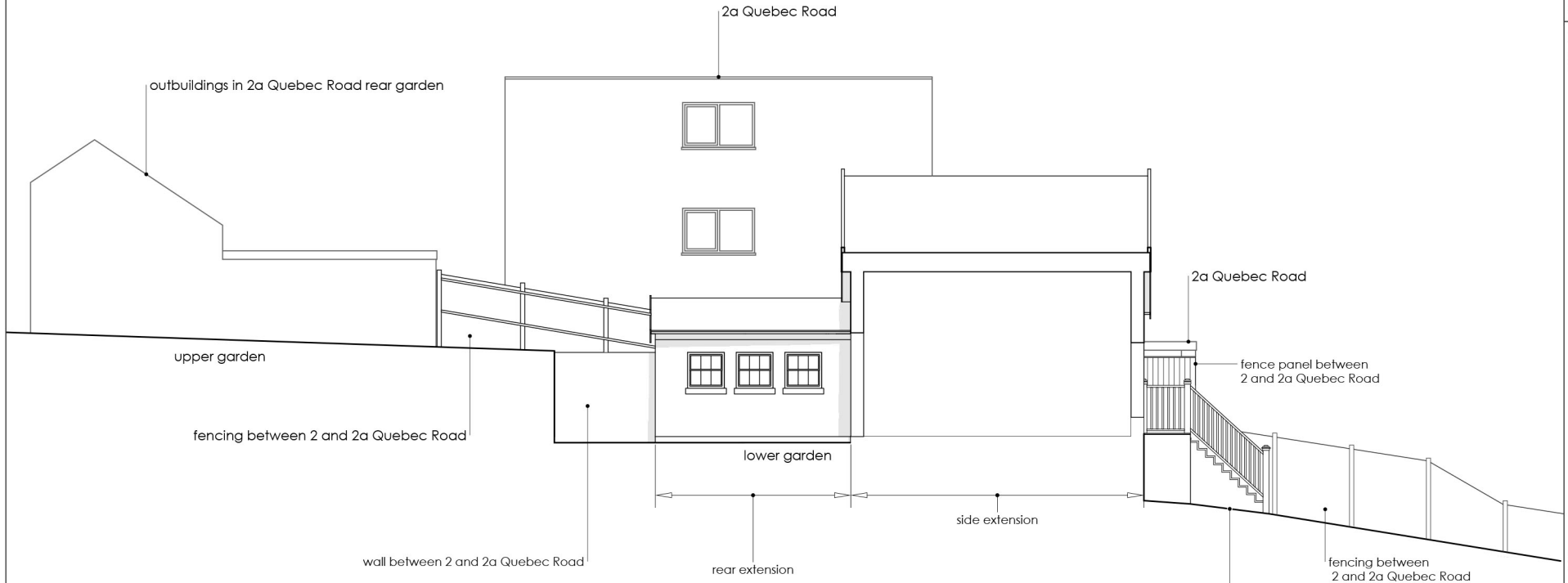
AS-BUILT SIDE (WEST) ELEVATION - SECTION thru CC

0266.PL.11 A

Retrospective Application
for As-Built Side Extension
and Rear Extension

at
2 Quebec Road
Norwich NR1 4AU
for
Adam Edge &
Simon Capp

Revisions
A 20.07.18
First Issue



REAR EXTENSION EXTERNAL FINISHES
Same as for as-built side extension

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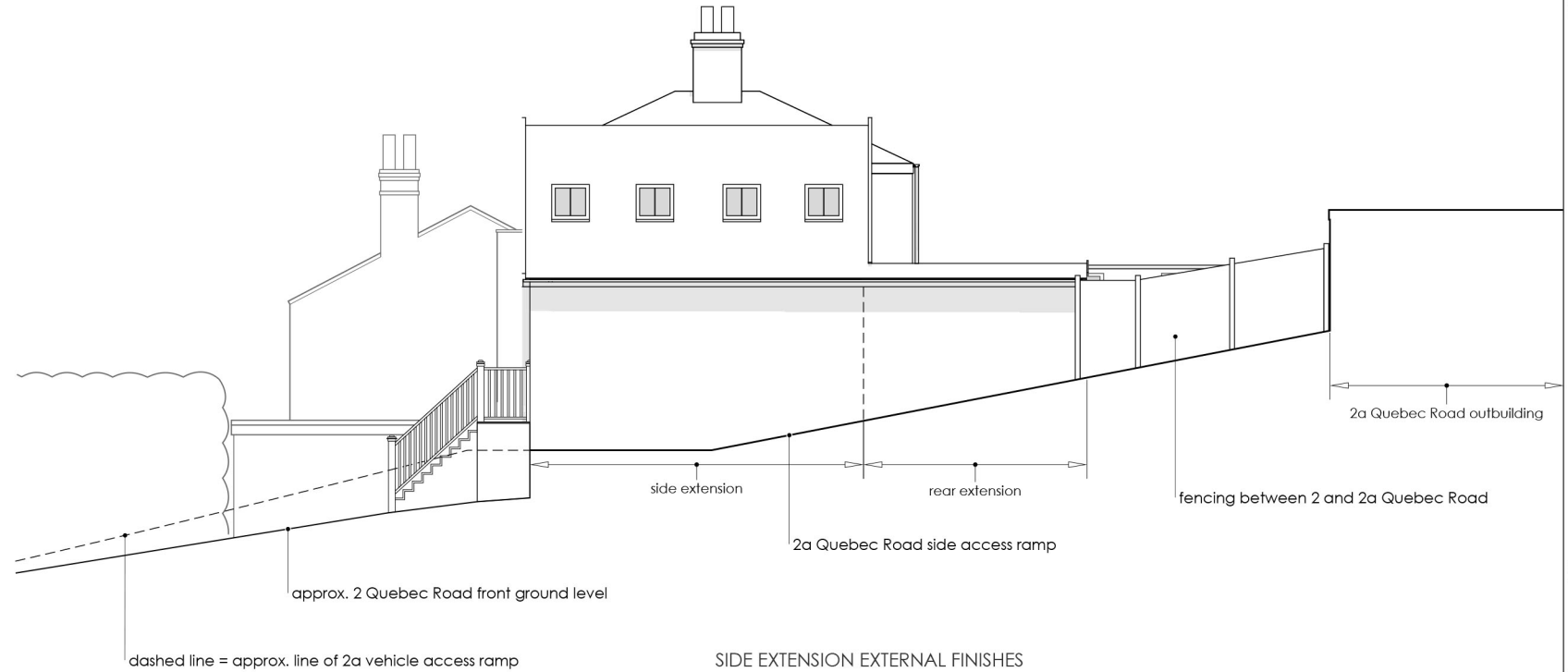
AS-BUILT SIDE (EAST) ELEVATION - SECTION thru BB

0266.PL.10 A

Retrospective Application
for As-Built Side Extension
and Rear Extension

at
2 Quebec Road
Norwich NR1 4AU
for
Adam Edge &
Simon Capp

Revisions
A 20.07.18
First Issue



SIDE EXTENSION EXTERNAL FINISHES
See notes on 0266.PL.08 (As-built Front Elevation)

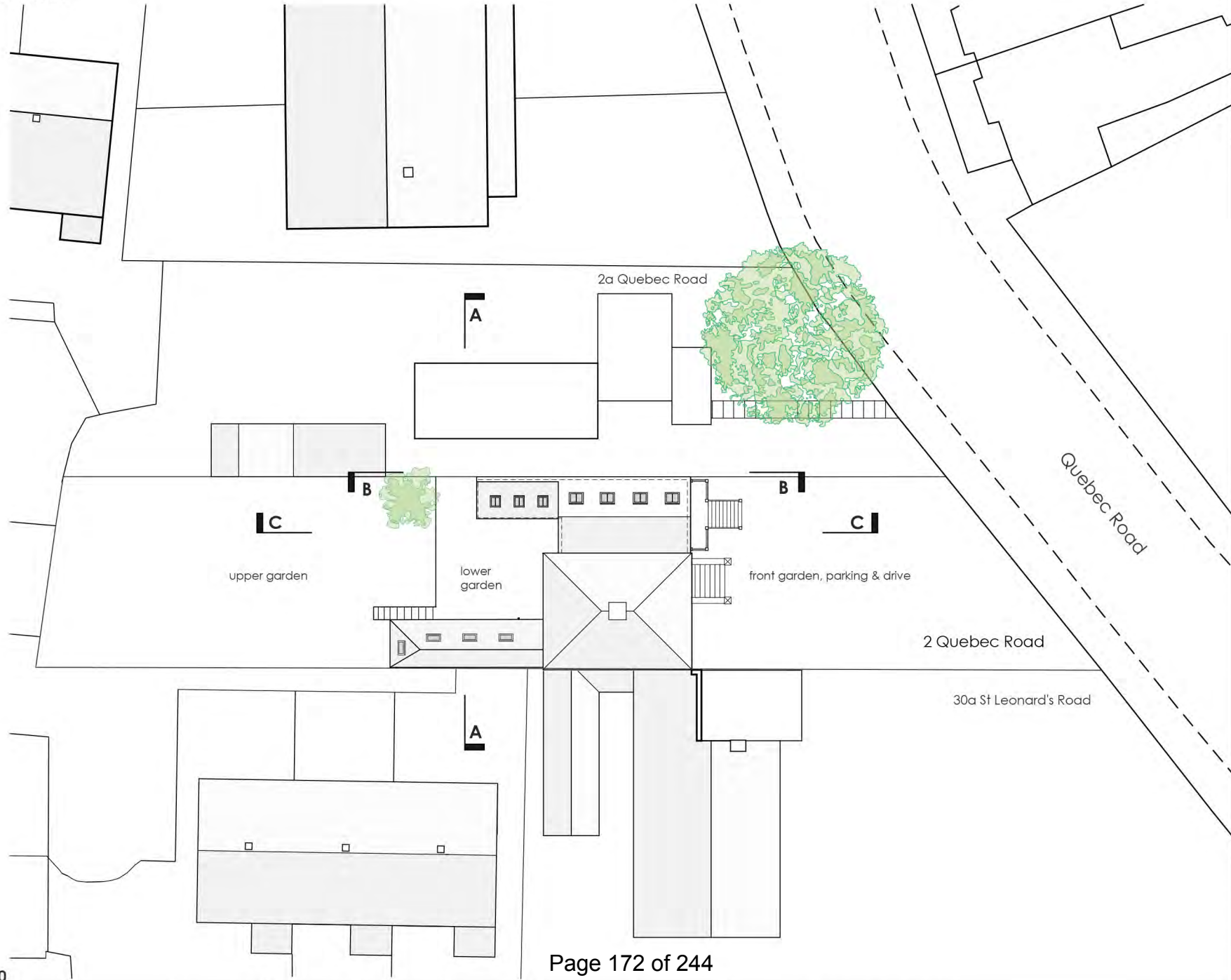
REAR EXTENSION EXTERNAL FINISHES
Same as for as-built side extension

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SCALE - 1:100



Retrospective Application for As-Built Side Extension and Rear Extension

at
2 Quebec Road
Norwich NR1 4AU
for
Adam Edge &
Simon Capp

Revisions
A 20.07.18
First Issue

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SCALE - 1:200



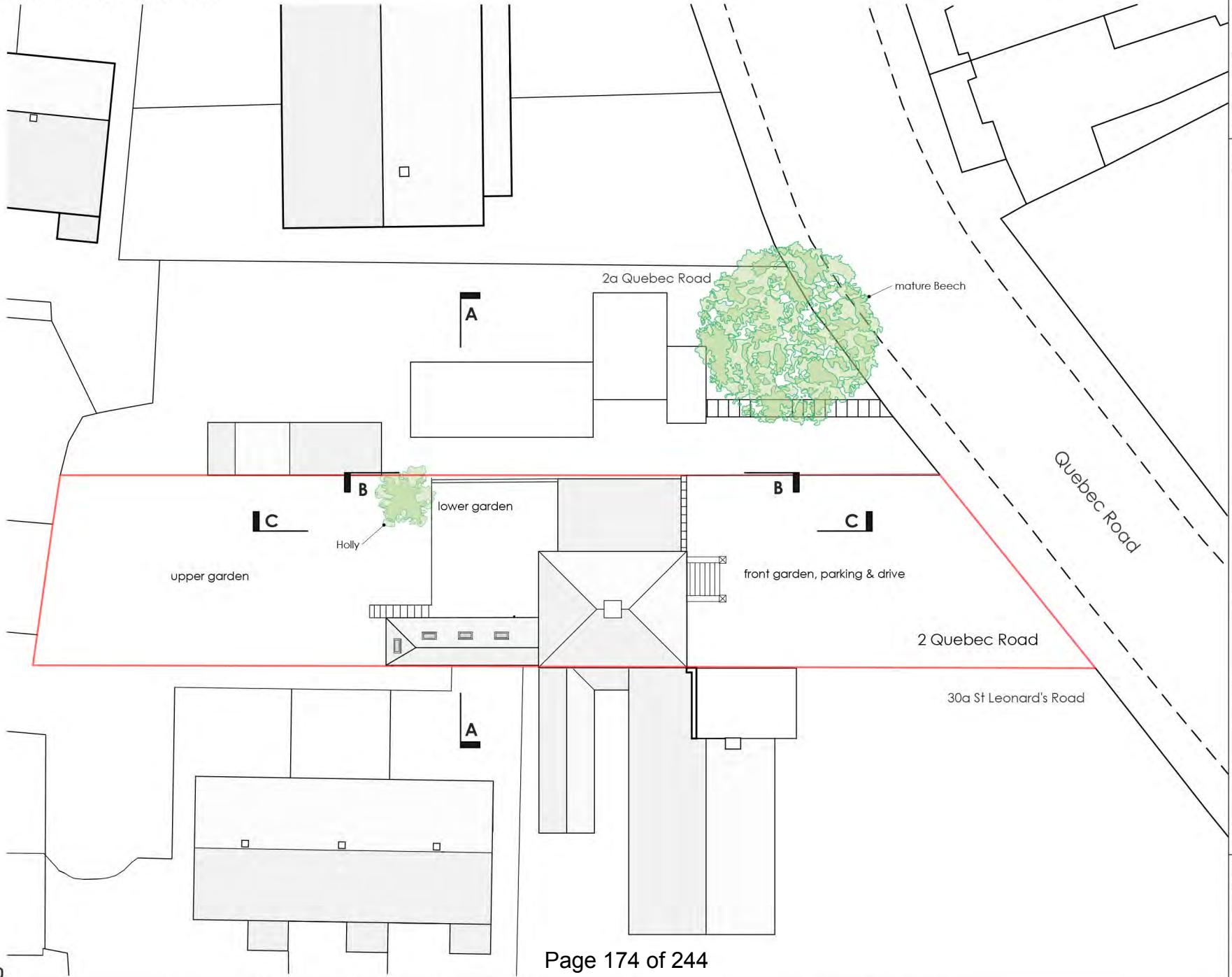
SIDE EXTENSION EXTERNAL FINISHES

- WINDOWS - Heritage style slim profile sliding sash windows + cills that match those of the main house
- DOOR - Timber French door with period panelling
- WALLS - Smooth rendered finish to match main house painted in Farrow & Ball 'French Grey' (same as main house)
- ROOF TILES - Sandtoft 'Shire' pantiles
- RIDGE TILES - Victorian design cloverleaf ridge tiles
- BARGEBOARDS - Timber with period style detailing with narrow Victorian design finials painted in Farrow & Ball 'Shadow White'
- RAINWATER GOODS - Black 'ogee' heritage style gutters and round downpipes
- ROOFLIGHTS - Conservation style with glazing bar
- Decking & Balustrading - Painted timber with Farrow & Ball 'French Grey' colour to main facade and decking (same as main house)

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Norwich NR2 2PN

at

2 Quebec Road
Norwich NR1 4AU

for

Adam Edge &
Simon Capp

Revisions

A 20.07.18
First Issue



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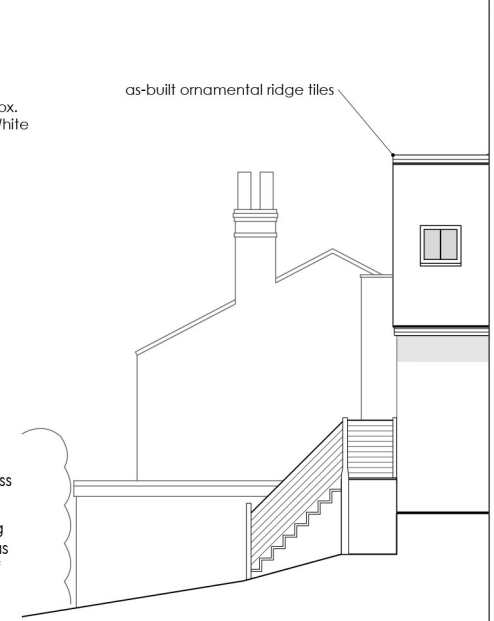
FRONT ELEVATION



as-built ornamental ridge tiles
tile edge, flaunching and undercloak both sides
bargeboard both sides below undercloak to be approx. 200mm wide both sides and to be painted Shadow White by Farrow & Ball or other approved colour

TERRACE and STAIRS
All handrails to be replaced by 10 x 40mm flat bar with smooth roll top edges painted same colour as the terrace
All spindles to be replaced by 4mm dia. stainless steel tension cable max. 100mm apart
Posts on deck to be approx. 90x90mm tapering to 140x140mm close to deck level continuing as 140x140mm to ground level. Posts at bottom of stairs to be approx. 90x90mm
All decorative tops to posts to be removed

EAST ELEVATION



as-built ornamental ridge tiles

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Report to Planning applications committee

Item

8 November 2018

Report of Head of planning services

Subject Application no 18/01062/NF3 - Heigham Park,
Recreation Road, Norwich

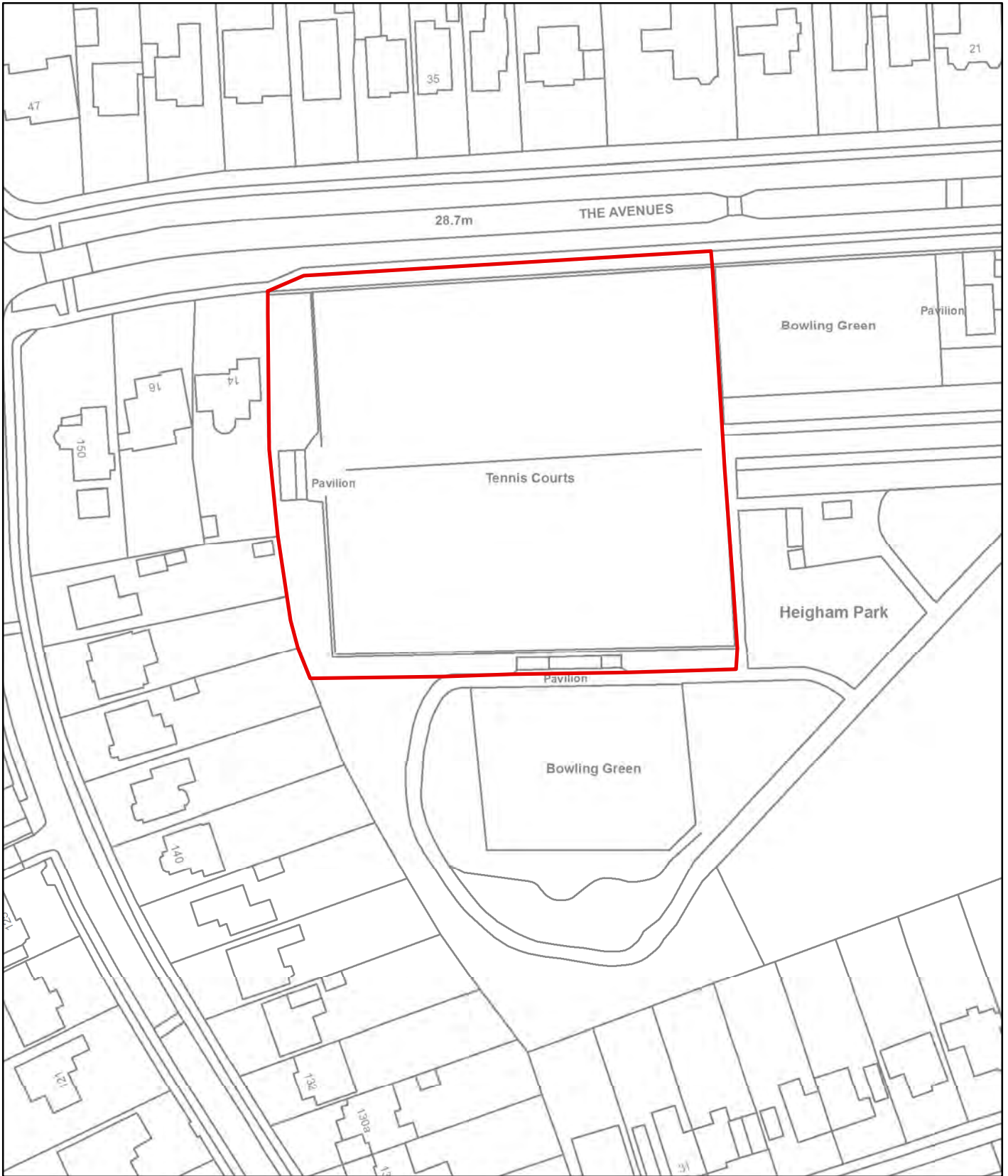
5(f)

Reason for referral Objection / City council application or site

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

Development proposal		
Construction of 3 all-weather hard tennis courts with flood lighting, on the grass courts.		
Representations		
Object	Comment	Support
119	3	10

Main issues	Key considerations
1 Principle	Use of site for recreational use
2 Heritage	Historic park; view to pavilion; access; alternatives
3 Design and Landscaping	Scale; landscape setting
4 Trees	Tree protection and retention
5 Amenity	Light impacts; noise
6 Transport	Verge parking; access
7 Biodiversity	Habitat; protected species
Expiry date	12 October 2018
Recommendation	Approve



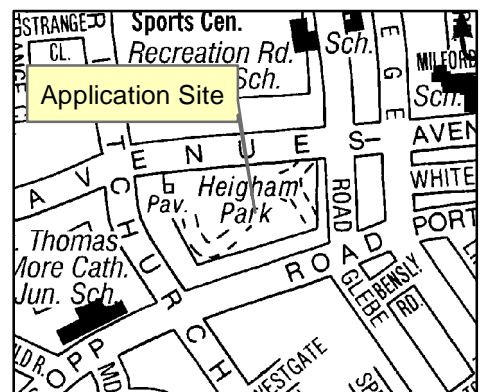
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Planning Application No 18/01062/NF3
 Heigham Park
 Site Address Recreation Road
 Scale 1:1,000



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PLANNING SERVICES



The site and surroundings

1. The application site is located within Heigham Park, a designated Historic Park, sited to the south of The Avenues. To the north and west of the application site lie residential properties, with a school and associated sports centre beyond to the north. To the east lies the bowling green within the Park. To the south lies the historic bowling pavilion and former grass bowling green.
2. The main access to the Park is located in the north-west corner of the Park adjacent to The Avenues/Recreation Road junction. A secondary access has been created off The Avenues close to the WCs, cycle parking and bowls pavilion to provide out of hours access to the Bowling Green.

Constraints

3. The site is designated as a historic park (scheduled) (Policy DM9). The park is designated as open space (Policy DM8). The area is within a critical drainage area (Policy DM5). No. 21 The Avenues (opposite the bowls pavilion) is locally listed.

Relevant planning history

4. As part of Norwich City Council's proposed Norwich Parks expansion project, improvements were approved by Members at the committee meeting in May 2017 for three other parks within the Norwich area at Harford Park, Eaton Park and Lakenham Rec. These works were approved under applications 17/00504/NF3, 17/00505/NF3 and 17/00506NF3. The related application at Heigham Park 17/00485/NF3 was withdrawn by the applicant enabling consideration of changes to that scheme.

Ref	Proposal	Decision	Date
4/2000/0874	Alterations to bowls pavilion.	Approved	12/12/2000
05/01234/NF3	Alteration to existing public toilets.	Approved	28/02/2006
17/00485/NF3	3 No. all-weather hard courts with floodlighting.	Withdrawn	27/06/2017

The proposal

5. The construction of 3 all-weather hard courts, associated secure fencing and flood lighting to replace ten existing grass surface courts together with a new pedestrian and cycle entrance created off The Avenues to allow access after the park has closed. This forms an additional phase of the Norwich Parks Tennis expansion.

Summary information

Proposal	Key facts
Scale	
Total floor space	The red line area sits within the north western corner of the park and covers the extent of the existing grass tennis courts, an area of approx. 5800sq m.
Max. dimensions	Proposal uses part of the existing grass surface court area. Fencing ranging between approximately 3m and 1.2m high. Lighting columns 7m high plus lights
Appearance	
Materials	Various height weldmesh fencing and new gates to match. Bespoke design sunflower gates within Park. Black finish to lighting columns. 18 columns 14 lamps. Green coloured porous hard courts
Operation	
Opening hours	Hours of use are described as 08:00 to 22:00 hours throughout the week
Ancillary plant and equipment	Electrical feeder pillar on south side of site approximately 1180mm high, 1527mm wide and 300mm deep.
Transport matters	
Vehicular access	No new provision – existing maintenance access via entrance on The Avenues/Recreation Road
No of car parking spaces	No new provision
No of cycle parking spaces	Six new cycle parking stands are proposed to accommodate 12 cycles for those using the courts.
Servicing arrangements	Via the entrance on The Avenues/Recreation Road. Existing bins etc. located on the park

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Further notification was sent / advertised from 17th August due to comments received concerning the description of the application, the applicant agreed to amend this and omit the word 'former'. 132 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Support	
Improves access for all user groups including those with disabilities. Enables whole family use relatively cheaply.	

Issues raised	Response
Support	
Support on condition closing time is 9pm. Object to annual fee - should be free of charge.	
Enables people of all ages to become more active. Provide year round opportunity to play tennis. Very local, easy to access. All weather courts would be an asset. Safe place to introduce young people to sport.	
3 hard courts would be welcomed by players that don't live on the Eaton side of Heigham Park.	
Financially self-sustaining. Hopefully makes investment for other parts of the Park.	
Grass courts are a great facility but woefully underused. Proposal makes better use of space than grass courts. Grass courts poorly maintained and rarely used - waste of space that could be used to enhance the park by using some as play area for children 6yrs-teens. Would like to see multi-use hard courts.	
Little value in maintaining a deteriorating asset.	
Use posts to prevent parking on verges.	

Issues raised	Response
Objections	
Parking on verges – health of trees (Council letting them die). Nothing left of Avenues will be green (verges are waste land and trees dying). Application shouldn't be considered until parking on verges is resolved, inhibits access and visibility. Parking already at dangerous levels. Highway safety – traffic danger to cyclists. Questions officer comment that proposal will lead to reduction in parking demand.	Para 25, 36 Main issue 2, 3, 4 and 6
People appear to be living in campervans on verge.	Not a relevant in this instance.
Park is a local park and increase in parked cars coming from outside area is not acceptable.	Para 24, 25, 76
Increased traffic = increased pollution. Noise pollution – car doors, shouting, increase in noise year round, especially in evenings , effect on peaceful atmosphere of park. Late finish time effect on amenity – reduce to 9pm. Hard surface lit area will lead to more anti-social behaviour.	Para 16 Main issue 5
Light pollution – will reduce natural ambience of park, disturb local wildlife, visual disturbance not acceptable in this area. Shouldn't be floodlit. Negative consequences to residents. Will pollute night sky.	Para 16, 31 Main issue 5 and 7
Contrary to original park design by Cpt Sandys-Winsch, completely out of keeping with historic park. Impact is high on less than substantial – Statutory consultee on heritage has objected. Agree with Gardens Trust comments. Still disrupts view of pavilion. Yet another part of original park will disappear – Rockery went long ago, Bowling Green and hut are a mess. Historic character and tranquillity will be ruined by unsightly fencing and flood lights.	Para 15, 17 to 23 Main issue 1, 2 and 3

Issues raised	Response
Objections	
Currently very quiet and peaceful area – will be considerable noise and disturbance – worse in summer. Tampering with original concept of park, irreversible gouging out of a significant part of local heritage. Fundamentally change nature, ambience and function of park. Irreversible impact on park. Tennis courts are part of what makes Heigham Park special.	
Hard surface and removal of yew hedge is environmentally insensitive.	Para 32 Main issue 3, 4 and 7
2m high fence is deemed adequate. Inconsistency in heights would not help aesthetics. Why is 3m fencing required?	Main issue 2 and 3
Will have detrimental effect on environment of park. Grass courts were (when open) a valuable local asset and city's amenities and eco-friendly part of park. Cost of returning to grass would be immense so they are effectively being destroyed. To cover grass with asphalt is contrary to ecological good practice. More and more of Norwich becoming concrete.	Main issue 1, 2 and 7
Council have allowed courts to become disused through poor monitoring and maintenance. Council decision lead to closure, not lack of interest. Incompetent and ill managed affair by Council.	Not considered to be a relevant planning matter in this instance.
Need processes to monitor maintain new courts. Grass courts should have had controlled access as proposed now. Do not believe Council knows how many people use grass courts – because no one on site to pay. £40k saving stated but no cost breakdown – financial grounds behind application are spurious. If it is a cost decision, local residents could voluntarily contribute. Unaware of evidence hard courts would be more popular. Questions user analysis, business model and consideration of alternatives. If agreed will be a politically motivated decision by a Council with an unhealthy majority.	Main issue 1 and 2 Norwich parks tennis is a means to provide good quality and affordable tennis facilities, including monitoring, in association with a third party provider.
Strange that LTA paying to destroy grass courts and complicit in eradication of lawn tennis.	Para 33 to 35
Last grass courts – people very attached to them. Loss of unique playing surface – special experience of playing on grass for all ages. Grass courts safe play to introduce children to tennis as softer landing and easier on joints. Has health benefits over hard court play. Green space encourages calm. Loss has an equalities impact for elderly and those with certain medical joint problems. .	Main issue 1 and 2
Adequate tennis courts at Eaton Park – rarely all in use at same time, unnecessary additional facility. Spend money on floodlights at Eaton Park or introduce tennis to other areas of city.	The sites are in various locations across Norwich. Each case is considered on its merits.
Hard surface courts are still not all weather and also need	Noted

Issues raised	Response
Objections	
maintenance.	
Strongly recommend council give due consideration to the alternative proposal submitted by Heigham Park Grass Courts Group. Support community based solution where local group takes on maintenance of grass courts. Better to maintain as grass area. Local business plan to take financial burden off Council.	Main issue 1 and 2
Council's job to provide varied and inclusive amenities for citizens – application will result in fewer people being able to play and Norwich Parks Tennis will make it more exclusive. Should encourage a variety of surfaces including grass.	Para 33 to 35 Main issue 1
Non-tennis players may have had ideas for area if they had been asked. Proposal for alternative play area with other facilities and planting. Should look first to other uses if grass tennis is to be lost. Local opinion is being ignored. Majority response at pre-app was to keep grass courts.	This is not part of this application. Each case is considered on its merits.
Money better spent on improving parking provision. Unrealistic to assume all would walk and cycle.	Main issue 6
Prevent natural water drainage. Grass courts absorb run off and reduce flooding. Heat Island effect of more hard surfaces.	Para 82
Consultation period should be extended – summer holidays. Cynical people may question timing. The way the application has been submitted – disingenuous, propaganda, during summer holidays.	Consultation including letters to adjacent properties, press and site notices has been undertaken in accord with protocol
Description of 'former' and 'disused' grass courts untrue and misleading – should be corrected and re-advertised.	Re-consulted on revised description.
Scheme is unchanged from last application.	Para 51 / 52

Friends of Heigham Park

7. The committee has asked its 34 members if they are for, against or neutral on this proposal for the park. 14 said they are against and 3 said they are for. Those who object to the proposal are against tarmac and floodlights in the area and would like to maintain the grass area in some form or another. Eight members specifically support the proposal put forward by Heigham Park Grass Courts Group. Members have been encouraged to express their individual views via the planning process.

CPRE Norfolk

8. Has concerns about the impact that the floodlighting associated with this development will have on local residents and its potential to increase light pollution. If permission is granted please ensure that the lighting is curfewed and the hours on

which the courts may be illuminated are restricted. It is also important that the floodlights involve the use of a white full-spectrum light source, mounted in full cut-off, flat glass fittings. The lights should be mounted horizontally to the ground and not be tilted upwards or outwards in any way.

Councillor Carlo

9. Has provided a detailed written comment related to the application. This covers points under the main headings Heritage: (Historic interest; Artistic interest; Communal value; Setting of Heigham Park; National and Local Planning Policy; Weighing 'Less Than Substantial Harm' to Significance of Heritage Asset Against Public Benefits; Lack of Consideration of Options for Conserving the Heritage Asset; Continuation of Grass Tennis being Feasible; and Comments on the Heritage Impact Assessment (HIA) Statement); Adverse impact on local amenity: artificial lighting and car parking; Adverse environmental impact: climate change; Impact on social equity.
10. Concluding - The proposal is contrary to national policy guidance on conserving heritage assets and to local policies on safeguarding heritage and achieving sustainable development. On these grounds, the application should be refused, although it would be advisable for the applicant to withdraw the application at this stage in view of the conflict with national and local policy and lack of support from The Gardens Trust. Council leaders should abandon their plans for developing all-weather tennis courts at Heigham Park altogether and work with the Heigham Park Grass Courts Group to support their offer of a community-led solution.
11. In addition has advised that the Gardens Trust representation and many objectors to the application have stated their support for the Business Plan (July 2018) put forward by the Heigham Park Grass Tennis Group. A copy of the Business Plan has been forwarded for information.
12. As re-iterated in the updated NPPF, "Heritage assets.....are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations". (para 184). The Business Plan prepared by a community interest group proposes taking over the maintenance of four grass courts from the Council, with the remaining area used for grass-based recreation. The proposal was conceived with the help of a local gardens historian who is very familiar with Heigham Park. Speaking as someone with an interest in garden conservation, in my view the Plan would support the conservation of the heritage asset which is integral to the park design.
13. Representatives of the Heigham Park Grass Tennis Group would be pleased to meet and talk through their proposal.

Consultation responses

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

Design and conservation

15. The proposal is not considered to impact upon the significance of No. 21 The Avenues. However, the proposal is harmful to the significance of the Grade II Park and Garden. The harm caused is 'less than substantial'. Provided we are satisfied that there are no feasible alternative solutions, the 'less than substantial' harm caused by the proposal should be considered against the public benefits provided by the proposal (provision of multi-season/all-weather tennis facilities), including (where appropriate) securing optimal viable use.

Environmental protection

16. Have reviewed this application and have no comments. Further discussion – confirm light pollution can be considered a statutory nuisance under the Environmental Protection Act (as amended), however the lighting assessment has considered the properties in the vicinity and shows there to be no significant luminance impact at nearby addresses.

Gardens Trust

17. Comments in its role as Statutory Consultee with regard to development affecting a site included by Historic England (HE) on the Register of Parks & Gardens (RPG). Appreciates the withdrawal of previous application 17/00485/NF3 and commissioning of a Heritage Impact Assessment (HIA) to look at the points raised in original response as well altering the lighting. Sympathise with the difficult financial balancing act the Council faces, urge to listen to our comments before you make a final decision.
18. The HIA is thorough and it is clear the author agrees with our assessment that the proposed hard courts would affect the significance of this RPG (5.35 and 5.49 – “impact on the asset, the Park, is high on the less than substantial side.”). Must therefore see whether a solution can be found which satisfies your Council’s need to provide sustainable and affordable tennis facilities without substantially destroying this valuable, nationally important heritage asset.
19. New hard courts are sited across and blocking the main vista to the Pavilion, even though the Pavilion is less obscured than in the previous application. Unable to support an application with this basic design flaw which impacts on significance and understanding of the original design intent. Sandys-Winch had national recognition in recognition of his achievements in laying out the Norwich Parks. Since the HIA was written a new NPPF has come into effect. In particular we would draw your attention to paragraph 194 - Any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. Substantial harm to or loss of: (a) ... grade II RPG should be exceptional.
20. Proposals also do not comply with Para 195a & b : “the nature of the heritage asset prevents all reasonable uses of the site; and (b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation...” This is supported by the costed and carefully reasoned Business Case submitted by the Heigham Park Grass Tennis Group. Urge City Council to consider this very seriously. It would remove any costs for the running and maintenance saving the £40,000 mentioned in the Planning Statement (PS).

Their solution also has the benefit of having the pavilion within the securely fenced area, protecting it from vandalism.

21. Argue that applicant's comment (PS 1st para, page 2) "The introduction of new facilities is an opportunity to start to put the heart back into a number of Norwich's Parks" has only become necessary in Heigham Park because the council forcibly closing the grass courts in September 2017. Take issue with the term 'disused' and 'former grass tennis courts'. The PS makes clear that there is a huge demand for tennis facilities within Norwich. Would argue that a total of 46 hard courts (yet no other grass courts), strengthens the case for the retention of this facility as there is considerable alternative hard court provision nearby.
22. Accept that for most court operators, year round and evening play is a major factor within their business model, but in this instance, there is an operator ready and willing to take on the courts as they stand. Urge officers to give this particular heritage site a reprieve, and allow the Group five years to prove that they can maintain and keep this heritage asset. The money saved during this period, plus any additional funds from the Lawn Tennis Association or other bodies can be used to provide additional hard courts in less sensitive locations.

Norfolk Gardens Trust

23. Supports the objections put forward by Conservation Officer for the Gardens Trust. Would like to bring the LPA's attention to Chapter 16 and paragraphs 194, 195, 196, 199 and 200 of the NPPF which have relevance to the proposal. The Grass Courts Group has produced a summary business case for the continuation of grass courts. Paragraph 200 of the NPPF is of particular relevance. Norfolk Gardens Trust are aware of financial constraints faced by the Council, but the proposals of the Group could benefit the Council and maintain a very important feature – as such they should be taken on board.

Highways (local)

24. No objection on highway grounds. Provision of temporary vehicular construction access and a permanent new pedestrian access to The Avenues is acceptable. Temporary asphalt of the verge might be necessary but this would then need to be reinstated to grass verge. Given the reduction in tennis courts from 10 to 3 the potential traffic generation at any one time will be reduced significantly. Heigham Park does not have a dedicated car park, but unrestricted parking is currently available on The Avenues.
25. Aware of extant issues with parking on The Avenues causing concern to residents i.e. verge parking that damages the grass. This has been ongoing for many years but has worsened as local parking controls have been introduced. To respond to this suggest use of highway fund for a parking management. This scheme for consultation/implementation during the financial year 2018/19. will seek to prohibit parking on the grass verges adjacent to the park and provide two bays for short stay parking. This new arrangement should manage the known parking issues and provide a useful supply of parking.

Historic England

26. On the basis of the information available to date, in our view you do not need to notify or consult us on this application under the relevant statutory provisions. Suggest that you seek the views of your specialist conservation and archaeological advisers, and other consultees, as relevant.

Landscape

27. Generally the proposals are an improvement on the previous application and have responded well to concerns raised. The Heritage Impact Assessment and Planning Statement set out the thorough process to which the development of the project has been subject.
28. Replacement gates with replica sunflower railings and would this partially blocks the view of the pavilion is noted. The proposal has been modified to minimise visual impact with the impact being reversible as the removal of courts and reintroduction of grass or grass courts is possible in the future. The proposed sunflower gates are well designed and are therefore supported. The secure entry gate from The Avenues would have a rather functional appearance a higher quality design would be preferable. This would also have a better visual impact on the streetscape.
29. With the hours of court operation there is potential for unnecessary light pollution and disturbance. Further details should be conditioned to ensure that lighting is minimised and controlled. It is likely tennis courts will lead to an increase in trips by car to the park. Increased parking on highway verges with consequent negative impacts on the streetscape some measures to protect nearby verges should be provided. The 12 new cycle parking spaces are supported. The proposed interpretation panel would be worthwhile. However the location and details are unclear. A condition for this would be helpful.

Norfolk historic environment service

30. Heigham Park is a grade II registered park. However, the replacement tennis courts have no known archaeological implications and we do not need to be formally consulted on this application. No comments to offer.

Natural areas officer

31. No objection in principle. The Phase 1 Ecology and Protected Species Assessment has been produced by suitably qualified Ecologists. The conclusions and recommendations are generally accepted. Specifically, the impacts of lighting are considered to be of negligible significance for bats. Raised issue of proposed fencing and small mammal access - could create a trap for animals that enter the area. To avoid this scheme should consider catering for movement through the fenced area and existing fencing within and around the park by use of access points through or beneath fences.
32. Preferable for works to remove the hedgerow to be undertaken outside of the nesting bird period with alternative for a watching brief to protect nesting birds. It would be reasonable to expect the development to include some modest ecological enhancements to provide net gains in biodiversity. Suggested the removal of existing fencing around the area south of the courts to enable movement of wildlife and improve the potential for future ecological improvements in this area of the

park; hibernacula such as log piles located in quiet spots around the park; and bird nesting and bat boxes elsewhere in the park.

Sport England

33. Sport England has consulted the LTA on these revised proposals, and they have responded ... *"We support this planning application but this does not guarantee funding support at this stage"*. Sport England is satisfied that the proposals will meet an identified local need for pay and play tennis facilities in Norwich, and that the design of these courts meets Sport England/LTA technical design guidance.
34. Sport England offers its support for this this application, as it is considered to meet its sport Objectives, in that the scheme will provide enhanced tennis facilities for the local community, and are part of a wider programme to improve access to tennis in Norwich. A planning condition will need to be imposed with regard to the hours of use of the facility, given that floodlighting is to be installed.

Sport and leisure development manager (City Council)

35. The proposal for three all- weather hard courts with floodlighting on Heigham Park is a key element of the Norwich Parks Tennis expansion project which aims to deliver tennis provision on a sustainable basis for the future. The project which has the support of The Lawn Tennis Association and Sport England will enable tennis to be played all year round and will help meet existing and future demand for the sport.

Tree protection officer

36. No objection in principle. No trees will be removed and, as long as protection measures are put in place and maintained during development, this proposal is achievable from an arboricultural perspective. Raised the issue of verge parking and asked for assurances that this will be given due consideration to help prevent further tree damage by ground compaction.

Assessment of planning considerations

Relevant development plan policies

37. **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
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS8 Culture, leisure and entertainment
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
38. **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
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

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

- NPPF 2 Achieving sustainable development
- NPPF 4 Decision-making
- NPPF 8 Promoting healthy and safe communities
- NPPF 9 Promoting sustainable transport
- NPPF 12 Achieving well-designed places
- NPPF 14 Meeting the challenge of climate change, flooding and coastal change
- NPPF 15 Conserving and enhancing the natural environment
- NPPF 16 Conserving and enhancing the historic environment

40. Supplementary Planning Documents (SPD)

- Landscape and trees SPD adopted June 2016
- Heritage interpretation SPD adopted December 2015

Case Assessment

41. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

42. Key policies and NPPF sections – JCS1, JCS2, DM1, 2, 6, 7, 8 and 9 NPPF sections 2, 8, 12, 15 and 16

43. There are various main policies within the DM Plan relevant to this site. Policy DM1 promotes the economic, environmental and social dimensions of sustainability including promoting mixed, diverse, inclusive and equitable communities, by increasing opportunities for social interaction, community cohesion, cultural participation and lifelong learning.

44. Policy DM9 seeks to protect the character and historic form of locally identified heritage assets including unscheduled historic parks from any development that would adversely affect their character. Development resulting in harm or loss will only be permitted where there are demonstrable and overriding benefits from development or where it is demonstrated there is no viable means of retaining the asset within development. Policy DM8 seeks to prevent the loss of open space or adverse impacts on such spaces and policy DM6 and DM7 seeks to limit impacts in terms of the natural environment, whilst policy DM2 has regard to impacts on amenity. Policies DM30 and DM31 seeks to ensure suitable parking, servicing and access arrangements for new development.
45. The policies are generally permissive of recreational and sports development in the Park, providing that it can be demonstrated that this will not detract from its historic character, setting, space provision, transport implications and biodiversity interest or have an adverse impact in terms of amenity. Overall the proposed development will still keep the site for suitable recreational use and; therefore, there is no policy objection in principle.

Main issue 2: Heritage

46. Key policies and NPPF sections – JCS1, DM9, NPPF sections 2 and 16.
47. The Park was designed and built between 1921 and 1924 on the Heigham playing field, by Sandys-Winsch offering formal as well as informal recreation with a central bowling green and pavilion, 10 grass tennis courts and pavilion, pergola, rockery, fountain, rose garden and linked radial paths for non-sporting pursuits all within a formal geometric layout. The Park together with three other Sandys-Winsch Parks have been registered as historic parks since 1993. The Park is registered grade II. The grass courts at Heigham Park closed in 2017 and are no longer maintained for tennis.
48. Historic England in the designation description, states:

“The western half of the site is bisected by a walk which leads from the central bed, between borders and flower beds set in grass and backed by yew hedging, to an ironwork screen and gate decorated with a sunflower motif. Beyond is the yew-hedged square of tennis lawns which occupy the north-west corner of the site. The line of the west walk continues across the centre of the courts to a pavilion.”

This proposal lies within the existing ‘tennis sector’ which appears to have been clearly designed around the standard sizes of courts at the time.

49. The sunflower railing/gates to the tennis courts are said to be originally designed as part of a pagoda style ‘Lawn Pavilion’ for the Philadelphia Centennial Exhibition in 1876. Following the exhibition the Pavilion was exhibited in Paris and then relocated to Chapel Field Gardens in 1880 where the Pavilion survived until ‘bomb damaged’. There is conflicting evidence as to the date of the relocation of the sunflower screens to Heigham Park but these have since formed a characteristic part of the Park.
50. A detailed heritage assessment has been submitted with the application to help consider the impacts on heritage assets of the Park and within the immediate

locality. The report, along with consultee comments received on this application, indicates that impact on the Park in evidential, design and aesthetic value is high on the less than substantial scale, overall. The impact on the illustrative and associative values will have a neutral impact, overall. This impact will need to be weighed, on balance, against the public benefits of the scheme as required under para. 196 and as appropriate para 193 and 194 of the NPPF.

51. The proposals have been revised from the previously withdrawn scheme ref. 17/00485/NF3 and include: The fencing to the courts has been reduced in height or removed, when compared to the standard, were possible; The fencing and gates to the new access and the existing access have been reduced to a minimum; The courts' external 'run-off' areas have been reduced; The north-south alignment of the courts and their position within the former grass courts has been arranged to avoid blocking views along the principle axis of the Park; Replacing the existing gates with replica sunflower gates; Introduction of an interpretation panel for the Park.
52. The fencing along the side of the courts has been lowered so it will sit below hedge height. The height at the corners has to be kept high to retain balls and so the courts have been realigned so that the high fence returns and lighting columns are not in the line of view down the path between the herbaceous borders through to the pavilion. A bespoke sunflower gate will be manufactured to replace the industrial type gate to complement the view down the path, as suggested by the Gardens Trust. Replacement of the existing gates with replica sunflower railings would partially block the important view of the pavilion from the east along the east-west vista.
53. The proposal has been modified to minimise visual impact on the east west axis of the original layout, maintaining the inter-visibility as much as possible between the long border and the pavilion. The impact is reversible as the removal of courts and reintroduction of grass or grass courts is possible in the future. The proposed sunflower gates are well designed, historically appropriate and made of quality materials.
54. The conservation and design officer has raised issue with the potential for these new gates to obscure views of the pavilion when closed. Historically the only obstruction across the view from the 'central point' towards the thatched tennis pavilion is believed to be the gates across the pathway. To his knowledge these gates have been left open during the open hours of the park. If correct then for these gates to be closed during the opening hours of the courts would be harmful to the view along the pathway. Options to open the gates or redesign the court enclosure, reintroducing a higher fence when viewed through the gates, has been discussed with the applicant. They confirm that an arrangement could be considered to leave the gate open when the operator is present and this would be explored further when considering final details of management arrangements.
55. The installation of a new entrance into the proposed tennis courts from The Avenues would be harmful to the Historic plan form and circulation of the park. Historically the only access into the Park has been from the corner of the Avenues and Recreation Road. However; there has been a later insertion of an opening onto The Avenues serving the Bowling Green outside of normal park opening hours. This sets a precedent for the acceptability of the 'less than substantial' harm caused by an opening serving the tennis courts. The cumulative impact of these two openings does not cause concerns in terms of visual amenity when viewed along

The Avenues. Subject to details being agreed for this new gate the impact of the opening within the hedge line is considered to be acceptable in the circumstances.

56. In terms of the alternative business model the community group management of the court has been discussed with the applicant who has advised that they have explored this option with a group previously. The requirements for consideration and relevant guidance were provided but the group did not pursue the matter further. The delay resulted in missed funding deadlines. The LTA funding level has changed since then, is less favourable and requires matched funding. The sum for which is approaching deadline for spend. Their decision is to progress with the project as proposed to avoid further delays and avoid a risk of no improvement to the park and being unable to expand Norwich Parks tennis further, as Heigham is a key part of a larger project.
57. They have reviewed the second expression when received and advise that it was evident that there were omissions which need querying and predictions of membership and costs which needed greater exploration to understand the rationale behind them. The costings seemed on the low side based on the applicant's experience. The business case did not deliver the council's objectives behind the provision of Norwich Parks Tennis. Quality, affordable, year round tennis on a sustainable basis into the future. The Gardens Trust and other consultees have agreed that the proposals result in less than substantial harm. The test to require refusal or support for alternative management under para. 195 of the NPPF falls away. However; in positively determining this application this does not prevent the applicant from considering alternative options if these are considered suitable.
58. The submissions set out that Norwich Parks Tennis model offers to increase participation in tennis, manages and runs successful hard courts in other Norwich parks. The partnership working with the Parks and Open Spaces attracts grant aid from the Lawn Tennis Association, although match funding is required. This model allows for the self-financing of the courts in the long term, a sustainable model.
59. This proposal is maintaining the historic recreational use of this part of the park, albeit in a modernised form adopting new space standards. It is noted that the reintroduction of public grass courts within the city at some time in the future could be possible where this becomes a viable option. The proposed interpretation panel would be worthwhile. However the location and details are unclear. A condition is suggested in order to agree siting and content.
60. The revised proposal reintroduces tennis to the park, whilst protecting the historic environment where possible and offering mitigation and public benefits. Any harm is considered in this instance to be outweighed by the public benefits arising from improved recreational facilities and enhanced use of the site.

Main issue 3: Design and Landscaping

61. Key policies and NPPF sections – JCS1, JCS2, DM3, NPPF sections 12 and 16.
62. The development introduces new hard surface facilities and enclosures within the existing grass tennis area. Changes to the fence arrangement and external landscape areas are minimal and involve the insertion of new access control and maintenance gate from The Avenues. Leading to the gate would be a new mat access route. An electrical feeder pillar would be located on the north side of the

site close to this court entrance. The hard courts would be finished in a green colour which would aid impact on the area. Conditions are suggested for submission of final details to ensure an appropriate design finish to surfaces and equipment is provided.

63. Fencing has been designed to minimise its heights were possible to help maintain open views across the courts. Replacement gates with replica sunflower railings would be placed at the east entrance. The secure entry gate from The Avenues would have a rather functional appearance and final details of both gates are suggested to be sought by condition to ensure their quality. The proposal has been modified to minimise visual impact and the proposed courts and sunflower gates are appropriately designed.
64. Increased parking on highway verges with consequent negative impacts on the streetscape has led to discussion about funding to help introduce measures to protect nearby verges. The principal change in visual terms is the introduction of floodlighting. These have been designed to allow views through to the pavilion and kept at a minimum for the number of courts proposed. The changes have limited visual or operational impact within the area.
65. The design of the new courts is such to meet modern standards in order to attract users and to be of a form which will be more likely to attract financial support for its use. Accessible, well-lit and secure hard courts should attract players from across the city, have more use all year round, thereby generating income to maintain the courts and ensuring the use of the park throughout the year. Floodlighting will also allow the courts to be used in the early evening, again promoting activity in the park and making the area more secure.

Main issue 4: Trees

66. Key policies and NPPF sections – DM7, NPPF sections 2 and 15.
67. No trees are significantly affected by the proposal. Work to create hardstanding surface tennis courts are located outside of the RPA's of the trees located within the park and on the highway. Areas for construction exclusion zones have been identified within the submitted report and plans. Installation of protective fencing is to be agreed prior to work starting and should be retained for the duration of the works. The location of the service cables also does not conflict with the root protection area (RPA) of any tree. It is suggested that the storage of materials, machinery, excavations, the locations of any site huts, parking etc. are located away from any trees within the Park and details of this agreed under any initial site meeting with the tree officer.
68. To prevent further ground compaction within the application site adequate ground protection is suggested to be used both in the access area and also where vehicles are to be loaded and unloaded with materials and spoil from the construction. An assessment of the height of the proposed fence and the canopy spread is required to assess if facilitation pruning is needed. Facilitation pruning work may be also required to prevent mechanical damage from high sided vehicles or loading /unloading activities. Conditions are suggested in terms of requirement for a site meeting and submission of any required site plans and statements for subsequent works etc. and compliance with any agreed tree protection information.

69. The tree officer has raised the issue of verge parking, and the damage already caused to the trees along some parts of the grass verge, by ground compaction. It is difficult to directly associate an increase in parking activity and requirements for off-site works within the parameters of this application. However; options to control parking along the grass verge are discussed in the transport section below which could help in reducing the potential for further tree damage by compaction

Main issue 5: Amenity

70. Key policies and NPPF sections – DM2, DM11, NPPF sections 2 and 12.
71. The potential impact on neighbouring properties from noise and floodlighting has been considered by the pollution control officer and has no observations to make. It is noted that artificial light pollution can be a statutory nuisance and this aspect has been discussed with the pollution control officer previously. The lighting assessment has considered the properties in the vicinity and discusses luminance of the vertical plane. The report shows compliance with the control of obtrusive light. Also, given that the nearest residents are a minimum of about 31.5 metres away to the west and 43.3 metres to the north, there are existing lights within this area, the site lies within an existing park and sports facilities and there are mature trees and hedges surrounding the area proposed for the tennis courts and lighting it is considered that the proposal will have only minimal impact on the amenities of existing residents. To further control amenity impact a condition is suggested to control the hours of use of the facility.
72. Lighting specifications and floodlight location details have been submitted with the application. Floodlighting for such activities is normally between 6 and 10 metres high. The scheme proposes a total of 18 lamps on twelve 7 metre nominal height columns to provide a balance between light provision and visual impact on the area. Light spill assessment indicates that the lighting can be designed to limit excess levels of illumination outside the area of sport activity typical of such facilities.
73. The operation of similar facilities in Norwich has been to configure floodlights so that individual courts can be lit at any one time and lights defaulted to be off and only come on when operated by a coach or a hirer which further limits any impact should all courts not be in use. Final details of lighting are suggested to be covered by planning condition.

Main issue 6: Transport

74. Key policies and NPPF sections – JCS6, DM28, DM30, DM31, NPPF sections 2 and 9.
75. A number of concerns have been raised in relation to verge parking along The Avenues and resultant damage to verges and trees in this area. Heigham Park does not have a dedicated car park, but unrestricted parking is currently available on The Avenues. Transportation officers are aware that there are extant issues with parking on The Avenues that is a cause of concern to residents, i.e. verge parking that damages the grass. This parking issue has been ongoing for many years when the park and its tennis courts were operational, but the issue has worsened as local parking controls have been introduced.

76. Transportation officers have suggested the use of the members' annual highway fund for a parking management scheme for The Avenues, that will extend from Christchurch Road to Recreation Road, for consultation/implementation during the financial year 2018/19. The emerging proposal will seek to prohibit parking on the grass verges for the entire length of The Avenues adjacent to the park and provide two on-street bays for short stay parking (provisionally 4hrs 7 days a week) these bays can be used by any visitor to the area, including park and tennis court users. We are confident that this new arrangement will manage the known parking issues and provide a useful supply of parking for users of the new tennis courts and other park users.
77. Construction access, servicing and future cycle parking provision are adequately provided for within the scheme and conditions are suggested in relation to details of cycle parking, hard surface treatments for the new gate access area and in the protection of trees during construction phase.

Main issue 7: Biodiversity

78. Key policies and NPPF sections – JCS1, DM6, NPPF sections 2 and 15.
79. The submitted ecology report notes that site is within Heigham Park which is included on the Register of Parks and Gardens of Special Historic Interest and contains mature trees and ornamental planting. There are no designated sites within 1km. The nearest County Wildlife Site is Earlham Cemetery CWS, which is 450m to the north.
80. The report indicates that the existing grass courts of about 0.51ha in area have negligible wildlife value. It is surrounded by a yew hedge of varying height. The surrounding trees are considered to have low potential for roosting bats and buildings to have no potential. The site has areas of higher illumination bounding it, including street lights. The site itself is not considered likely to be used by commuting bats, with any such bats using areas away from the existing enclosed area and shielded from light trespass. To protect bird species it is preferred that the works to breach the hedgerow are undertaken outside of the nesting bird period (March to August inclusive). The report reasonably concludes that the direct and indirect ecological impacts of this scheme will be negligible.
81. The natural areas officer has additionally asked for the development to include some modest ecological enhancements to provide net gains in biodiversity. To avoid the possibility of hedgehogs or other mammals becoming trapped within the fenced area of the courts it would be helpful if the applicant's Ecologist could consider catering for movement through the fenced area and existing fencing within and around the park by use of access points through or beneath fences. It has also been suggested that the existing fencing around the area south of the courts is removed to enable movement of wildlife and improve the potential for future ecological improvements in this area of the park. Hibernacula such as log piles located in quiet spots around the park and bird nesting and bat boxes elsewhere in the park (away from lit tennis court area) are also suggested to be sought by way of condition.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition. Improved provision of cycle parking within this section of the park has been suggested which could be positioned to serve the tennis courts without significant impact on the area. The agent is open to this suggestion and a condition is suggested requiring details of cycle parking to be submitted and agreed.
Car parking provision	DM31	Yes subject to condition. No new parking is proposed but as part of the overall tennis strategy it has been suggested that travel information could be developed to encourage modal shift away from car usage when booking and using the enhanced courts. Funding measures for off-site works have also been suggested to control verge parking.
Refuse Storage/servicing	DM31	Not applicable – existing facilities are provided
Energy efficiency	JCS 1 & 3 DM3	The lighting will have energy usage implications but it is expected that lighting design and control will seek to limit energy use in line with other initiatives such as redesigned street lighting with LED and demand responsive lighting as part of carbon reduction policies
Sustainable urban drainage	DM3/5	Existing court area is being reused with a new porous hard surface and no change in grass surface surrounding the new courts. There should be no change in terms of surface water impacts.

Equalities and diversity issues

83. There are no significant equality or diversity issues. The scheme provides for accessible facilities.

Local finance considerations

84. 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.

85. 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.

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

Conclusion

87. In terms of the principle of development and the siting of the facility, the scheme will provide an essential recreation and outdoor sports facility that will encourage people to use the Park and for more parts of the year. Subject to further submission and approval of details in accordance with the planning conditions listed below the proposal represents an acceptable development that will enhance recreational facilities for the city as a whole whilst limiting impacts on the historic park, local amenity, access, biodiversity interest and landscape features. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 17/00505/NF3 - Eaton Park, South Park Avenue, Norwich NR4 7AU and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details to be submitted of travel information plan;
4. Details to be submitted for heritage interpretation
5. Details of Arboricultural site meeting, Method Statements including site layout for construction activities / buildings, ground protection mats and for any facilitation pruning to be agreed and implemented;
6. Works in accord with condition 4 outcomes and Arboricultural Implications Assessment, Tree Survey and Tree Protection Plan during construction. Retention of tree protection and no changes within areas;
7. Details of landscaping including - hard surfacing materials to paths and access areas, ecological enhancement; mitigation strategy for hedgehogs or small mammal access programme, planting schedules and landscape maintenance to be agreed and implemented;
8. Details of cycle storage/parking; access gates and use; site lighting; operation of any site lighting to be agreed and implemented;
9. No use of lights after 22:00 hours or before 08:00 hours on any day.

Article 35(2) statement

The local planning authority in making its recommendation has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has approved the application subject to appropriate conditions and for the reasons outlined in the officer report.



NOTES



Proposals Key

- Proposed all weather surface - finished green laid to falls
- Proposed floodlighting column 7m high, with single LED fitting
- Proposed floodlighting column 7m high, with double LED fitting
- Proposed 1.2m high fence with pedestrian access gates in locations as shown, and 1.2m high panes separating courts, all finished green
- Proposed fence, weldmesh 3m high
- Proposed 2m high fence with pedestrian access gate in location as shown
- Proposed cycle stands

Summary of layout, design amendments and mitigation

Court block moved south in order to remove lighting columns from the view from gate to thatched pavilion.

Grass area to the west of court block enclosed within tennis court zone with 3m fence in order to enable lower fencing across the court sides and to protect thatched pavilion

Height of side fencing reduced to 1.2m to reduce the height of fencing obstructing the view of the thatched pavilion- some fencing is necessary for safety reasons

Northern fence to court block reduced from 3m to 2m to reduce impact from highway but also retain balls

Separate recreational zone to the south bounded by 3m fence (enables lower fences along court sides) with a new access point formed through the yew hedge adjacent to the old pavilion for park users to access space

High fence along the side return as far as the base line lighting column will aid ball retention in the corners

Existing court entry gates replaced with approx. 2.5m high bespoke design incorporating automatic entry system and sunroof design to compliment the view along the central westward path

Lighting columns to be finished black.

Additional cycle stands provided to accommodate total of 12no cycles

Heritage interpretation board to be supplied as part of a signage strategy for the park.

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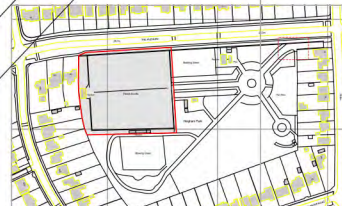
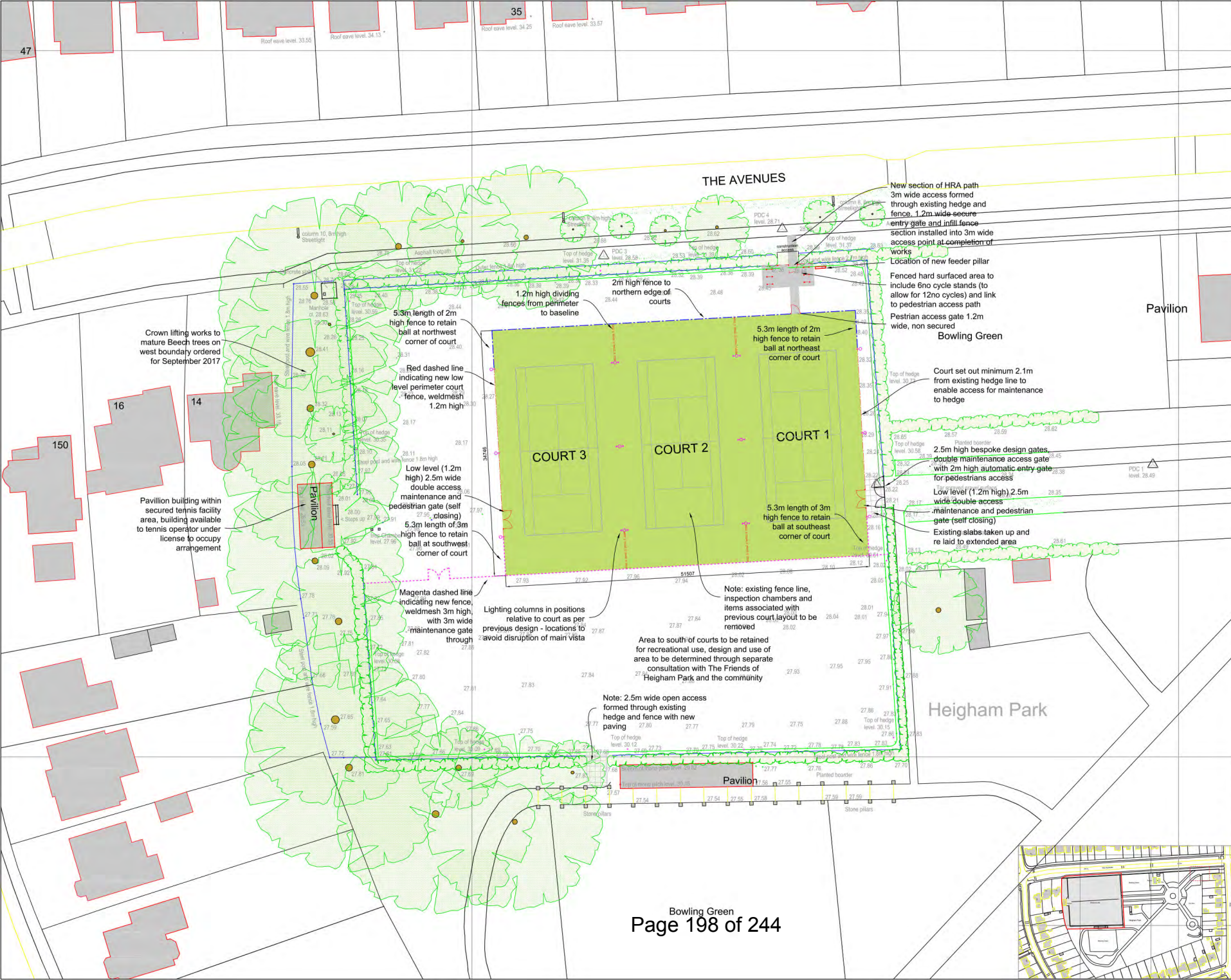
REVISIONS

No.	Date	Notes	rev.	Ord.
A	June 17	Amendments to fence heights and layout to suit sport consultants advice	EL	EL
B	June 17	Further amendments	EL	EL
C	July 17	Additional info added to plan	EL	EL
D	July 18	Interpretation board note amended	LH	
E	4.7.18	Red line amended	LH	

Title
Norwich Parks tennis Expansion Project
Heigham Park
 Revised Proposed Layout Plan
 Option One
 Adjusted court position with low level fencing

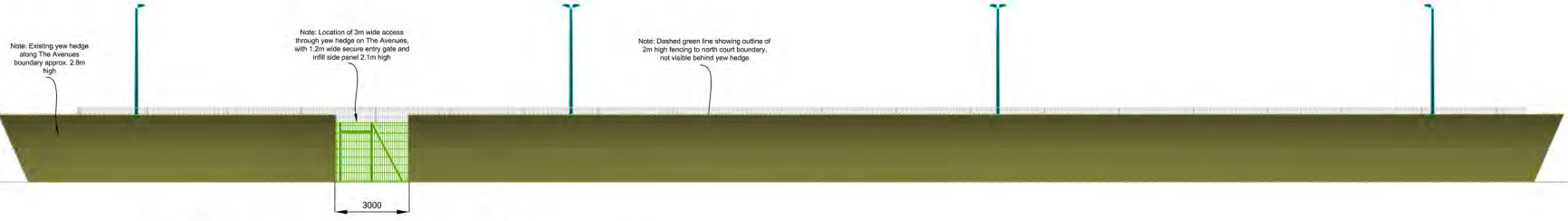
Scale(s) 1:250 @ A1
 Date 06/06/17 DWG. No. LP17/001/P104 rev E
 Designed by SM/MF
 Drawn by EL
 Checked by EL
 NEG. No.

Dave Moorcroft
 Executive Head of Services
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 City Hall, Norwich, NR2 1NH
 tel 0344 980 3333
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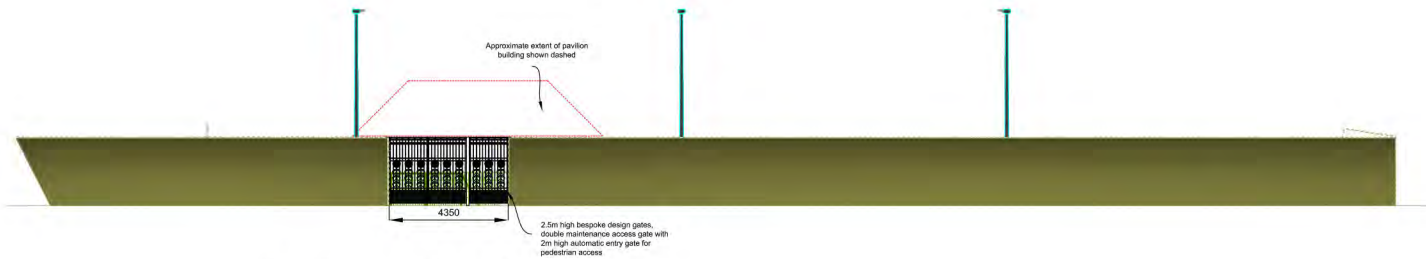




NOTES



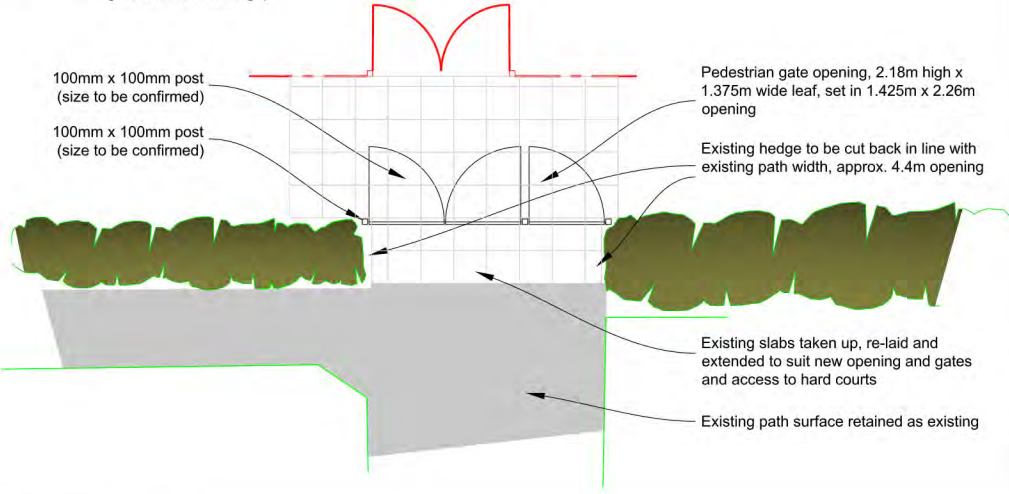
Partial North Elevation (view from The Avenues)



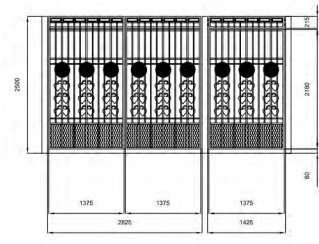
East Elevation (along central vista)

Elevations including hedge
Scale 1:100

Maintenance gate opening, min 2.5m clearance 2.2m high x 1.4m wide (standard gate leaf 2040mm high)



Proposed Gate Plan Details
Scale 1:50



Proposed Gate Elevation
Scale 1:50

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REVISIONS

No.	Date	Notes	Rev.	Ctd.
30.06.17		Elevations amended to suit layout changes	EL	EL
A	20.6.18	PLANNING SUBMISSION DRAWING	LH	LH

Title
Norwich Parks tennis Expansion Project
Heigham Park
Proposed Partial elevations and Gate details

Scale(s) 1:100 & 1:50 @ A1
Date 09/03/17 DWG. No. LP17/001/P106 A
Designed by MJF
Drawn by EL
Checked by EL

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Report to Planning applications committee

Item

8 November 2018

Report of Head of planning services

Subject Application no 18/01026/F - The Alders Cooper Lane, Norwich NR1 2NS

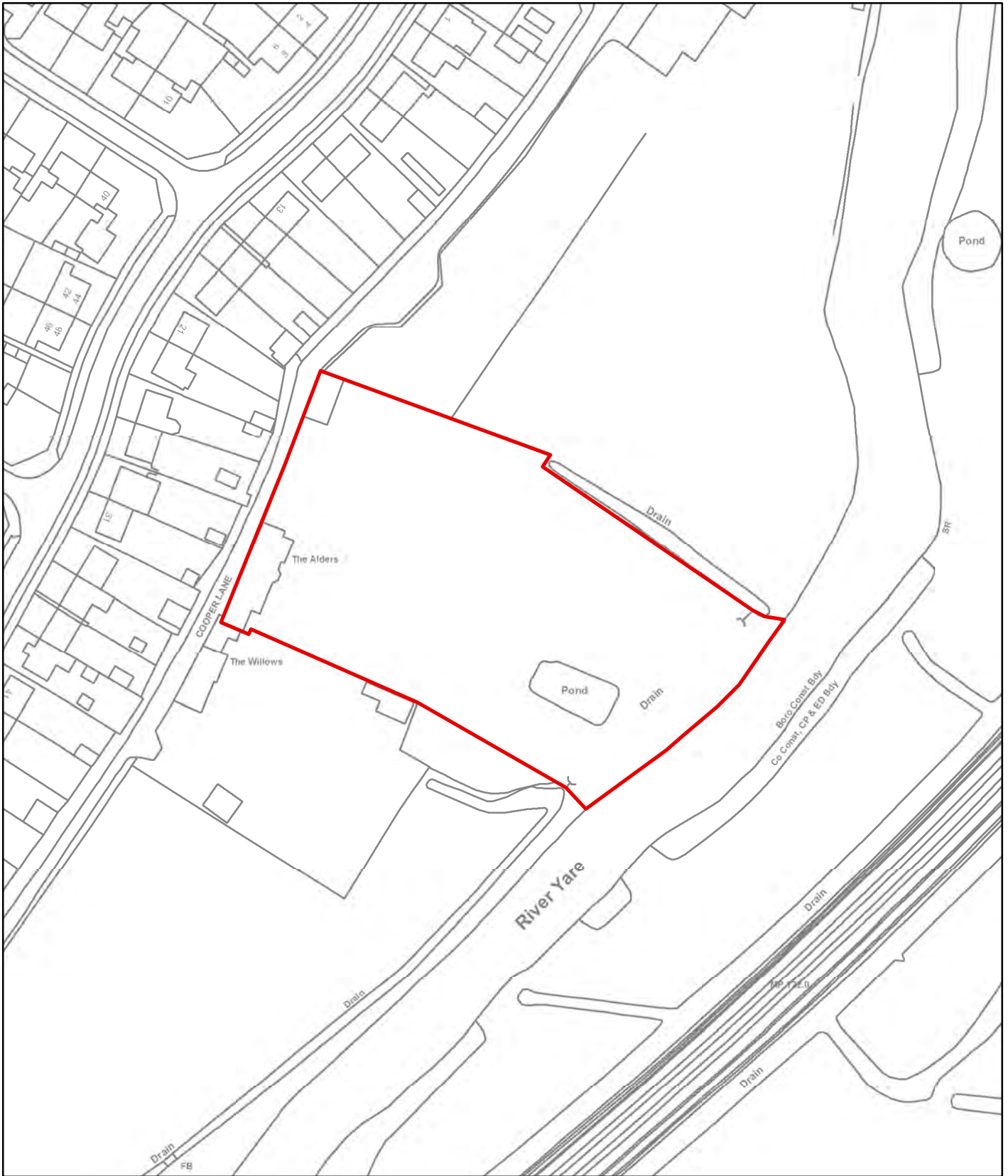
5(g)

Reason for referral Objections and departure from development plan

Ward:	Lakenham
Case officer	Maria Hammond - mariahammond@norwich.gov.uk

Development proposal		
New dwelling.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1	Principle of new dwelling in this location
2	Impact on Yare Valley
3	Design
4	Trees
5	Amenity
6	Transport
Expiry date	13 November 2018
Recommendation	Approve



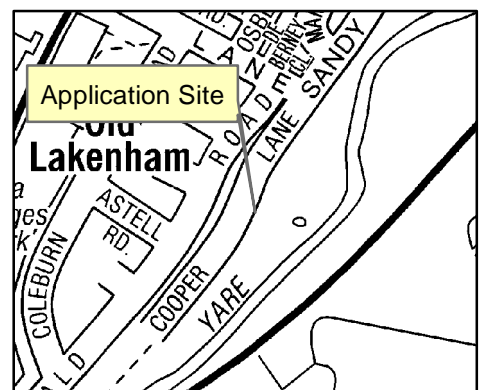
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Planning Application No 18/01026/F
 The Alders
 Site Address Cooper Lane
 Scale 1:1,250



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The 0.12 ha site comprises an existing dwelling and its extensive curtilage situated on the southeastern side of Cooper Lane which itself is to the southeast of the city. Cooper Lane is a minor single track road that runs parallel with Theobold Road off Sandy Lane and also roughly parallel with the River Yare.
2. The application dwelling is one of two dwellings on Cooper Lane, both sited on the southeastern side. Northeast of the site is Cooper's Camp; an area of woodland and open space used by the Scouts as a campsite. Beyond the two dwellings is a further area of woodland and open space. Gardens, garages and pedestrian accesses to the two storey dwellings that front Theobold Road line the northeastern side of the narrow lane. Theobold Road and the dwellings along it sit significantly higher than Cooper Lane.
3. The application dwelling is a two storey stucco and pantile dwelling dating from at least the nineteenth century and built hard up to the edge of the carriageway. Ground levels drop away from Cooper Lane towards the river meaning the ground floor is below the road level and the house is orientated to face towards the river. Consequently, the road elevation only features a short front door at ground floor level, with sash windows above at first floor level, and the majority of the fenestration is on the southeast elevation facing into the garden. The dwelling is sited to the southern corner of its plot with a large curtilage enclosed by a red brick wall to the road and northeast. This is largely laid to lawn with formal planting beds to the front of the dwelling with the area to the side being less formal with a number of trees, including fruit species. The southeastern half of the plot is occupied by wet woodland extending down to the river.
4. A single storey triple garage sits in the northern corner of the site, hard up against the road. The red brick boundary wall extends up to this on the roadside and also on the northeastern boundary to Cooper's Camp. The building has rendered walls, a monopitch corrugated sheet roof and three up and over garage doors. This is the sole vehicular access to the dwelling and there is an opening on the garden elevation allowing cars to drive through the building and park on raised ground on the garden side.

Constraints

5. The site is in the Yare Valley Character Area. Part of the site is at risk of fluvial flooding in flood risk zone 2 and small areas are at risk of surface water flooding. The woodland areas beyond the site to the northeast and southwest are identified as open space.

Relevant planning history

6.

Ref	Proposal	Decision	Date
4/1995/0047	Erection of conservatory & bay window extension	APCON	17/02/1995
4/1995/0091	Erection of garage and creation of new access.	APCON	27/03/1995
4/1999/0674	Subdivision of curtilage to provide site for single dwelling and garage.	REF	21/10/1999

The proposal

7. The application proposes the erection of a new dwelling. This would consist of a sub-division of the existing site along a line approximately 21.5 metres from the northeastern boundary and erection of a new dwelling in the location of the existing garage.
8. The dwelling would appear two storey in height from the road but include accommodation over three floors with a large dormer opening on the garden elevation. The front elevation would be hard up against the road and extend the same length as the existing garage. It would include two garage spaces, one of which would have access through to the garden, as existing.
9. The two garage doors and a personnel door would be the only openings in the rendered ground floor elevation to the road. Two windows would be sited behind louvred openings in the timber cladding above and there would be rooflights on this elevation. The garden facing elevation would feature much larger openings to each of the three floors. A cantilevered balcony would extend across much of the first floor and the second floor dormer would have a balcony partly over the first floor accommodation. The gabled roof would have a covering of slates and the large dormer would have a metal standing seam roof.
10. To replace the vehicular access to the existing dwelling that would be lost, a new four metre gated opening is proposed in the brick boundary wall approximately 5 metres northeast of the existing dwelling. The gates would open to a ramp down to a gravel parking area.

Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Two letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Loss of privacy	See main issue 5
Parking for guests will be a problem.	See main issue 6
Will Cooper Lane be able to take more cars? It has become busier over the years, cars regularly use it as a turning area and many cars now park there as Theobold Road is overcrowded. The lane is narrow and used by families and dog walkers.	See main issue 6
Wildlife in the area will be affected, there are many birds, bats and squirrels living in the trees in the garden of The Alders. The trees would not be so attractive to wildlife if the noise and light from a three storey dwelling is present.	See main issue 2
If it was greenbelt in 1999, what has changed?	The site is not and has not been classified as 'greenbelt'. The 1999 application (4/1999/0674) was refused due to policies protecting the river valleys, as considered further below in main issue 1.
Trees have been cut down before planning permission granted, how many more to be lost? Trees in this green corridor block out emissions and noise from the A47 and their removal will have a detrimental affect on the area.	See main issue 4
The property is not in keeping with existing buildings within the river valley corridor on the eastern side of Cooper Lane.	See main issue 3

Consultation responses

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

Highways (local)

- 13.No objection on highway grounds. The means of access is acceptable.

Landscape

14. If the construction phase is undertaken with care, then the proposals should not damage the environmental quality, biodiversity or character of the Yare Valley character area.
15. To ensure all reasonable opportunities are taken to avoid harm to and protect and enhance the natural environment I would recommend the following:
A clear construction exclusion zone is established to protect the existing trees and to ensure the site compound is restricted to a minimal area, thereby preventing any unnecessary destruction or disturbance to adjacent habitats.

Bat boxes to be provided and erected to encourage roosting; and the provision of externally visible lighting be kept to a minimum to prevent light pollution and any interference with bat feeding patterns by the attraction of insects.

Ecology

16. The demolition of the garage does not cause significant concern in terms of the impact upon biodiversity, however there is a dense section of ivy which could provide summer bat roost spaces and has previously providing bird nesting sites. The building is considered to be unsuitable for barn owls. A watching brief by the licensed bat ecologist is recommended at this time.
17. Given the location of the site it is highly likely that foraging and commuting bats use the site, especially further east towards the River Yare. As such the introduction of external lighting should be kept to a minimum to reduce light spill. The active nests of all bird species are protected and the trees to be felled should therefore be inspected for nesting birds if works are to commence during the period 1st March- 15th September.
18. Conditions recommended.

Tree protection officer

19. The revised details of the new access point are acceptable. All work undertaken in the retained trees RPA to build the driveway and foundation of the lower ground floor should be carried out under arb supervision. Recommended conditions.

Norwich Society

20. The proposed dwelling is of a very good contemporary design which we support. However, we are concerned that it may be within the River Valley Policy area. We are also concerned about the principle of developing in the river valley.

Yare Valley Society

21. Object on the following grounds: Contrary to Policy DM6, does not lie within the areas designated for development in the Local Plan and is an incremental step towards the destruction of the Yare Valley Green Infrastructure Corridor.
22. Approval of this application will mean that yet another incremental bite has been taken from the Yare Valley Green Infrastructure Corridor, a step on the path to the

destruction of the corridor by repeated incremental bites. This is at a time when the need for the protection of the Corridor is becoming ever more important for the protection of wildlife and to meet the demand for informal green recreation from a growing population from developments that are already taking place in designated development areas in the vicinity of the Valley. The corridor is vital to the wellbeing of wildlife and humans.

Assessment of planning considerations

Relevant development plan policies

23. **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

24. **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
 - DM6 Protecting and enhancing the natural environment
 - DM7 Trees and development
 - DM12 Ensuring well-planned housing development
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

25. **Relevant sections of the National Planning Policy Framework July 2018 (NPPF):**
 - NPPF2 Achieving sustainable development
 - NPPF9 Promoting sustainable transport
 - NPPF5 Delivering a sufficient supply of homes
 - NPPF12 Achieving well-designed places
 - NPPF8 Promoting healthy and safe communities
 - NPPF14 Meeting the challenge of climate change, flooding and coastal change
 - NPPF15 Conserving and enhancing the natural environment

26. **Supplementary Planning Documents (SPD)**
 - Trees, development and landscape SPD adopted June 2016

Case Assessment

27. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate

otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

28. Key policies and NPPF paragraphs – DM12, DM6, NPPF paragraphs 11, 55, 61, 170 and 174
29. Policy DM12 allows for new residential development across the city, subject to certain exception criteria. One such criterion is where the land is specifically designated for non-residential purposes.
30. This site is within the Yare Valley Character Area, a corridor of land along the River Yare which is identified as having a special character, providing a green urban edge and separating the city from the suburbs and employment areas in South Norfolk. It is an important natural environmental resource that is vulnerable to potentially unsympathetic development.
31. Within the Yare Valley Character Area, Policy DM6 only allows for development which would not damage the environmental quality, biodiversity of character of the area. In addition it restricts the types of development permissible to: development for agriculture and forestry purposes; facilities ancillary to outdoor sport and recreation or other uses appropriate to the policy; or, the limited extension of or alteration to existing buildings. Therefore, within this area, the only development that the policy permits is any of these listed types providing it does not damage the character area. As a policy which doesn't allow for residential development, it is an area covered by the exception to the generally permissible approach of Policy DM12 to residential development across the city.
32. As the application proposes a new dwelling, the principle of the proposal is contrary to Policy DM6. It must, however, be considered what weight can be given to this policy, what it is seeking to achieve, what harm the proposal would cause to these objectives and any other material considerations weighing in favour of the proposal.
33. In terms of the weight that can be given to Policy DM6, as the Council cannot currently demonstrate a five year housing land supply, it cannot be given full weight in the determination of the application. The policy is consistent with paragraph 170 of the NPPF which seeks to protect and enhance valued landscapes. The Yare Valley Character Area is, however, a local policy designation and does not benefit from any statutory protection or specific policy in the NPPF which, when applying the NPPF presumption in favour of sustainable development, would provide a clear reason for refusal of development where other policies are out of date with regards five year housing land supply. Policy DM6 therefore attracts significant, but not full, weight in the determination of the application and an assessment against the objectives of this policy is made in main issue 2 below.
34. With regards other material considerations that may weigh in favour of the proposal, the application is proposed as a self build dwelling. The *Self Build and Custom Housebuilding Act 2015* requires local authorities to keep a register of those

seeking to acquire serviced plots for self build and custom housebuilding and sets a duty to have regard to this and grant enough suitable development permissions to meet the identified demand. There is no shortage of land that could be considered serviced plots across the City to meet demand. Therefore, whilst regard must be had to the duty to meet demand for self and custom housebuilding in the determination of this application, it is not a material consideration of such significance that it, in itself, outweighs the need to protect the environmental quality, biodiversity and character of the Yare Valley.

35. With regards the history of the site, in 1999 an outline application (reference 1999/0674/O) for a new dwelling was refused because of its location in an area designated as river valley. It was also considered contrary to a policy which prohibited infill development where it would damage the environment and because it resulted in the removal of trees in an area designated as a green link. That policy framework has been superseded and the current proposal must be considered on its own merits in the context of the current development plan, NPPF and other material considerations. Protection of the Yare Valley, the environment and trees remain key considerations and an assessment against relevant policies is made below.

Main issue 2: Impact on Yare Valley

36. Key policies and NPPF paragraphs – DM6, NPPF paragraphs 170 and 174
37. The objective of Policy DM6 with regards the Yare Valley is to protect this important natural environmental resource from potentially unsympathetic development which could otherwise compromise its character. The Yare Valley is the only area of the city which benefits from such explicit safeguarding from development and is described in the supporting text to Policy DM6 as a: *“a green corridor to the south of Norwich, separating the city from suburbs and employment areas in South Norfolk and providing a green urban edge”*.
38. The application site is 120 metres deep from the road to river at its longest point and can be considered to consist of three zones of different character. The built development (existing dwelling and garage) is all concentrated hard up against the road and relates to the residential character to the north along Theobald Road, albeit of a different era and much lower density. A number of mature trees provide a sense of enclosure within the site nearest the road and provide a green backdrop from Cooper Lane. The site then opens up to the garden area which is laid out formally to the front of the dwelling and with an orchard of fruit trees to the side in front of the garage. Ground levels drop gently across the site and the remaining half of the site is occupied by wet woodland up to the riverbank. This habitat continues to the north and south of the site along the river bank and has a wild and natural character.
39. Policy DM6 does not permit any development which would damage the environmental quality, biodiversity or character of the Yare Valley. The proposed development is concentrated in the northern corner of the site and would not extend significantly beyond the footprint of the existing garage and raised ground. The character of this area of the existing residential curtilage is not typical of and does not relate closely to the green, undeveloped character of the river valley. The existing garden area to the front of the garages would remain as it is and the wet woodland would be retained and managed. This woodland is sufficiently deep

(approximately 60 metres) and dense to screen views of the development from the river and the opposite bank. Should any views be obtained from the rising ground across the valley, they would likely be of the roof of the proposed dwelling against the backdrop of houses on the higher ground on Theobold Road.

40. It is not therefore considered the area of the site to be developed has the undeveloped environmental quality or landscape character that is typical of the Yare Valley as it is already developed and in residential use. Whilst Policy DM6 does not allow for new dwellings in the Yare Valley Character Area, it allows for the limited extension or alteration of existing buildings and some regard can be given to the fact the dwelling would replace an existing single storey building. Furthermore, in the context of the whole site, the scale of change is relatively small and contained to a discrete part of the land furthest from the river and nearest other dwellings. In the context of the Yare Valley, it is a negligible change. Therefore, subject to the construction area being contained tightly to the area around the existing garage, it is not considered the environmental quality or character of the Yare Valley would be damaged as a result of the proposed development. In order to manage the spread of any ancillary development in the garden area between the dwelling and wet woodland, it is considered necessary to remove permitted development rights for outbuildings and means of enclosure.
41. In terms of biodiversity, a Bat and Nesting Bird Survey has been submitted. As noted in neighbour representations, the site does have potential for bats and nesting birds to be present. The trees to be removed were surveyed and found no obvious signs of bat use and the garage is considered to have negligible interest. Conditions are recommended, included a watching brief for the removal of ivy on the garage and further tree checks prior to works. It is considered that these conditions can satisfactorily protect any protected species and enhancements are also recommended. The proposal would not therefore harm the biodiversity of the site, or wider Yare Valley.
42. The concerns of the Yare Valley Society and Norwich Society regarding development within and the incremental loss of parts of the Yare Valley Character Area are appreciated. Each proposal must be considered on its own merits and in this case the existing character of the site and containment of the proposed development to the northern corner of the site are such that the proposal would not result in any damage to the wider area and thus ensure the Yare Valley Character Area is protected. Due to the specific circumstances of this site, it is not considered that permitting this isolated proposal would set an undesirable precedent.

Main issue 3: Design

43. Key policies and NPPF paragraphs – JCS2, DM3, NPPF section 12
44. As assessed above, the siting of the dwelling in the northern corner of the site is considered appropriate to protect the Yare Valley Character Area. This is also considered appropriate to respond to the position of the existing dwelling, the character of development along this side of Cooper Lane and also to secure the retention of the historic brick wall to the road and side boundaries.
45. The siting, scale and orientation all echo the existing dwelling. It would present a relatively simple and plain elevation to the road with traditional render and slate materials. However, the detailed design and materials to the garden side of the

dwelling are more contemporary in style, featuring large areas of glazing and balconies. Large openings are necessary to overcome the shading of adjacent trees to be retained and gain sufficient natural light. The footprint of the dwelling and cantilevered design of the balcony have also been designed to protect the adjacent tree and this is considered further below.

46. The scale of the three storeys of accommodation is broken up by the balconies and use of a large dormer opening to contain the second floor accommodation in the roofspace means the dwelling would be no higher than the existing. The materials proposed are a mix of traditional and more contemporary which, although not particularly characteristic of this area, are considered sensitive to the setting and appropriate to the design. Whilst the design may not be in keeping with the existing older dwellings on Cooper Lane or mid-twentieth century development on Theobold Road and Sandy Lane, it is considered that the dwelling has been designed sensitively to positively respond to the constraints of the site and its setting.
47. The new vehicular access to the existing dwelling would result in the loss of a section of the boundary wall to Cooper Lane. This wall is likely to be contemporary to the dwelling and is built of attractive local red brick. The loss of a section to provide this new access is therefore regrettable, however the site is not in a Conservation Area and the wall and adjacent dwelling and neither statutorily or locally listed. It is accepted that a new access point to the dwelling is necessary and considered that it has been designed as simply and unobtrusively as possible. This aspect of the proposal is not, therefore, unacceptable.

Main issue 4: Trees

48. Key policies and NPPF paragraphs – DM7, NPPF paragraph 170
49. The site is not in a Conservation Area and none of the trees are protected by Tree Preservation Orders, therefore any tree removals prior to the application have not required consent. It is proposed to remove twelve trees for arboricultural reasons and to facilitate the development. All but one are low quality and seven are fruit trees. There is no objection to their removal and the proposal has been designed to ensure the retention and protection of more significant trees.
50. Management and monitoring of the wet woodland is also proposed to maximise its ecological benefits and this is welcomed.
51. Subject to conditions securing the protection of retained trees throughout construction, the proposal is considered acceptable in respect of its relationship with trees. The use of tree protection fencing will also contain the construction area tightly around the existing garage area and protect the rest of the site from any harm during construction.

Main issue 5: Amenity

52. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 127 and 180
53. The dwelling has been designed to protect the amenity of the dwellings on Theobold Road by only having two windows and rooflights on the road elevation and the windows are set behind louvres in the timber cladding. This is considered sufficient to manage any overlooking or loss of privacy in either direction.

54. There would be large openings on the side and rear elevations which, on the first and second floors, would have views towards the existing dwelling and its garden. Those on the side elevation would be to an entrance hall and landing and one to the first floor living room would be set behind a louvre. Those on the rear elevation would open to balconies and both the window/door openings and external spaces would have views towards the existing dwelling. There would be approximately 24 metres between the dwellings and there would be no direct window to window overlooking. The main views between the dwellings would be of the substantial gardens and the retained trees would filter and screen views of the areas closest to the dwellings. It is therefore considered the proposal would not result in any unacceptable overlooking, loss of privacy or other impacts on the amenity of neighbouring dwellings.
55. The proposed dwelling would exceed minimum space standards. There would be a close relationship between the dwelling and nearest tree such that there may be some shading of the accommodation. This has been taken into account in the design process and the large openings and rooflights are considered to offer sufficient light and a pleasant outlook. It is therefore considered future occupiers would benefit from a good standard of amenity.

Main issue 6: Transport

56. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9
57. Cooper Lane is a narrow single track dead end road with no footway along much of its length. It gives vehicular and/or pedestrian access to the rear of the dwellings on Theobold Road, as well as to the application site and neighbouring dwelling. It is also used by pedestrians accessing the open space at the far end.
58. Whilst Cooper Lane may have become busier in recent years, it remains a quiet, dead end road. There is no highways objection to the accesses to either the new or existing dwellings which would replicate the access arrangement to the existing dwelling where the garages open directly onto the road and there is no turning space within the site. The access to the existing dwelling would be ramped to an acceptable gradient and as such it would not direct any surface water onto the highway. Parking for occupants and visitors would be accommodated within each site and any additional visitors could park on unrestricted roads nearby without causing any significant problems.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition

Requirement	Relevant policy	Compliance
Sustainable urban drainage and flood risk	DM3/5	The ground floor of the dwelling would be lower than the road which is liable to some surface water flooding. Appropriate flood resistant/resilient measures and surface water drainage to mitigate any increased risk can be secured by condition.

Equalities and diversity issues

60. There are no significant equality or diversity issues.

Local finance considerations

61. 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.

62. 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.

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

Conclusion

64. The Yare Valley Character Area is an area of special character which provides an important green buffer between the city and areas beyond. Accordingly, proposals for new dwellings are contrary to Policy DM6 which protects the Character Area from potentially unsympathetic development. In the case of this specific proposal, it is not considered the scale or siting of the development or the degree of change from the character of the site as it exists would be so significant as to harm the environmental quality, biodiversity or character of the Yare Valley. As such it would also not harm the objectives of the policy or wider development plan.

65. The self build nature of the proposal carries limited weight in favour as does the Council's position in relation to five year housing supply which means Policy DM6 cannot be given full weight. The high quality contemporary design of the dwelling, which is sensitive to its setting and neighbouring occupiers, also weighs in its favour.

66. On balance, as the proposal would not cause any harm to the Yare Valley Character Area and is otherwise acceptable, the proposal is considered acceptable and is recommended for approval as a departure from the development plan.

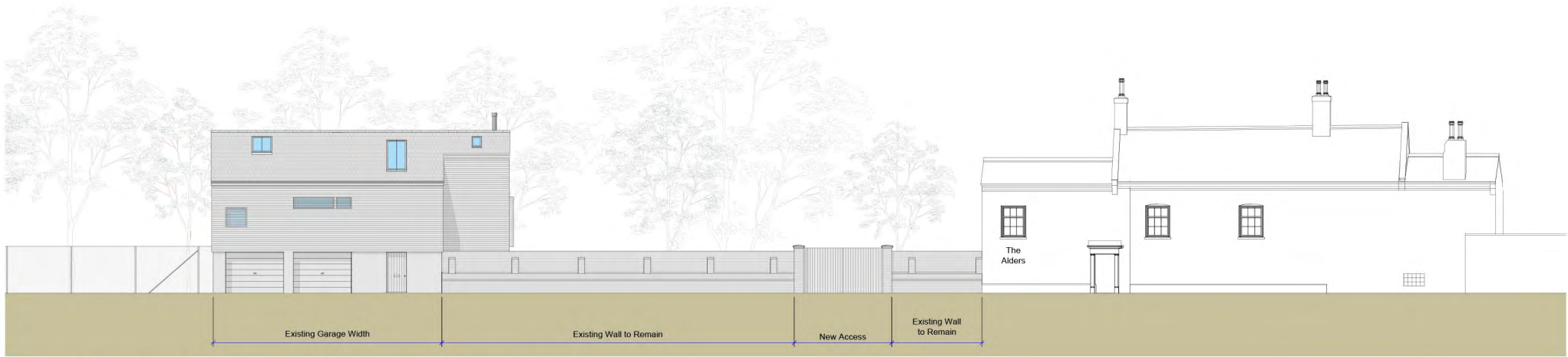
Recommendation

To approve application no. 18/01026/F - The Alders, Cooper Lane, Norwich, NR1 2NS and grant planning permission as a departure to the development plan, subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Material samples;
4. Arboricultural supervision of work in root protection areas;
5. Tree protection measures;
6. Boundary treatments to be agreed and include small mammal access;
7. External lighting to be agreed;
8. No removal of trees or vegetation in 1st March to 31st August, unless demonstrated to have no detrimental impacts on nesting birds;
9. No removal of trees or vegetation in 1st May to 31st August, unless demonstrated to have no detrimental impacts on bats;
10. Bat bricks/boxes to be agreed;
11. Flood resilient/resistant measures to be agreed;
12. Surface water drainage to be agreed;
13. Water efficiency;
14. Bin and cycle storage to be provided prior to first occupation;
15. Remove permitted development rights for curtilage buildings and boundary treatments

Article 31(1)(cc) 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 and has recommended approval of the application as a departure from the development plan subject to appropriate conditions and for the reasons outlined in the officer report.



North West Elevation



South East Elevation



South West Elevation



North East Elevation

No.	Revisions	By	Date
A	DESIGN REVIEW	HC	30.05.18
D	PLANNING SUBMISSION	HC	05.06.18
E	Flood change to table, lower walls to render, window added to west elevation, garage door split in two	HC	01.08.18

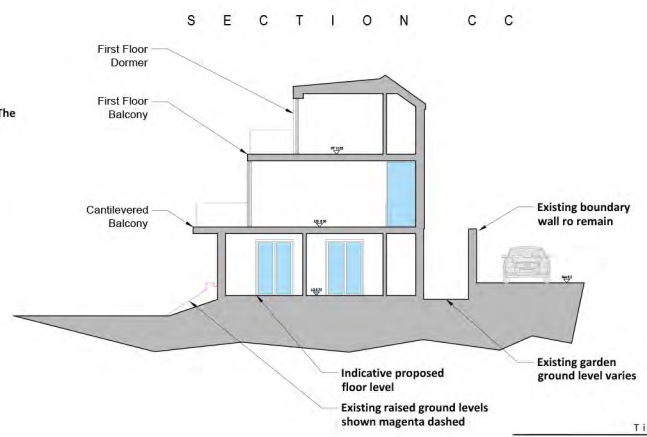
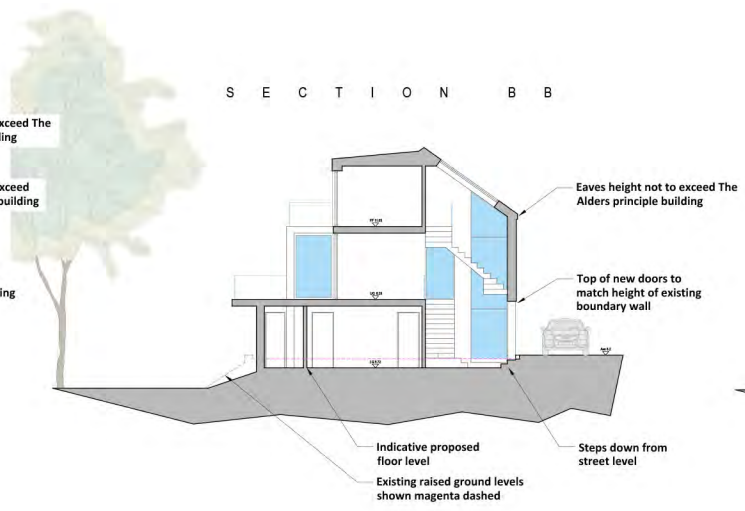
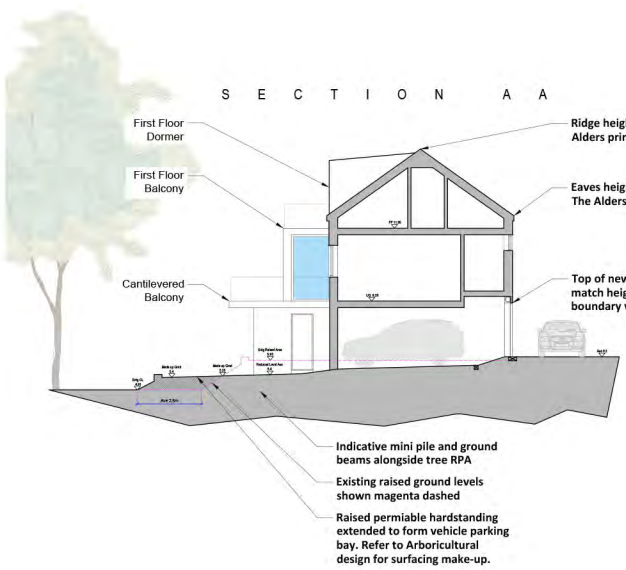
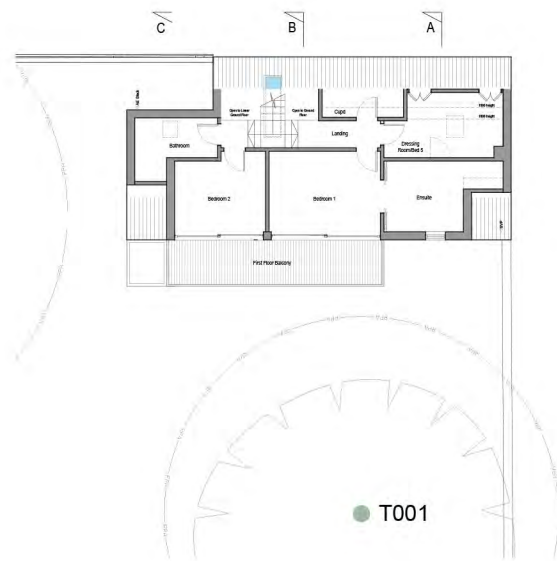
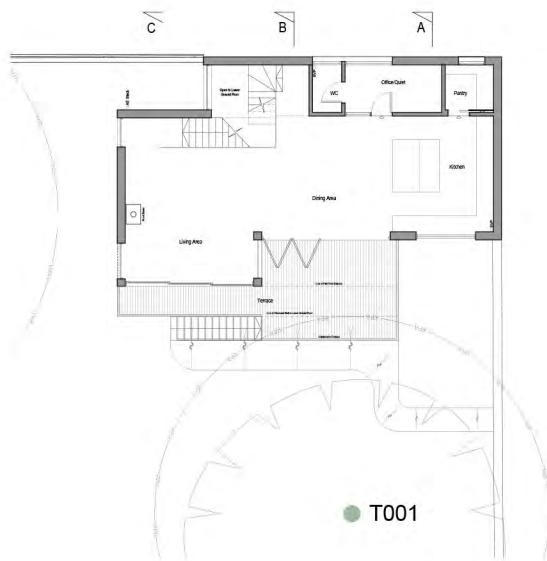
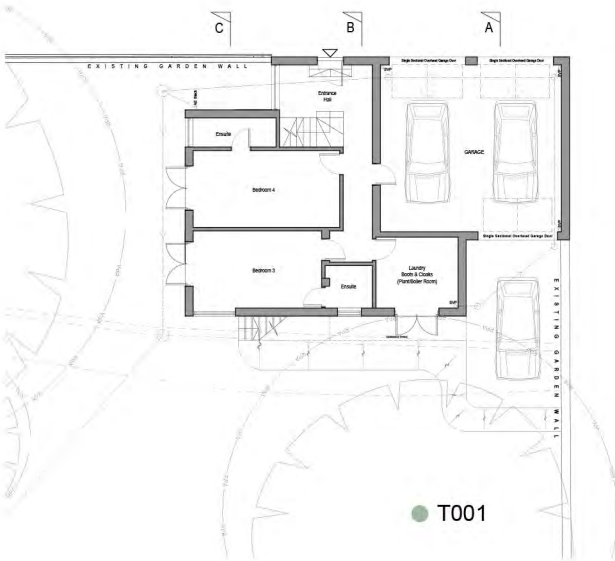
Tidswell Childs			
Architects			
Tidswell Childs LLP Newcastle Street, 20 Chapel Way Norwich, NR1 2NS			
Project			
Proposed New Dwelling at The Alders, Cooper Lane		Scale: 1/10 @ A1	
Client	Mr & Mrs N Ruffles	Date	May 2017
Drawing Title	PROPOSED ELEVATIONS	Sheet	A11
Project Number	NR.001	Revision	03
		Revision	E
		Issue Date	01.05.18



PROPOSED LOWER GROUND FLOOR PLAN

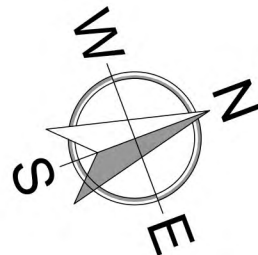
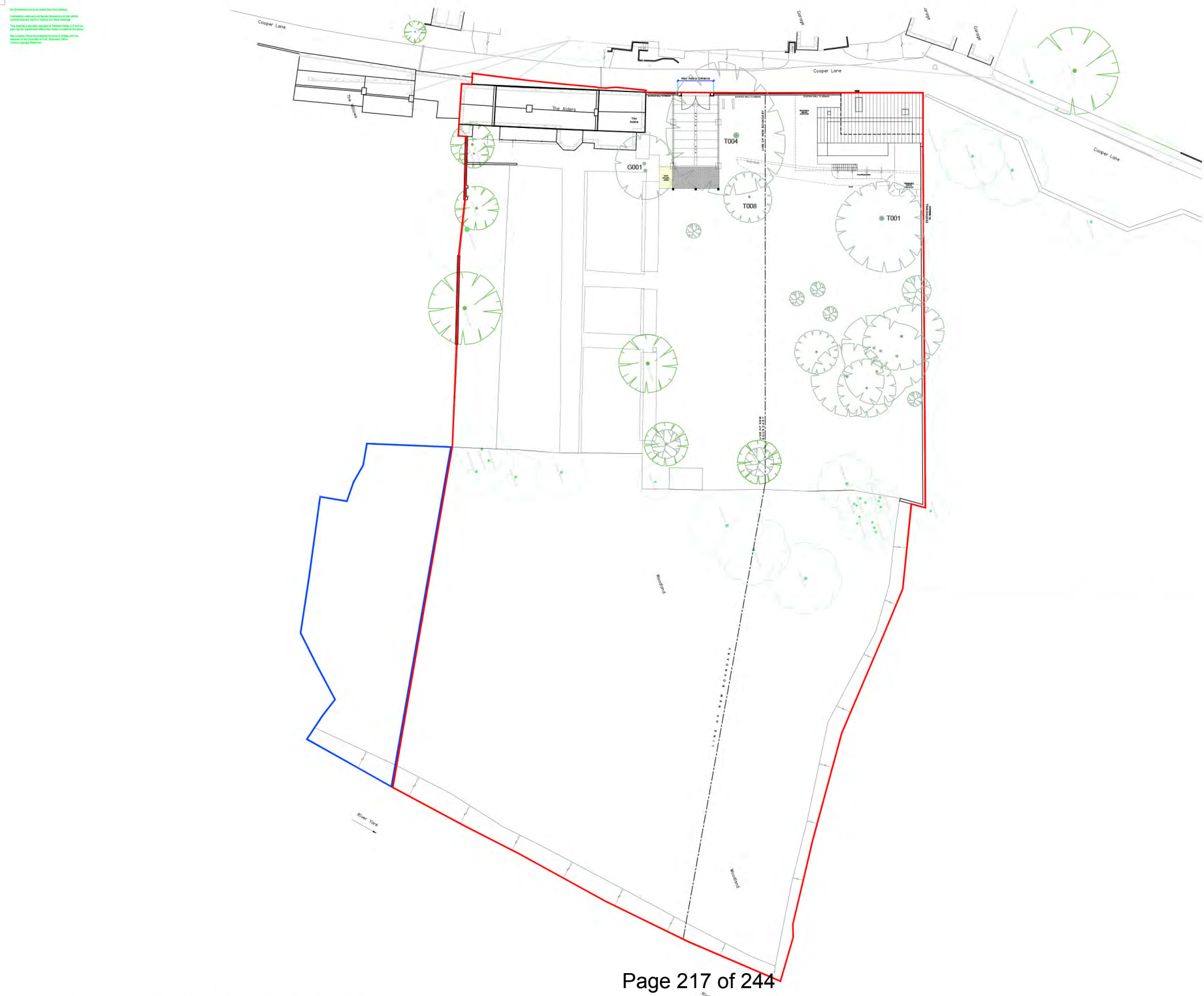
PROPOSED UPPER GROUND FLOOR PLAN

PROPOSED FIRST FLOOR PLAN



<p>Tidswell Childs ARCHITECTS</p>	
<p>Client: M & Mrs R-Puffus</p>	<p>Project: New Dwelling at The Alders, Cooper Lane, Newark, Notts NG24 2JG</p>
<p>Drawing Title: Proposed Floor Plans and Elevations</p>	<p>Date: April 2018 Scale: 1:100 @ A1 Sheet: 04 of 04</p>
<p>Proposed Number: 18.001</p>	<p>Drawing Number: 004 Revision: G Project Code: 20180410</p>

No.	Revisions	By	Date
C	25.06.19	ric	25.06.19



Tidswell Childs			
L14717 001 2019 10/19/19 10/19/19 10/19/19			
<small> Tidswell Childs LLP The Milling House, Old Chapel Way Buntingford Park, Norwich, Norfolk NR10 2JG Tel: 01603 423344 </small>			
Client	Mr & Mrs N Puffles Project: New Dwelling at The Alders, Cooper Lane, Norwich, NR10 2JG		
Drawing Title	Drawn	EC	Scale 1:500 @ A3
Proposed Block Plan	Date	June 2019	Sheet 43
Project Number	Drawing Number	Revision	Revision Code
NR.001	007	E	31.08.19

Report to Planning applications committee

Item

08 November 2018

Report of Head of planning services

Subject Application no 18/00338/F - 152 Gipsy Lane,
Norwich NR5 8AZ

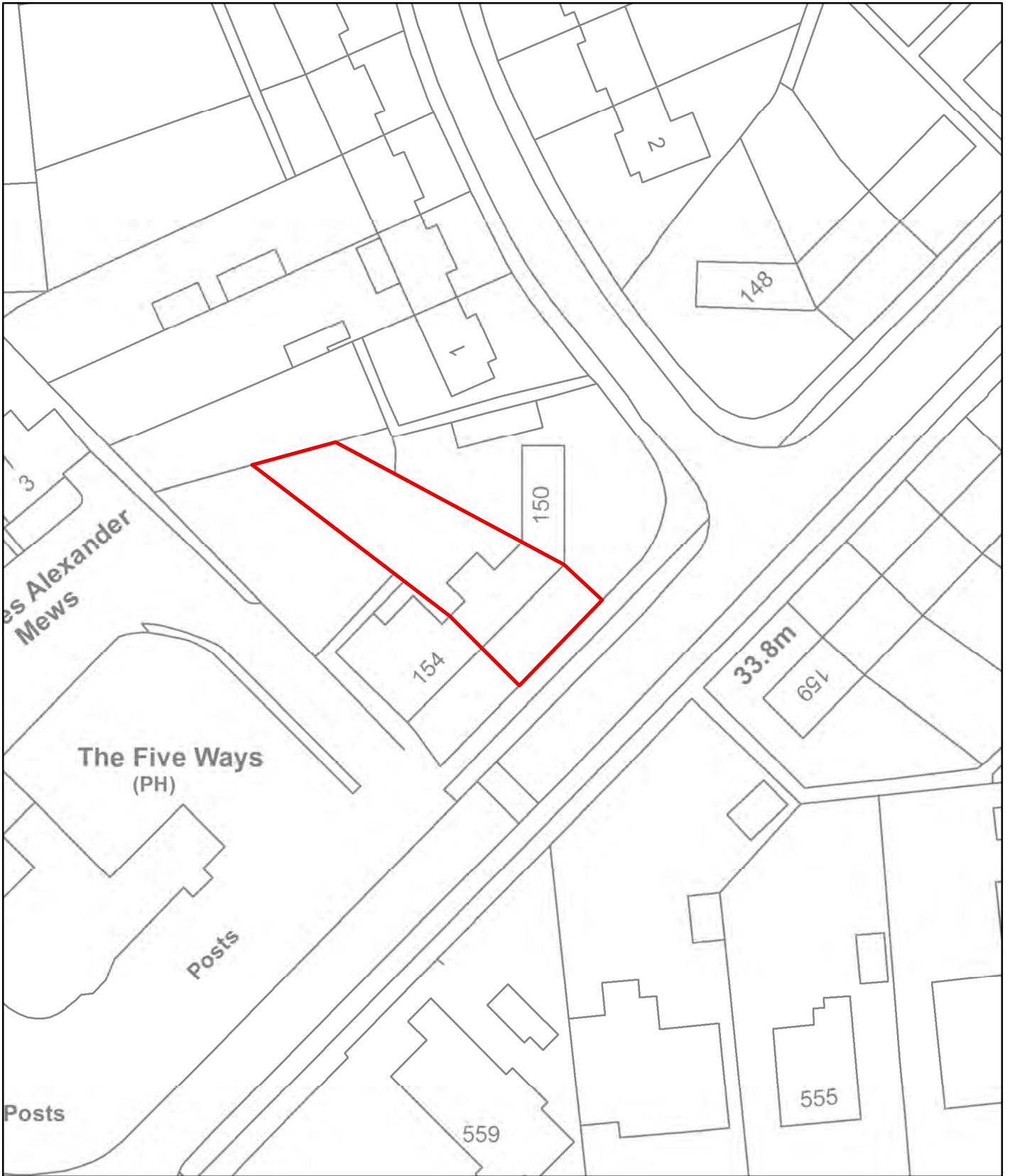
5(h)

**Reason
for referral** Objections

Ward:	Wensum
Case officer	Charlotte Hounsell - charlottehounsell@norwich.gov.uk

Development proposal		
Two storey and single storey rear extension to form 2 no. self-contained flats.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1 Principle	Provision of additional housing, subdivision
2 Design	Scale, materials, siting
3 Amenity	Light, privacy, indoor/outdoor space
4 Trees	Tree removal
5 Transportation	Parking and Servicing
Expiry date	15 May 2018
Recommendation	Approve



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Planning Application No 18/00338/F

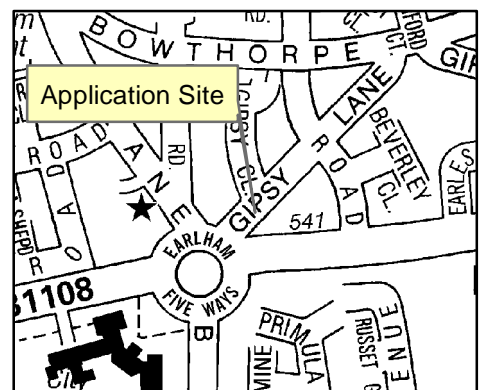
Site Address 152 Gipsy Lane

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The subject property is located on the North side of Gipsy Lane, West of the city centre. The property is of an unusual design at the front elevation with part of the property being rendered and part being brick and mock tudor detailing. The property adjoins No. 150 at an approx. 45 degree angle at the corner of Gipsy Lane and Gipsy Close. The property has an existing parking area to the front of the site. To the West of No. 154 is a passageway which provides access to the rear gardens of Nos. 154 and 152. The garden to the rear of the property is large with one tree located on the Western boundary in close proximity to the house. There is an existing conservatory at the rear of the property which would be demolished to make way for the proposal.

Constraints

2. There are no constraints on this site.

Relevant planning history

3. There is no relevant planning history.

The proposal

4. The proposal is for the construction of a two storey rear extension and a small porch to facilitate the subdivision of the property into two self-contained flats.

It should be noted that revised plans have been received to address officer and neighbour concerns. The assessment below is based upon the revised submission.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	2 dwellings
Total floorspace	Ground floor – 58m2 First floor – 52m2
No. of storeys	2 Storeys

Proposal	Key facts
Max. dimensions	5.40 x 5.10m 5.00m at eaves, 6.30m max. height
Appearance	
Materials	Render, tiles to match existing and uPVC fittings
Transport matters	
Vehicular access	As existing
No of car parking spaces	2 off-road spaces
No of cycle parking spaces	Space for cycle storage in rear garden shed
Servicing arrangements	Spaces for bin storage to front of property

Representations

5. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Two letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

It should be noted that the representations summarised below were received in relation to the originally submitted scheme. Revised plans have been submitted and re-consulted on, however the below objections were not withdrawn or amended.

Issues raised	Response
Overbearing/unattractive structure	See Main Issue 2
Overdevelopment	See Main Issues 1 and 2
Loss of light	See Main Issue 3
Noise Disturbance	See Main Issue 3

Consultation responses

6. 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.

Highways (local)

11. No objection on highway grounds. What provision is there for bin and bike storage?

Tree protection officer

21. Happy for the tree to be removed. Replacement planting elsewhere in the garden would be desirable.

Norwich Society

22. This is over development and the scale is appalling. We support the neighbours' objections.

Assessment of planning considerations

Relevant development plan policies

22. **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
 - JCS4 Housing delivery
24. **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
 - DM7 Trees and development
 - DM12 Ensuring well-planned housing development
 - DM13 Communal development and multiple occupation
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

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

- NPPF2 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- NPPF8 Promoting healthy and safe communities
- NPPF12 Achieving well-designed places
- NPPF15 Conserving and enhancing the natural environment

Case Assessment

28. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

29. Key policies and NPPF paragraphs – DM12 and NPPF5.

30. The principle of residential development is acceptable on this site under policy DM12 subject to the criteria in the second part of DM12 and subject to the other policy and material considerations detailed below given that:

- The site is not designated for other purposes;
- The site is not in a hazardous installation notification zone;
- The site is not in the late night activity zone;
- It does not involve the conversion of high quality office space; and
- It is not in the primary or secondary retail area or in a district or local centre.

31. Furthermore, this proposal does not compromise the delivery of wider regeneration proposals, does not have a detrimental impact upon the character and amenity of the surrounding area which cannot be resolved by the imposition of conditions (subject to more detailed assessment below), contributes to achieving a diverse mix of uses within the locality and contributes to providing a mix of dwellings within the area. The proposal is considered to make good use of the building through extension and conversion of existing residential space and would make a small contribution to housing supply in Norwich.

32. Therefore the proposal is considered to accord with policy DM12 (subject to assessment below) and is acceptable in principle.

Main issue 2: Design

32. Key policies and NPPF paragraphs – JCS2, DM3, NPPF 12.
33. The originally submitted proposal included the provision of a large flat roofed two storey and single storey extension to the rear of the property. This was considered to be incongruous in form to the main dwelling. Concerns were raised by objectors that the proposal would represent overdevelopment of the site.
34. Revisions to the scheme have been submitted which have reduced the scale of the extension at first floor and include a more appropriate pitched roof. It should be noted that similar extension was recently permitted at the neighbouring property 154 Gipsy Lane.
34. The proposal also includes a small porch to the front of the property to allow separate accesses to the ground and first floor flats. The porch would be of brick construction to match the right hand side of the front elevation.
35. Therefore the proposal is considered to be of an appropriate height, scale and form and would not be significantly detrimental to the character of the surrounding area.

Main issue 3: Amenity

36. Key policies and NPPF paragraphs – DM2, DM11, NPPF 8 and 12.
37. Concerns were raised that the proposal would result in loss of light and be overbearing to the neighbouring dwelling. As part of the originally submitted scheme, officers also raised concerns regarding these issues. Due to the angle at which 152 and 150 are joined, these properties have an awkward existing relationship with one another.
38. The revised submission includes a scaled back rear extension. The extension would maintain an approx. 3.30m gap to the boundary with the neighbouring property and would include a pitched roof design to minimise overbearing impacts. It is noted that the proposal would likely change the amount of light received to the neighbouring ground floor window. However, the revisions to the scheme have minimised this impact by reducing the scale of the extension and situating the two storey element along the opposite boundary.
39. The proposal is not considered to result in significant loss of light to No.154. The closest neighbouring window which would be affected by the development serves a first floor bathroom.
39. The rear extension does not include any new windows within the side elevations. New windows are proposed within the rear elevation of the extension however the level of overlooking is not considered to differ significantly from the current situation.

40. Concerns were also raised that the increased occupancy at the site would result in noise disturbance to the neighbouring properties. The existing property is a three bedroom house which could be occupied by up to six unrelated residents without requiring planning permission. The proposal includes the provision of 1 x 1 bedroom flat and 1 x 2 bedroom flat. Given the size of the proposed flats, the level of occupancy is not expected to differ significantly from that of the existing dwelling (or use of that dwelling under permitted development rights). Whilst the provision of two dwellings on the site would likely generate additional activity, this activity would be of a residential nature and therefore in keeping with the character of the surrounding area. Any anti-social noise disturbance is not a material planning consideration and would be dealt with as a separate matter by the Police/Environmental Protection.
40. The proposal would provide two flats which would both comply with overall national space standards. The future occupiers of the flats would benefit from good outlook and ample private rear garden spaces.
40. Therefore, on balance, the proposal is considered to have an acceptable impact on future occupier and neighbouring amenity.

Main issue 4: Trees

41. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
42. It was noted on site that there is one existing tree within the rear garden of the property. It is proposed to remove this tree in order to construct the extension. The Tree Officer has confirmed that they have no objection to the removal of the tree and suggested replacement planting would be beneficial. The replacement planting can be secured by condition.

Main issue 5: Transport

36. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
37. The proposal can provide a policy compliant level of on-site parking. The Transport Officer raised concern as the original submission did not include information regarding bin and bike storage provision. The revised proposal includes an assigned area for bins to the front of the site and a shed within each of the garden areas to provide covered and secure bicycle parking.

Compliance with other relevant development plan policies

43. 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
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	The property is not located within a critical drainage area. The extension would be constructed in an area which is already largely hard surfacing/on the footprint of the existing conservatory. Therefore the proposal is unlikely to have a significant impact upon the surface water drainage situation of the site.

Equalities and diversity issues

45. There are no significant equality or diversity issues.

Local finance considerations

47. 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.

48. 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.

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

Conclusion

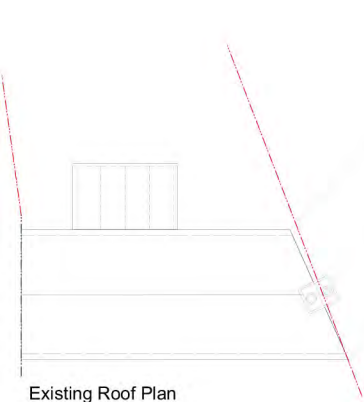
50. The proposal would provide a small contribution to housing supply in Norwich. The scheme has been revised to address concerns regarding overdevelopment and impacts upon neighbouring occupiers. The scheme would provide two flats of an appropriate size with ample outdoor space. The extensions have been designed to an appropriate height, scale and form.

51. Therefore, the development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 18/00338/F - 152 Gipsy Lane Norwich NR5 8AZ and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Replacement tree planting prior to occupation;
4. Bin and bike stores provided prior to occupation;
5. Water efficiency.



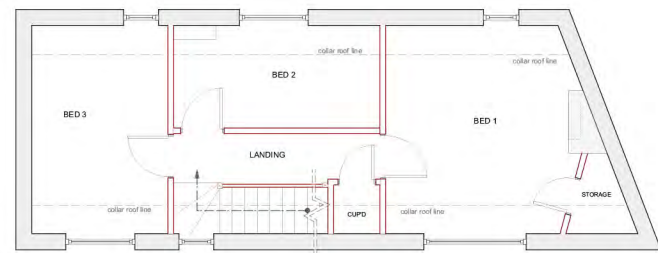
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Scale 1:100



Existing Front Elevation
Scale 1:50



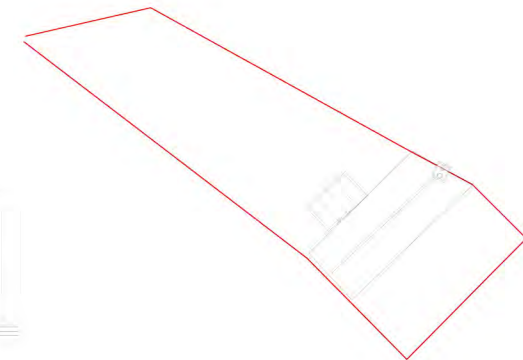
Site Location Plan
(Site boundary - Red
Ownership of adj. land - Blue)
Scale 1:1250



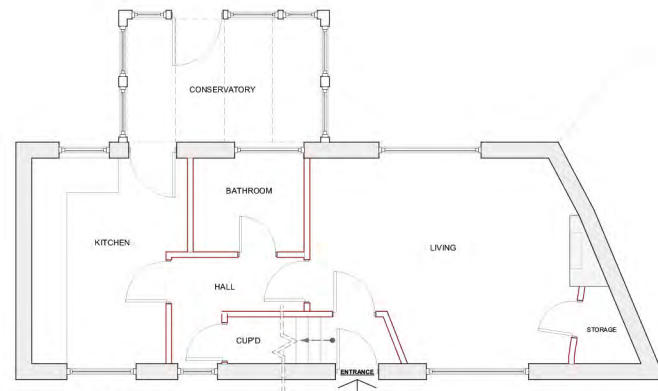
Existing FF Plan
Scale 1:50



Existing Rear Elevation
Scale 1:50



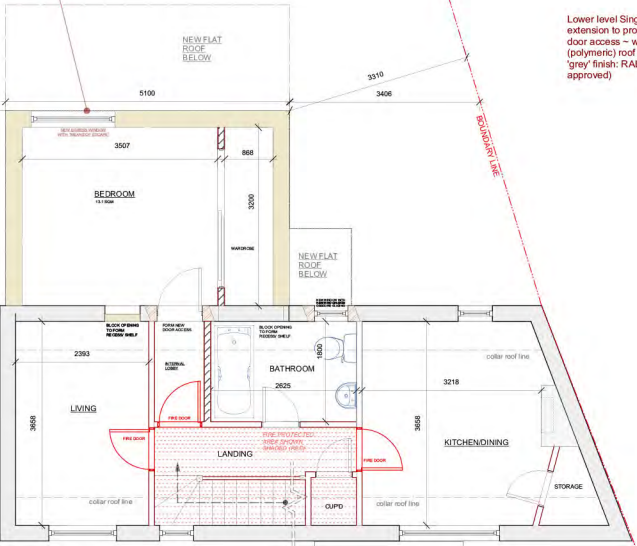
Site/Block Plan
Scale 1:200



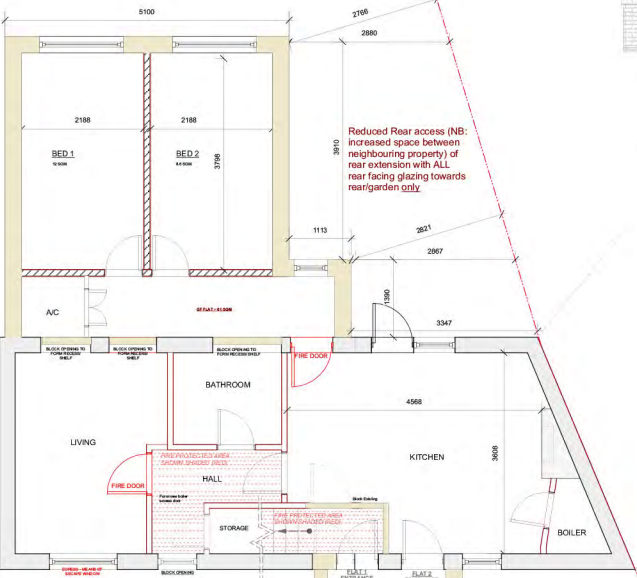
Existing GF Plan
Scale 1:50

atelier 27		228 plumstead road east thorpe st. andrew norwich, norfolk NR7 9HN	atelier 27 Tel: 01603 440634 Email: kristian@atelier27.co.uk
DETAIL: Existing Plans, Elevations & Site Location Plan		PROJECT: Rear Extension - 152 Gypsy Lane, Norwich	
Scale: 1:50/1250 @ A1	Date: Jan 2018	JOB No: 2745	DRG No: PL01 - Rev A

Reduced width AND depth of rear extension with glazing to rear/garden only

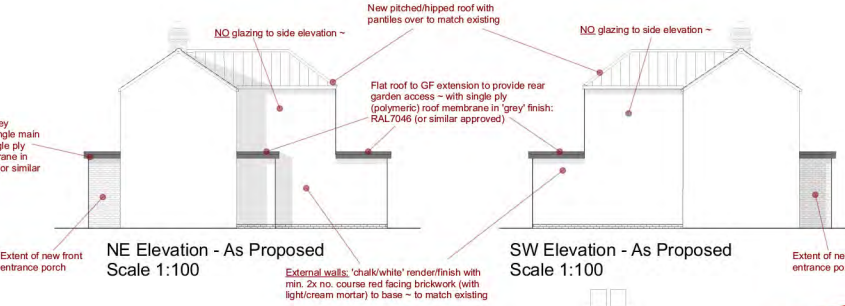


Proposed FF Plan - Scale 1:50



Proposed GF Plan - Scale 1:50

Lower level single storey extension to provide single main door access - with single ply (polymeric) roof membrane in 'grey' finish: RAL7046 (or similar approved)



NE Elevation - As Proposed Scale 1:100

SW Elevation - As Proposed Scale 1:100



Front Elevation - As Proposed Scale 1:50



Proposed Rear Elevation Scale 1:50

NB:
 - All FFL levels to match existing
 - Ground Levels are not to be changed
 - This drawing is for the **ANNEX** submission only and should not be used for construction. ALL dimensions should be carried out prior to any construction or fabrication of any works following approved Building Regulations details/drawings
 - **DO NOT SCALE FROM DRAWINGS**

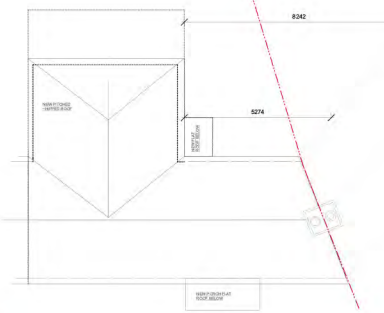
Site Location Plan showing shared pedestrian access to rear garden Scale 1:1250



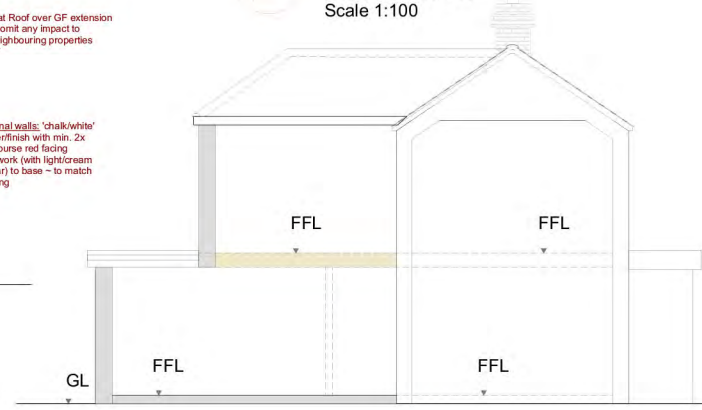
Site/Block Plan Scale 1:200



'Acer' tree for removal Image: 1.1



Proposed Roof Plan Scale 1:100



Typical Section Scale 1:50

atelier 27		228 slumsted road east borso st. andrew norwich, norfolk NR7 2HW	atelier 27 Tel: 01603 440034 Email: kristian@atelier27.co.uk
DETAIL: Proposed Plans, Elevations, Site/Block Plan & Typical Section		PROJECT: Rear Extension - 152 Gypsy Lane, Norwich	
Scale: 1:50/100/200 @ A1	Date: July 2018	JOB No: 2745	DRG No: PL02 - Rev L

Report to	Planning applications committee 08 November 2018	Item
Report of	Head of planning services	6
Subject	Performance of the Development Management Service; Progress on Appeals Against Planning Decisions and Updates on Planning Enforcement Cases	

Purpose

This report updates members on the performance of development management service; progress on appeals against planning decisions and progress on planning enforcement action.

Recommendation

To note the report.

Corporate and service priorities

The report helps to meet the corporate priorities a safe clean and low carbon city, a prosperous and vibrant city, a fair city and a health city with good housing.

Financial implications

There are no direct financial implications arising from this report.

Ward/s: All wards

Cabinet member: Councillor Stonard, sustainable and inclusive growth

Contact officers

Graham Nelson, Head of planning services	01603 212530
Mark Brown, Development Manager (Outer)	01603 212542
David Parkin, Development Manager (Inner)	01603 212505

Background documents

None

Report

Background

1. On 31 July 2008 the planning applications committee considered a report regarding the improved working of the committee which included a number of suggested changes to the way it operates. In particular it suggested performance of the development management service be reported to the committee and that feedback from members of the committee be obtained.
2. The committee has also asked to be informed on the outcome of appeals against planning decisions and enforcement action.
3. The last performance report was presented to committee on 12 July 2018.

Performance of the development management service

4. The cabinet considers quarterly reports which measure the council's key performance targets against the council's corporate plan priorities. The scrutiny committee considers the council's performance data regularly throughout the year and will identify any areas of concern for review.
5. This report will only highlight trends or issues that should be brought to the attention of the planning applications committee for information.
6. For the first quarter of 2018-19, 162 applications out of 178 were dealt with by officers (a delegation rate of 91 per cent) and 16 applications were dealt with by committee.
7. In quarter two 2018-19, 174 applications out of 195 were dealt with by officers (a delegation rate of 89 per cent) and 21 applications were dealt with by committee.
8. The above compares to a delegation rate of 91.4% in 2017-18, 86.4% in 2016-17 and 90.6% in 2015-16.

Appeals

9. There are currently 15 pending planning appeals as listed within the appendix to this report.
10. Two appeals have been allowed, reference details for which are appended to this report. A brief summary of each is provided below:

(a) 39 Prince of Wales Road – Change of use of second floor from B1 Office to C3, a 2 bedroom flat – Delegated refusal

The proposal related to the change of use of the top floor of 39 Prince of Wales Road from B1 to C3. The site is situated within the late night activity zone and the lower floors of the property are operated as a table dancing club. The application was proposed on the basis that it would only be occupied by an individual associated with the club below. The application was refused on policy grounds given its location in the late night activity zone and given that there was no functional link to the club (the flat had separate access) suggesting that it could be occupied independently.

The case was also refused on the basis of a lack of external space and lack of refuse and cycle storage. The inspector was content that noise disturbance could be adequately mitigated via noise mitigation measures and considered that the flat would be acceptable subject to a condition limiting its occupation to persons employed by the business below. The inspector also considered that the yard associated with the club could be used for cycle and refuse storage. Conditions were also imposed requiring a compliance report for noise mitigation measures and for provision of refuse and cycle storage.

(b) Land off Mountergate – Continued use of land for a short/medium stay car park for a period of one year – Delegated refusal

The appeal relates to the continued use of land and buildings for 126 car parking spaces off Mountergate for a period of one year. The site had two previous consents for, each for a year that had both lapsed. The site forms part of an allocation in the Local Plan (CC4) for mixed use development.

The application that was appealed was refused on the grounds that the continued use as a car park, by providing an income stream, was preventing the site from being developed in accordance with the adopted allocation.

The Inspector found that redevelopment of the site in accordance with the allocation was viable, even with the income generated by the car park. He concluded that, on the basis of the information before him, it was not the car park that was a barrier to development but the complications around the site ownership, which involved a freeholder and a long leaseholder from whom the appellant leased the site for use as the car park. Under these circumstances, he concluded that it would be appropriate to grant another temporary consent. In doing so, he attached weight to the benefit of having the site in a productive use rather than vacant. He also noted that the lease as a car park was on a short term basis, which could be easily terminated in the event that proposals for comprehensive redevelopment came forward.

11. Three appeals have been dismissed, reference details for which are appended to this report. A brief summary of each is provided below:

(a) 9 Bracondale – Construction of a 3 storey apartment building and associated works – Delegated refusal

The appeal site relates to land that was previously garden land to 9 Bracondale. The land was divided off from the property under a previous permission, which allowed a new dwelling to be constructed.

The Inspector identified two main issues with the proposal:-

- Whether the proposed development would preserve or enhance the character or appearance of the Norwich City Centre Conservation Area and the setting of the Bracondale Conservation Area and nearby non-designated heritage assets; and

- The effect of the proposed development on the living conditions of the occupiers of nearby dwellings with particular reference to outlook and/or privacy.

On the first point, the Inspector concluded that the new building would be appreciably higher than no. 9; bulkier and reflect different design principles. It would also occupy a substantial part of the grounds. He found that the new building would harm the setting of no.9 through the significant erosion of the open character of the site and through visual completion due to its scale and design. He arrived at a similar conclusion regarding the neighbouring property of Southgate House. However, he did not agree that the proposal caused harm to vistas along Southgate Lane from Bracondale.

On the second point, the Inspector agreed that a cart shed forming part of the scheme would give rise to unacceptable living conditions for the occupants of Southgate House because it would adversely affect outlook. He did not agree that there would be any loss of privacy to either Southgate House or to other properties in Southgate Lane.

In coming to his conclusions, the Inspector took into consideration that the council has, in his words, a modest shortfall in housing land supply. He therefore applied the 'tilted balance' in paragraph 11 of the NPPF but in doing so he attached 'great weight' to the harm caused to the conservation area and concluded that the appeal should be dismissed.

(b) Car park adjacent to Sentinel House, Surrey Street – Redevelopment of the site for the erection of 285 student bedroom development – Committee refusal

The Inspector identified two main issues:-

- The effect of the proposed development on the living conditions of the occupiers of Carlton Terrace and whether the future occupiers of Sentinel House and the proposed student accommodation would be likely to experience acceptable living conditions, with particular reference to outlook, any loss of light and /or privacy; and
- Whether the proposed development would preserve or enhance the character or appearance of the Norwich City Centre Conservation Area and its effect on the setting of nearby listed buildings and non-designated heritage assets.

In considering the first issue in relation to Carlton Terrace, the inspector commented as follows:

- (i) Outlook from the properties would change and the sense of enclosure would increase but the open car park to the rear of the terrace and given the height of the new building and the degree of separation, the relationship with Carlton Terrace would not be over-bearing;

- (ii) The distances between the new building and Carlton Terrace and the use of angled windows in the new build would not give rise to loss of privacy either directly from the student units or from the roof top terraces;
- (iii) The proposed development would reduce the daylight and or sunlight for a number of rooms in Carlton Terrace below the levels set out in the BRE Guidelines. The greatest effect would be upon the canopied windows and I have regard to the very low VSC % that they presently have. Other than for W1 and W2, the change in respect of the other rooms affected would be marginal. On the balance of evidence, the Inspector concluded that the living conditions of the occupiers of Carlton Terrace would not be unacceptably compromised by the appeal scheme.

The inspector made the following comments about the impact of the scheme upon the future residents of the flats in Sentinel House:-

- (i) Future residents of Sentinel House would experience poor outlook from the windows facing the appeal site due to the proximity and height of the new building; and
- (ii) Some of the windows in the new building facing Sentinel House would use privacy screens. These screens would themselves result in unacceptable living conditions for the students who occupied the affected rooms.

On the second point, the inspector concluded that the proposal would preserve the character of the conservation area. In coming to this conclusion, he observed that the area is dominated by a number of tall buildings dating from the 20th Century. He noted that:

“The proposed development has been designed so as to step up towards Sentinel House when viewed both along Queens Road and from Surrey Street and consequently, I do not find it out of scale with the neighbouring buildings, either in terms of its height or mass. Furthermore, I do not find it unacceptable that the appeal scheme takes some reference from the neighbouring tall buildings in terms of height, given their prominence in this part of the city. In addition, its design is significantly different and it would not have the monolithic appearance of Sentinel House and Norfolk Tower through the combination of the differences in height and use of materials. Given the careful attention given to its design, in terms of its scale, materials proposed and articulation it would not be an over dominant feature in the streetscape and would not harm the appearance of this part of the Conservation Area”.

In applying the planning balance to this decision, the inspector dismissed the appeal but only on the basis that the scheme would result in unacceptable living conditions for future residents of the flats in Sentinel House and for those living in the new building, due to the height and proximity of the scheme and Sentinel House.

(c) Garage to rear of 474 Earlham Road – Introduction of sink etc to create stand-alone dwelling – Delegated refusal

The appeal relates to a garage which had been converted to a separate dwelling. Enforcement action was taken against this and subsequently the applicants applied for consent to convert the garage to a dwelling. Consent was refused in January 2018 for the following reasons:

- the poor amenity of the proposed dwelling;
- impact on the amenity of the host dwelling; and
- impact on the character of the area.

The inspector agreed that the unit would be below internal space standards and would have a poor outlook from its main living area. The inspector considered that the proposals would result in an unacceptable loss of external amenity space for the host dwelling and would result in loss of privacy to the host dwelling. Finally the inspector also agreed that a new dwelling in this location would conflict with the character of the area. The inspector dismissed the appeal concluding that the harm identified would outweigh the benefits of providing a new dwelling in this location.

12. Two appeals have been issued with ‘split’ decisions; i.e. part of the development has been allowed and part has been refused. It should be noted that the power to issue split decisions is reserved for the Inspectorate only; councils must determine applications as a whole.
13. Reference details are appended to this report and a brief summary of each is provided below:

(a) The Boardroom, Bethel Hospital, Bethel Street - repair works to gable wall, west wall, attic floor & cornice. Reinstatement of former door opening into the Boardroom ante-room – Delegated refusal

The appeal was against refusal to grant listed building consent for the works described above.

The inspector allowed the appeal in relation to the repair works to the gable wall, finding that the information submitted in support was acceptable subject to a condition to secure full details for the works.

He dismissed the appeal regarding the opening of the door, finding that the appellant’s evidence was not conclusive in terms of any historic evidence for a door. He found the evidence in the Conservation Management Plan prepared by the council to be more compelling in support of the council’s case that there had never been a door in the location concerned.

(b) 1 Hanover Court - Removal of existing conservatory and erection of single storey side extension – Part Allowed / Part Dismissed

The proposal sought the removal of a conservatory and replacement with a flat roof single storey extension fronting towards Hanover Road. The application was refused

on design grounds given the height of the extension and the site being higher than Hanover Road it was considered that the extension would appear incongruous, dominant and out of character within the street scene. The proposal also included a screen fence to sit above the boundary wall which sought to screen the extension from the street. The inspector considered that the extension would not be seen in true elevation and would be largely screened by existing trees behind the boundary wall, subject to a condition for the retention of the trees the inspector considered that the extension would be acceptable. In relation to the screen fence the inspector considered that this would be alien in the street scene and dismissed this element of the appeal.

Enforcement action

14. All items that have been referred to committee or where committee has required enforcement action to take place, since April 2013 are listed in appendix 2 with an updated on the current status. Items are removed once resolved and the resolution has been reported to committee.
15. On 11 October 2018, this committee approved a revised scheme of delegation which provided delegated powers for the issue of enforcement notices. In future all enforcement cases where a notice has been served will be included in the table so that members are aware of action that has been taken.

Appendix 1 – Current Appeal Cases and Decisions

Pending Planning Appeals and Recent Appeal Decisions								
Application Ref.	PINS Ref.	Address	Proposal	Type of Appeal	Start Date	Decision	Decision Level	Officer
18/00005/REF Application No. 17/01643/F	App/G2625/W/18/3196441	Sovereign Motor Company Mountergate	Continued use of site to provide short/medium stay public car park for a period of one year.	Written Reps	06/06/2018	Allowed	Delegated	Lara Emerson
18/00010/REF Application No. 17/01328/F	APP/G2625/W/18/319927 1	39 Prince Of Wales Road	Change of use of second floor to two bedroom flat (Class C3).	Written Reps	06/06/2018	Allowed	Committee	Lara Emerson
18/00002/REF Application No. 17/01731/F	APP/G2625/W/18/319470 8	474B Earlham Road	Conversion of garage accommodation to dwelling.	Written Reps	01/06/2018	Dismissed	Delegated	Charlotte Hounsell
18/00011/REF	APP/G2625/W/18/319989 2	Car Park Adj. Sentinal House Surrey St.	Redevelopment of site to provide 285 student bedroom development with associated access and landscaping	Written Reps	06/06/2018	Dismissed	Committee	Joy Brown
18/00014/REF	APP/G2625/W/18/320223 0	9 Bracondale	Construction of three-storey apartment block to provide 3 apartments and associated external works.	Written Reps	06/06/2018	Dismissed	Delegated	Katherine Brumpton
17/00013/REF Application No. 16/01925/L	APP/G2625/Y/17/3181822	Bethel Hospital	Repair works to gable wall, west wall, attic floor and cornice and reinstatement of former door opening into the Boardroom ante-room.	Written Reps	12/02/2018	Part Allowed / Part Dismissed	Delegated	David Parkin
18/00017/REF App no 18/00233/F	APP/G2625/D/18/3205108	1 Hanover Court	Removal of existing conservatory and erection of single storey side extension.	Written Reps	20/08/2018	Part Allowed / Part Dismissed	Delegated	Lara Emerson
17/00022/REF Application No. 15/01928/F	APP/G2625/W/17/319073 9	St. Peters Methodist Church Park Lane	Demolition of modern extensions and conversion to provide 20 residential units (class C3).	Hearing	20/03/2018	Pending	Committee	Mark Brown
18/00006/REF Application No. 17/01136/L	APP/G2625/Y/18/3197928	18 The Crescent	Roller shutter doors in garage doorway and re-forming car port roof.	Written Reps	Awaiting Start Date	Pending	Delegated	Maria Hammond

Pending Planning Appeals and Recent Appeal Decisions

Application Ref.	PINS Ref.	Address	Proposal	Type of Appeal	Start Date	Decision	Decision Level	Officer
18/00008/REF Application No. 17/01135/F	APP/G2625/D /18/3198007	18 The Crescent	Roller shutter doors in garage doorway and re-forming car port roof.	Written Reps	Awaiting Start Date	Pending	Delegated	Maria Hammond
18/00009/ENFPLA Application No. 17/00078/ENF	APP/G2625/C /18/3197471	10 Ruskin Road	Enforcement appeal relating to first floor extension	Written Reps	16/07/2018	Pending	Committee	Rob Webb
18/00012/ENFPLA Application No. 17/00118/ENF	APP/G2625/C /18/3200317	159 Drayton Road	Enforcement Appeal against raising of front garden and new shed to frontage.	Written Reps	16/07/2018	Pending	Committee	Stephen Polley
18/00016/COND Application No. 17/01180/F	APP/G2625/ W/18/320474 5	171 Newmarket Road	Construction of detached two-storey dwelling – appeal against condition on consent	Written Reps	15/10/2018	Pending	Committee	Stephen Polley
18/00015/REF App no 17/01078/F	APP/G2625/ W/18/320409 5	Car park rear of Premier Inn	Redevelopment of car park site to provide student accommodation.	Written Reps	Awaiting Start Date	Pending	Committee	David Parkin
18/00018/REF App no 18/00102/F	APP/G2625/ W/18/320740 8	9 Normans Buildings	Demolition of existing building and erection of a two storey building comprising 4 No. apartments.	Written Reps	Awaiting Start Date	Pending	Delegated	Joy Brown
18/00019/REF App No 18/00771/F	APP/G2625/ W/18/320758 7	54 West End Street	First floor extension with external alterations.	Written Reps	23/08/2018	Pending	Delegated	Stephen Little
18/00021/TA1 App No 18/00836/TPO	APP/TPO/G2 625/6903	18 Brentwood	4x Scots Pine - fell.	Written Reps	16/08/2018	Pending	Delegated	Mark Dunthorne
18/00022/REF App No 17/02024/F	APP/G2625/ W/18/320978 7	Bowthorpe Road Methodist Church	New church hall	Written Reps	Awaiting Start Date	Pending	Committee	Stephen Polley

Pending Planning Appeals and Recent Appeal Decisions

Application Ref.	PINS Ref.	Address	Proposal	Type of Appeal	Start Date	Decision	Decision Level	Officer
18/00024/ENFPLA pp No 18/00016/ENF	APP/G2625/C /18/3209827	Bowthorpe Road Methodist Church	Appeal against Enforcement Notice Reference 18/00016/ENF for the construction of a church hall at Bowthorpe Road Methodist Church Bowthorpe Road without planning consent.	Written Reps	Awaiting Start Date	Pending	Committee	Stephen Polley
18/00023/REF App No 18/00172/F	APP/G2625/D /18/3210434	Conifers 9 Upton Close	Two story side, front and rear extensions. Changes to fenestration. Changes to roof form. Changes to boundary wall and driveway arrangements.	Written Reps	15/10/2018	Pending	Delegated	Stephen Polley
18/00026/REF App No 18/00437/F	APP/G2625/ W/18/321100 4	Car Park Adjacent To Sentinel House 37 - 43 Surrey Street	Redevelopment of site to provide 252 student bedroom development with associated access and landscaping.	Written Reps	Awaiting Start Date	Pending	Committee	Joy Brown
18/00027/REF App No 18/00544/F	APP/G2625/ W/18/321226 4	21 Sotherton Road	Single storey extension with associated alterations to create 7 bed large HMO (Sui Generis).	Written Reps	Awaiting Start Date	Pending	Committee	Stephen Polley

Enforcement Action Update on Items Previously Referred to Committee					
Case Ref.	Location	Development	Date referred to committee	Current Status	Lead Officer
13/02087/VC & 13/02088/VC	Football ground & adjacent flatted development	River bank, landscaping, street trees, etc	6 March 2014 & 08 December 2016	Revised landscaping proposals and timeframes for provision were agreed at the committee meeting of 08 December 2016. The decision has not yet been issued due to difficulties in agreeing wording of the Section 106 agreement. Despite the above the first phase of landscaping works along Geoffrey Watling Way have been undertaken. A revised schedule for the completion of the works is being agreed.	Tracy Armitage
16/00167/ENF	55 Cunningham Road	Change of use from C3/C4 to large HMO	12 January 2017	The enforcement notice has been issued and was subject to a planning appeal, the appeal has now been dismissed (see the planning appeals section of the main report) and compliance is required by November 2018.	Lara Emerson
16/00020/ENF	66 Whistlefish Court	Conversion of garage to a separate unit of residential accommodation (C3) and change of use from C3/C4 to large HMO.	09 February 2017	The notice was served on 03 March 2017 and came into force on 14 April 2017 with a six month compliance period. Property visited Aug 2018, six occupants therefore notice has now been complied with.	Ali Pridmore
16/00020/ENF	67 Whistlefish Court	Conversion of garage to a separate unit of residential accommodation (C3) and change of use from C3/C4 to large HMO.	09 February 2017	The notice was served on 03 March 2017 and came into force on 14 April 2017 with a six month compliance period. Property visited Aug 2018, six occupants therefore notice has now been complied with.	Ali Pridmore
17/00078/ENF	10 Ruskin Road	First floor extension and creation of large HMO	13 July 2017	The notice has been served and came into effect on 08 March 2018 with a six month compliance period. An appeal against the notice has been received and is pending.	Rob Webb
17/00028/ENF	2 Field View	Change of use from C3/C4 to large HMO and change of use of garage to independent office unit	13 July 2017	The resolution was to serve an enforcement notice against the use of the garage and against the use of the main dwelling as a large HMO if required. The latest situation is that applications have been received and pending consideration.	Rob Webb

Enforcement Action Update on Items Previously Referred to Committee

Case Ref.	Location	Development	Date referred to committee	Current Status	Lead Officer
17/00112/ENF	2B Lower Goat Lane	Conversion of A1 unit to C4 HMO in breach of condition 2 of 16/00695/U	13 July 2017	The property is no longer a 5 bed unit and has been revised to a 3 bed units with larger communal areas. An application to regularise this is expected shortly, however the smaller units is considered likely to be acceptable and therefore further enforcement action is not considered likely to be expedient.	Rob Webb
17/00076/ENF	1A Midland Street	Erection of two fabrication units and associated works	10 August 2017	The enforcement notice was appealed. By negotiation, an extension to the compliance period was agreed until the end of October. The spray booths have been removed through the implementation of an earlier consent.	David Parkin
17/00157/ENF	5 Nutfield Close	Subdivision of dwelling to create four residential units	12 October 2017 & 12 April 2018	The enforcement notice was served on 11 December 2017. At the meeting on 12 April 2018 members resolved to withdraw the above notice and issue a revised notice requiring the implementation of revised approval for two residential units on the site (permitted via reference 18/00005/F). The former notice was withdrawn and new notice served on 22 May. The latest discussions with the owners indicate that they may now wish to convert the unit back to a single dwelling.	Stephen Polley
17/00136/ENF	142 Dereham Road	Positioning and use of a hot food takeaway van on forecourt.	12 October 2017	The use of the van has ceased and this remains the case. A planning application for change of use of the shop to A3 was permitted in October. Whilst members authorised enforcement action to secure the removal of the van, members indicated that they did not want to be heavy handed and wished officers to monitor the situation to allow time for the change of use to be implemented and van removed. No notice has therefore been issued to date.	Lydia Tabbron
17/00006/ENF	17-19 Castle Meadow	Basement in residential use.	08 March 2018	The enforcement notice was served on 09 March 2018 with a compliance date of 06 July 2018. The notice has been complied with.	Lara Emerson
17/00118/ENF	159 Drayton Road	Front retaining wall, engineering works and outbuilding to the front of the dwelling.	08 March 2018	The enforcement notice came into effect on 24 April 2018 with a six month compliance period. An appeal has been received against the enforcement notice and is pending.	Stephen Polley

Enforcement Action Update on Items Previously Referred to Committee

Case Ref.	Location	Development	Date referred to committee	Current Status	Lead Officer
17/00131/ENF	2 Mornington Road Erection of wooden garage/garden room structure.	Erection of wooden garage/garden room structure.	08 March 2018	Consent was granted in October for a revised structure and enforcement action to secure its provision. The enforcement notice may not be served if the owners progress with revising the structure to comply with the approved plans.	Stephen Polley
17/00186/ENF	111 Earlham Road	Erection of fence and shed in front garden.	12 April 2018	The enforcement notice has been served and has a compliance period of 07 December 2018.	Charlotte Hounsell
15/00046/CON SRV/ENF	13 Magdalen Street	Removal of timber sash windows and installation of uPVC windows.	12 April 2018	A planning contravention notice has been served to ascertain relevant parties on whom to serve the notice. A response is required by 03 July 2018. An enforcement notice was subsequently served. The compliance period has expired and the situation is being monitored.	Samuel Walker
18/00022/ENF	2 Bracondale	Front garden being used as off street parking.	12 April 2018	The fence has been replaced and is no longer being used for parking.	Stephen Little
18/00026/ENF	113 Trinity Street	Demolition of wall fronting highway to form off-street parking area.	14 June 2018	The notice was served and came into effect on 19 July with a 90 day compliance period. The wall has been re-built.	Lara Emerson
18/00087/ENF	114 Trinity Street	Demolition of front boundary wall.	14 June 2018	The wall has been re-built.	Lara Emerson
17/00068/ENF	1 Magdalen Street	Exterior painted dark grey.	12 July 2018	A listed building enforcement notice has been served. The notice has come into effect – the compliance period ends on 8 th May 2019.	Lara Emerson
18/00003/ENF	Land at Holt Road, Norwich	Siting of residential caravan.	09 August 2018 & 11 October 2018	The enforcement notice is being drafted and will be served shortly.	Rob Webb
17/00151/ENF	137 Unthank Road	Construction of building not in accordance with approved plans and pre-commencement conditions that have not been discharged.	13 September 2018	Officers are in discussion with the owners and their new builders in relation to the works required. It is expected that the notice will be issued within the next fortnight.	Charlotte Hounsell
16/00167/ENF	Café Britannia, Britannia Road	Without planning permission the change of use of the land to café (A3), shop (A1) and function rooms (D1).	13 September 2018	Officers are working with the owners to agree the details of the new access to the café before issuing the notice.	Rob Webb

Enforcement Action Update on Items Previously Referred to Committee

Case Ref.	Location	Development	Date referred to committee	Current Status	Lead Officer
18/00080/ENF	15 Suckling Avenue	Construction of bike shed/shed in front garden.	11 October 2018	We have written to the owners requesting removal by the end of November. The notice will be issued if this does not happen.	Stephen Little