

**Report to** Planning applications committee

13 October 2016

**Report of** Head of planning services

**Subject** 16/00456/F - BT Telephone Exchange Westwick House  
70 Westwick Street Norwich NR2 4SY

**Reason  
for referral** Objections

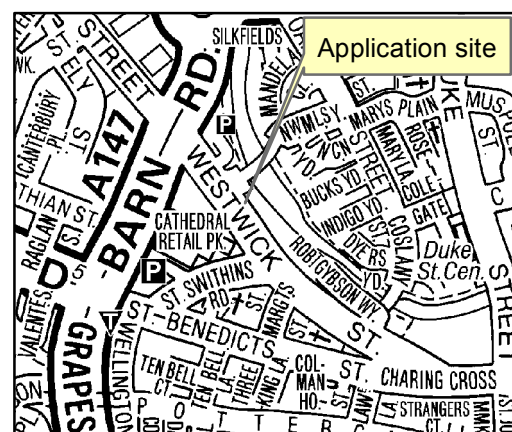
Item

4(b)

<b>Ward:</b>	Mancroft
<b>Case officer</b>	Mr Lee Cook - leecook@norwich.gov.uk

Development proposal		
Demolition of former Norwich Telephone Repeater Station and redevelopment of site to provide 42 dwellings with associated amenity areas, car and cycle parking and pedestrian and vehicular access.		
Representations		
Initial proposal		
Object	Comment	Support
2	1	1
First revised proposal		
Object	Comment	Support
2	1	0

Main issues	Key considerations
1 Principle	Provision of housing; Loss of employment use; Flood risk
2 Heritage	Demolition of existing buildings; Impact on the setting of listed buildings close to site; Design in the context of surroundings including the conservation area.
3 Design	Scale, appearance, layout. Space/design standards. Amenity space. Character of area.
4 Amenity	Impact on amenities of neighbouring properties (outlook, privacy, building impact). Amenity spaces. Business impacts on future residents.
5 Landscaping and open space	Streetscape, open space, planting mitigation and appropriate screening.
6 Transport	Provision of parking and servicing. Suitable access.
7 Viability	Whether provision of affordable housing is viable
<b>Expiry date</b>	29 June 2016
<b>Recommendation</b>	Approve subject to S106 agreement



## The site and surroundings

1. The application site is located on the north-eastern side of Westwick Street to the west of the City centre. The north side of the site is bounded by the River Wensum. On the opposite side of the river are recent areas of residential development. Westwick Street runs in a north west to south east alignment. The site has two vehicular access points from Westwick Street into approximately 16 standard car parking spaces and one disabled space.
2. The site is located in close proximity to a number of key connection routes into and out of the city. To the west is the junction of Westwick Street with the Inner Ring Road. Pedestrian and cyclist access is available to the north of the river across New Mills Yard Bridge. Surface parking is located adjacent to the ring road and a number of one and two storey scale buildings run up to the site on the north side of the street. The existing site building is a one and two storey structure ranging from approximately 7.25m for curtilage buildings and 9.85m stepping to 11.35m to 13.24m tall for the main building with additional basement and overall designed for the purposes of accommodating the Telephone Repeater Station. Other storage buildings are located on the site.
3. To the south west of the site is the Cathedral Retail Park which includes large scale buildings housing retail shops such as Toys R Us, Matalan and Farm Foods. Either side of these buildings are in use as further surface parking/hard standing. To the south is St Benedict's Street, which runs eastwards from the ring road junction of Dereham Road, Barn Road and Grapes Hill to where Westwick Street meets Charing Cross.

## Constraints

4. The site is within the City Centre Conservation as part of the Northern Riverside Character Area and within the area of main archaeological interest (DM9). Nearby listed buildings include the New Mills Pumping Station which sits on the bridge to the North and further to the south is the former Bullards 'Anchor' Brewery building adjacent to St Miles Coslany Bridge. Key landmarks in the area viewed across the site include City Hall, the Roman Catholic Cathedral and the church towers of St Giles and St Gregory's. The end of St Benedicts is marked as a "gateway" to City centre (DM3).
5. The Environment Agency flood risk map shows that the development is within flood risk zone 1 but part of the site lies within flood risk zones 2 and 3. The site also falls within a critical drainage area (DM5). The north edge of the site is part of the river wall. The Broads Authority is local planning authority for development on the river.
6. An electrical sub-station sits within the site on its south-east corner. This substation, whilst within the ownership of the applicant Telereal Trillium, is subject to a long lease to the statutory undertaker UK Power Networks.
7. The site is within an area for reduced car parking (DM29). The existing riverside walk is located to the north side of the river (DM28). The nearby public car parks are designated under site allocations plan for City centre site specific allocations under sites CC22 (Barn Road Car Park) and CC30 (Westwick Street Car Park). The Retail Park is designated as part of a secondary retail area (DM18, DM20).

## Relevant planning history

8. The site is occupied by a purpose designed telephone repeater station dating from the mid-20<sup>th</sup> Century. The building is sui generis in use not being a specific industrial building as designated within the Use Classes Order although did hold ancillary office space. Earlier planning history relates predominantly to minor changes to this building and is not directly related to this planning application.
9. A pre-application presentation related to proposals for the site was made to Members of planning applications committee in September 2015.

## The proposal

10. The scheme includes the demolition of the former Norwich telephone repeater station and redevelopment of the site to provide 42 dwellings. with associated amenity areas, car and cycle parking and pedestrian and vehicular access.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	42 units, with a mix of 9 x one bed flats and 33 x two bed flats. One bed flats are 2 person (1 double bedroom). Two bed flats are 3 person (1 single, 1 double (nine flats in total)) and 4 person (2 doubles (twenty four flats in total)).
No. of affordable dwellings	None on site – offer of 10% of a contribution for affordable housing provision off-site via a commuted sum.
Total floorspace	Gross internal floor area of approximately 3603m <sup>2</sup> .
No. of storeys	Four storeys with pitched roofs for east block. For west block this rises from three storeys (with roof garden) next to the river, stepping four up to five storey with flat roof on south-west corner and five storey within pitched roof/dormers central to the site along Westwick Street.
Max. dimensions	Blocks approximately for north-south aligned elements (east block) 10m wide x 31.5m deep and (west block) approximately 10.6m wide x 29.7m deep. For side wings (east block) 14.8m wide x 10.7m deep and (west block) 17m wide x 9.8m deep. Plus balconies for each element.  For height above existing levels (east block) 15.265m to ridge; (west block) stepping from three storeys adjacent river 10.35m to parapet, four storey 13.055 to parapet and five storey 16.255 to parapet/ridge.
Density	Site area of approximately 0.25 hectares. Overall density approximately 168 dwellings per hectare (dph).

<b>Appearance</b>	
Materials	Red facing brick with brickwork detail to walls and openings. Mix of open/recessed balconies. Metal standing seam to roofs and metal accent panels to walls.
Construction	Fabric first approach to enhance the overall energy performance of the scheme. Materials specified to have lower environmental impact ratings, as set out in the construction Green Guide
Energy and resource efficiency measures	PV scheme to deliver 11% of the sites energy requirement from on-site renewable technology. Water efficiency targets. Specification of a site waste management plan. Planning of material quantities and delivery timings. Where possible, use of locally sourced materials.
<b>Transport matters</b>	
Vehicular access	Rearranged via revised/new access point from Westwick Street. New pedestrian/cycle linkages through to the river edge. This will not form part of any riverside walk as this is provided within areas north of the site.
No of car parking spaces	16 car parking spaces including 2 disabled spaces. Electrical charging point with two outlets.
No of cycle parking spaces	56 spaces within covered cycling racking building plus Sheffield cycle hoops providing for 24 visitor bikes.
Servicing arrangements	Communal bin store provided adjacent to Westwick Street. Internal layout allows for emergency vehicle access and turning within the site.

## Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing.
12. 2 letters of representation, 1 observation and 1 comment of groups or societies have been received in response to the initial scheme. 2 letters of representation and 1 observation have been received in response to the revised proposals 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.

<b>Issues raised initial proposed scheme</b>	<b>Response</b>
The proposed development, by reason of its layout, height, scale and massing would be an unduly dense and visually dominant form of development, with buildings of excessive mass and scale	Main issue 1, 2, 3 and 5

which are out of character with the ancient heritage of this Main Gateway to the City, the existing Conservation Area, Westwick Street, Anchor Brewery, New Mills Pumping Station and the River Wensum.	
Proposals represent an inappropriate overdevelopment of the site. The proposed construction is out of scale and context with the rest of the area and overbearing. In particular height, flat roof and associated roof top utilities, is out of keeping with the Moorings development opposite. Would leave a feeling of claustrophobia and enclosure for the current residents. The plans require substantial modification in terms of height and general scale.	Main issue 1, 2, 3 and 4
Proposals are contrary to policies DM3 (delivering high quality design), DM9 (safeguarding Norwich's heritage), DM12 (ensuring well planned housing development) and DM13 (communal development and multiple occupation) of the Norwich Development Management Policies Local Plan and the Conservation Area Appraisal.	Main issue 1, 2 and 3
NPPF and DM9 require all development to have regard to the historic environment and maximise opportunities to preserve, enhance or better reveal the significance of designated assets. Rooted in Planning (Listed Buildings and Conservation Areas) Act 1990 which imposes a duty on Local Authorities to have special regard to development affecting Listed Building and their settings and Conservation Areas.	Main issue 2 and 3
Should be rejected and to resubmit proposals that includes a balanced and accurate Heritage Statement, redesign for a maximum of 4 storeys to Westwick Street and maximum of 3 Storey to the Riverside. Designed to be commensurate with the historic past of the area with terraced mixed pitched roofs utilising gables, hips, dormers, mansards and lucans with the introduction of timber cladding into the fold of vernacular materials.	Main issue 1, 2, 3 and 5  Scheme assessment is based on submitted proposal
Agree removal of negative buildings and replacing with appropriate housing would be positive but development needs to have particular and specific regard to the heritage of this area, developments executed so far and those intended in the future.	Main issue 1, 2 and 3
Block 1 is industrial, flat roofed and angular in appearance creates an alien structure of unnecessary dominance and tower appearance. Historically there is little evidence that such industrial tower like flat roofed structures existed at all on the river, even on Riverside.	Main issue 2 and 3
Block No 1 will be in direct conflict with the open Gateway to the City at Upper and Lower Westwick Street including St Benedicts.	Main issue 2 and 3
Planning policies managed to retain heritage of this area and any new developments have sympathetically been integrated of which Watermans Yard is a good example along with the bottom of St Benedicts which has included a sympathetic as evidence of the Old St Benedicts Gate.	Noted
Developments of the Barn Road and Westwick Street car parks based upon interpretation of the historic and conservation area with reference to 4 and 3 storey dwellings with a taller structure on the Westwick Street /Barn Road junction. 6 storey high tower	Main issue 2, 3 and 5

on Westwick Street will have a detrimental effect on any planned future development in particular the marking of one of the Historic Gateways to the City (Heigham Gate).	
Some of the existing mill buildings would have been higher along the river, buildings fronting Westwick Street would have not been 4 storeys. Suggest that set back of Block 2 should be maximum of 3 storeys. Original proposals were for 3 Storeys and revised without any explanation.	Main issue 2 and 3
Block 1 river frontage accords exactly with the existing height of the flat roofed visually obtrusive TRS building, then proposes to step up to 6 storeys. Has the effect of replicating to a larger scale negative structure of the existing TRS.	Main issue 2, 3 and 5
Heritage Statement fails to consider the Conservation Area as a Major Gateway or importance of designated heritage assets and does not adequately assess the impact of the proposed development.	Main issue 2 and 3
Development in close proximity to listed New Mill, Anchor Brewery and Conservation Area will have adverse impact which cannot be balanced by the new housing. The location introduces significant strong design considerations which have not been addressed and there is insufficient reasons to forgive the substantial detriment that would be caused.	Main issue 1, 2 and 3
Accepted that the Yard will give vision lines and breaks the site up but the appearance should be more like the photographs of Barkers Yard. Massing and height of Block 1 will result in a substantial change of the site views from further afield; major City landmarks will be obstructed and this will result in substantial harm. Development at the Westwick St side of the tiered scheme will impede the valuable amenity of view to the Roman Catholic cathedral. Proposals do not respond positively to the area, Norwich City or its Residents.	Main issue 2, 3 and 5
There will be an unacceptable impact on the amenities as a result of loss of light, overshadowing, overlooking and loss of privacy. Overlooking will be possible from the proposed windows and balconies. Change in outlook will be substantial, views to the Catholic Cathedral and City Landscape replaced with urban development.	Main issue 2 and 4
Should provide for 33% of dwellings to be affordable. The scheme does not attempt to provide for any affordable housing or any form of contribution. Policies require affordable housing be provided for reasons of integration and other social benefits and this should not be deferred or bought out.	Main issue 7
Applicant suggests they have publicly consulted the residents and proposals reflect their views. Not true; of the 21 negative comments listed there is no evidence of any being addressed.	Noted
<b>Issues Raised 2<sup>nd</sup> proposed scheme</b>	<b>Response</b>
Repeat of general comments above	See above
Revised proposal do nothing to improve or address the contravention of planning policies and guidelines as previously pointed.	Main issue 2, 3 and 5  Scheme

	assessment is based on submitted proposal
Contemporary treatment and materials is outwit of the traditional approach and vernacular materials.	Main issue 2 and 3
Have made no attempt to revise their Heritage Statement to encompass this important historic area. Should include as a minimum a balanced and accurate Heritage Statement and redesign.	Scheme assessment is based on submitted proposal
There is no large scale development in this Conservation/Heritage area. Introduce further significant strong design considerations, which still have not been addressed within the revised design proposals.	Main issue 2, 3 and 5
Not within your and government policies to replace 1 negative with this development, which if approved will be another negative structure.	Main issue 2 and 3
Revised proposals go no way to satisfy any of the concerns that we previously raised, other than to remove the roof plant.	Main issue 2, 3 and 5 Scheme assessment is based on submitted proposal

13. **Norwich Society:** We are impressed with this proposal which is imaginative, a good scale and will help to enhance the area.

## 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.

### Anglian Water

15. No objection in principle. Comments provided on local assets, foul drainage capacity, foul sewer connections, surface water disposal and connection should SW treatment change and also suggested informatives.

### Broads Authority

16. No objection in principle. Comments on design that it is regrettable that view through to river is limited but overall layout when viewed from river is welcomed. Layout within central amenity space would help reduce impact and dominance of development on the river environment. Design and addition of balconies will encourage an active interface between new units and river. Also appreciated that buildings step back from the river corridor and avoid canalisation of this stretch of the river. Supports provision of public amenity space but questioned extent of riverside space and whether any encroachment onto river and navigation areas. Inclusion of landscape welcomed but asked for better screening of parking. Requested enhancements for bats and swifts.



17. On revised scheme noted that application has been the subject of substantial pre-application advice and the submitted scheme appears to have incorporated the majority of advice given. The position of the buildings on the site, and their relationship to each other creates a feeling of openness on the site and provides views through the site from Westwick Street to the river. This is welcomed. The setting back of the buildings from the river frontage, together with their height and massing avoids the canalisation of the river environment which is supported. The variation in the treatment of the roof types of the two blocks is in accordance with previous advice. Creation of a public amenity space on the river bank is welcomed, providing care is taken to ensure that there is no encroachment into the river corridor. Important to ensure in the detailed landscape proposals that views from the river of the cars parked on site are filtered. Broads Authority is generally happy with the development as proposed and has no further comment.

### **Design and conservation**

18. No objection in principle. Detailed comments provided on Block 1 – Design. Building height. Demolition. Window openings. Large cut out. Weak corner. Roof plant – height. Proximity to river – extra modelling requested. External amenity space – limited. Extent of parking and visibility from river. Natural light to stair wells. Recommendations to remove plant area from roof; set back 3 storey element from river edge – boxy form as viewed from bridge; cut out terraces omitted and internal space created; obscure parking from views. Block 2 – Variety in scale. Natural light to stair wells. 3 and 4 storey rather than just 4. Materials/bond – condition. Metal cladding. Framing of fenestration. Splayed openings. Suggest no soldier course. Asked to demonstrate view straight across.
19. The demolition of the existing building is not opposed. The proposed materials and contemporary style of the replacement building is acceptable, however the proposed scale, height, bulk appears to have increased since pre-application. At present, it is questionable as to whether the development takes sufficient opportunities to ‘positively contribute to local character and distinctiveness’ in accordance with paragraph 126 of the NPPF. Whilst I would agree that the harm caused to the heritage assets is ‘less than substantial’, improvements to the existing design should be secured and relatively modest revisions could reduce the level of harm caused in order for it to be sufficiently outweighed by public benefits in accordance with paragraph 134 of the NPPF.
20. Advice given to applicant on suggested revisions to scheme in terms of detail and building height/roof top plant on Westwick Street elevation. Commented on interim design development. No further comments following submission of revised scheme which has had regard to earlier recommendations.

### **Historic England**

21. No objection in principle. Application proposes the development of two multi-storey residential blocks on prominent site in the Norwich conservation area. The development has the potential to affect views of the wider area which features numerous landmark listed buildings. Are broadly content with the proposed development and its design, although attention to detail and particularly the quality of the masonry will be essential if the design is to be successful. The tallest part of the Westwick Street elevation is potentially out of scale with the surroundings and the new buildings will not fully define the waterfront with a building line due to the

way the internal courtyard between the buildings opens onto the riverside. Recommend the height Westwick Street elevation and ways the buildings relate to the riverside are given further consideration. Do not consider the development would result in harm to the significance of the conservation area and nearby listed buildings in terms of the NPPF so as to merit an objection we would recommend these issues are given further consideration.

22. Following revisions commented that the amendments contain some positive changes, including the reduction of the roof top plant enclosure and addition of a masonry screen at the Westwick Street side. I earlier commented on the degree of enclosure to the riverside of the development and while this has not been addressed in amendment of the built form the additional attention to the definition of the courtyard parking area on this side could help improve the riverside experience. Overall I welcome the amendments and while I would still like my earlier comments to be considered would not wish to object to the granting of consent.

### **Environment Agency**

23. No objection in principle. Comments on ecology in relation to encouraging riparian species planting which provide attraction to pollinators and as a food source for birds/bats and for prevention of spread of invasive non-native species. Suggest condition for water framework directive compliance to allow protection of local assets and to encourage movement of species between suitable habitats. Suggest requirement for biodiversity enhancements and protection birds/bats.
24. Provided guidance on SUDS and, to avoid risk to the environment, suggest contamination condition. Identified flood area and advised that submitted flood risk assessment provides information necessary to make an informed decision. Noted finished floor levels which are in line with NPPG on probability events and noted emergency flood plan and have no objection subject to LPA satisfaction of suitable flood evacuation exists for lifetime of development. Advises that environmental permit might be required for works within 8m of the top of the bank of the designated main river. Provided guidance on requirements for waste exemption or permit from the EA, sustainability and climate change.

### **Environmental protection**

25. No objection in principle. Noted findings of submitted reports and site not grossly contaminated. Report suggests potential pollution of controlled waters is low. Asked for EA sign off on contamination information. Some initial findings in relation to site works but request remediation method statement is developed to cover all points and ground gas. Suggests conditions related to contamination and importation of soil/material. Agrees conclusions of noise report for protection from noise for suitable design of building fabric and asks for development to adhere to report recommendations.

### **Environmental services team**

26. No objection in principle. Recommendations on bin sizes and numbers.

### **Highways (local)**

27. No objection in principle. Considers that overall the proposed residential use is acceptable in terms of traffic impact and landscape layout is excellent. Proportion

as % of parking to dwellings is acceptable for location. Suggest details required of parking management strategy e.g. management company or parking barriers and posts. Comments on cycle parking numbers acceptable in principle subject to detailed design. Requires bin area to be a secure store to avoid anti-social behaviour. Requests EV points to be increased. Waiting restrictions will require review in vicinity of site – condition suggested. Comment on street trees and that planting on forecourt would be acceptable as an alternative. Reminded that street naming cannot be determined by the developer and marketing. Suggested informatives.

28. Amended proposals as resubmitted are welcome. Noted the bin store appears to be unsecure; in the city centre this can attract anti social behaviour – the store should be secured with key pad entry locks. Tiered cycle parking is welcome; requests details that the tiers can be deployed without conflict with the opposing racks. Noted provision for only one electric car charging point and requested more within the space. Further informative: Properties at this development will not be entitled to on street parking permits.

### **Housing strategy**

29. No objection in principle. Involved in discussions relation to viability including affordable housing values; marketing and sales agent fees; CIL; vacant building credit; cashflow and reduced interest payments; profit levels; and on what social housing may be achievable either on site or as a commuted sum.

### **Landscape**

30. No objection in principle. Submitted proposals demonstrate layout provides openness through the courtyard and respects key views of local landmarks, extra visualisation should be provided for the more direct view from Westwick St to the river. Queried extent parking. Good level of amenity space is provided by terraces, decks, balconies, river edge etc. which is welcome. Queried amenity space for units A.0.5 lawn area allocated; A.4.2; A.4.1; A.4.3. Consideration needed to edge treatment to terraces/gardens to hide any clutter. Riverside amenity space is welcomed. Advised to seek to maximise amenity function – increase communal space area mainly by review of parking numbers and layout and location cycle store, suggested these are split or moved. Introduction of greenery into pavements is welcomed subject to details. Hard landscape approach is acceptable and support introduction of trees into the scheme. Would encourage choice of planting to benefit wildlife. Confirm that species listed are not part of the schedule 9 of the Wildlife and Countryside Act and have no objection to inclusion of non-native species to ensure a balance between aesthetics, functionality and biodiversity is reached. Suggest a native mix of planting next to the river. Requested landscape details are conditioned - detail grass grid system; tree choice; increase native mix adjacent river. Asked for a review of the line of entrance wall and size of some landscape spaces to increase planting and amenity opportunities.
31. On revised scheme happy that the proposals now address the landscape issues raised. The general principles for the landscape shown on the Proposed Landscape Plan 14-0115-210-A are acceptable, subject to detailed design and suggests that the standard landscape conditions are applied to any approval given, including condition for landscape management/maintenance. Comments provided

previously specifically for the landscape proposals still apply Landscape details would need to be conditioned as part of any approval.

#### **Norfolk county planning and flood & water management team**

32. Confirmed has no comments to make.

#### **Norfolk historic environment service**

33. No objection in principle. Standard condition in respect of archaeological investigation must apply (AH1). A photographic record of the building should also be secured.

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

34. No objection in principle. Have provided detailed comments in relation to secured by design criteria in particular policy guidance and on construction design points e.g. access control, mail delivery to flats and in planning/layout terms issues of parking surveillance, cycle store and riverside amenity - space natural surveillance / landscape.

#### **Natural areas officer**

35. No objection in principle. The mitigation measures for bats and nesting birds have been adequately covered in the ecological report and the separate bat report. I would especially agree that any external lighting facing towards the river should be chosen carefully to minimise any wildlife impacts, especially on bat foraging activity. There might be scope for including a small number of bird boxes in the development, such as some Swift boxes on the river elevation.

#### **Private sector housing**

36. No comments.

#### **Tree protection officer**

37. No comments.

## **Assessment of planning considerations**

#### **Relevant development plan policies**

38. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**

- JCS1 Addressing climate change and protecting environmental assets
- JCS2 Promoting good design
- JCS3 Energy and water
- JCS4 Housing delivery
- JCS5 The economy
- JCS6 Access and transportation
- JCS9 Strategy for growth in the Norwich policy area
- JCS11 Norwich city centre
- JCS18 The Broads

- JCS20 Implementation

**39. 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
- 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
- DM17 Supporting small business
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

**Other material considerations**

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

- NPPF0 Achieving sustainable development
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

**41. Supplementary Planning Documents (SPD)**

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

**Case Assessment**

- 42.** 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**

43. Key policies and NPPF paragraphs – JCS1, JCS4, JCS9, JCS11, JCS20, DM1, DM5, DM12, DM13, DM33, NPPF paragraphs 9, 14, 17, 49, 50, 73-75, 100, 103, 109 and 129.
44. The site is not allocated for a specific type of land use or development within the Local Plan. The surrounding area is characterised by a mix of residential and commercial/retail uses. The site lies south of the former Northern City Centre Action Plan area and at the edge of an area on the eastern side of the city centre identified in the JCS, policy 11 as an area of change suitable for mixed use development and improved public realm. The delivery of residential development within the area is likely to increase through allocation sites CC22 (Barn Road car park) and CC30 (Westwick Street Car Park) and probably through other windfall sites.
45. The re-use of land is encouraged by the NPPF and the promotion of residential development on previously developed land in accessible locations addresses many key requirements of the Joint Core Strategy. In accordance with the NFFP and the national objective of boosting housing supply, DM12 is permissive of residential development except where sites are: designated for non-residential purposes; within a specified distance of a hazardous installation; within or immediately adjacent to the Late Night Activity Zone or at ground floor within the primary or secondary shopping area. None of these exceptions apply to this site.
46. The proposal will also meet JCS 11's requirements to promote neighbourhood based renewal, comprehensive regeneration and increase housing densities close to local facilities. In line with policies JCS4 and DM33 discussion has taken place with the developer to assess viability of the scheme and seek a suitable level of affordable housing by way of off-site contribution. Suitable triggers for reassessment of viability are also suggested to be incorporated within any S106 agreement. This matter is explained further in the report below.
47. Policies DM12 and DM13 require assessment of specific site requirements in relation to such issues as designing in adequate garden space, protecting amenity and providing for parking and servicing. The development provides for 42 dwellings in sympathy with the characteristics of the area and arranges the accommodation in such a way as to provide an attractive and well-designed scheme. The density is considered to be compliant with new policy requirements as detailed and dwellings are considered to be designed to respond to the concerns of local residents and officers in respect of application discussions and revisions. The site layout overall respects its context and provides adequate standards of amenity and outlook for residents.
48. The scheme would lead to the loss of an employment use building. DM17 seeks to safeguard suitable business premises for the local needs of business uses. With the application an assessment has been submitted in terms of site marketing and analysis of the sites attractiveness as a viable, feasible or practical building for future business use. The site was previously used up to December 2015 as telephone repeater station with associated facilities. The building has been vacated following a rationalisation of the operational needs of the company. The design of

the building means that its re-use will have limited attraction to possible alternative occupiers and is likely to continue to be left vacant. As such redevelopment of the site is considered to be beneficial to the wider regeneration of the area.

49. The NPPF and DM5 seek to direct new residential development to sites at the lowest risk of flooding. The EA flood map indicates that the site is at risk of flooding and extends across flood zones 2 and 3 (river edge) at medium and high flood risk. In accordance with policy the scheme should be assessed and determined having regard to the need to manage and mitigate against flood risk. A sequential test has been applied in order to assess whether the development could be accommodated on alternative site/s at lower flood risk. A number of sites have been allocated for residential development and some of these are in low risk areas. In addition given the nature of the area there is likely to be a number of brownfield / possible windfall sites which may be capable of redevelopment. These sites are theoretically available for residential development of a similar scale to that proposed by this application.
50. The development of these alternative sites might not result in the same level of wider sustainability benefits. These benefits include the development of a vacant site within an area suitable for regeneration and which supports the objectives and policies of the development plan; development of a negative site prominently located within City Centre Conservation Area and highly visible from the River Wensum; is of a scale suitable for this site; provision of access to the river frontage; provision of new homes; and enhanced public realm areas. The two parts to the Test require proposed development to show that it will provide wider sustainability benefits to the community that outweigh flood risk and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall.
51. The approach to flood risk for site allocation CC30 is to a) ensure development would not increase the vulnerability of the site, or the wider catchment, to flooding from surface water run-off from existing or predicted water flows, and; b) would, whenever practicable, have a positive impact on the risk of surface water flooding in the wider area. A similar approach has been taken to flood defence for the proposed scheme and increased permeability, storage, suitable floor level design and safe access have been designed in and discussed with the EA. A condition is suggested to ensure agreement of a suitable emergency flood warning and evacuation plan for the site. On this basis the principle of development in an area of the city at flood risk is considered acceptable.
52. As such the scheme accords with local and national policies for development and re-use of land and is considered to be an appropriate and preferred development for the site.

## **Main issue 2: Heritage**

53. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
54. The site lies within the northern riverside character area of the City centre conservation area. Relevant management and enhancement policies within the conservation area appraisal (CAA) include: 1- variation in scale, 4 - maximisation of views across, from and of the river and 5/6 - encourage river access and use.

55. The existing 1950's purpose built telephone repeater station is identified as a negative building within the CAA and demolition of the building is not opposed. Whilst it is typical of its date/style, it does not contribute to the character and appearance of the conservation area. Its low level boxy form, horizontal emphasis and white bricks jar against the prevailing traditional form, scale, proportions and materials employed upon both residential & industrial buildings within this part of the conservation area.
56. The area has evolved over the course of the last 3 centuries from a largely industrial area into a largely residential one, with C20<sup>th</sup> residential accommodation of traditional domestic form and scale with elements that are reminiscent of the area's industrial past. The prevailing building heights are 2-3 & 3-4 storeys fronting onto the river. Site history and interpretation supplied with the application indicate that the JS Read corn mill, which was up to 5 storey with projecting bays, and Barkers Yard, 3 to 5 storey, occupied the site in the 19<sup>th</sup>/early 20<sup>th</sup> centuries then being replaced by the current building. The mid-late C20<sup>th</sup> development upon the development site and neighbouring sites to the east and retail units to the south are negative features in this area.
57. Views up and down the river from St Miles Bridge and along the riverside walk are particularly attractive in this area, terminating to the north-west with the Grade II listed pumping station and to the south-east to the Grade II listed bridge and Anchor Quay former brewery site. There are a number of views from and across the site, including views of the Roman Catholic Cathedral, St Giles Church, St Lawrence Church and the clock tower of City Hall. St Margarets tower is also a tall feature within the area and all of these are also listed buildings. The wider city views and numerous church spires are legible throughout the conservation area including across the development site and add interest and legibility to the townscape.
58. The application has been accompanied by a Design and Access Statement (D&A) and heritage statements which include a detailed analysis of the site and the surrounding area and explains how this has guided the design of the scheme. The analysis includes consideration of the context/surroundings and the nature, pattern and form of development associated with this part of the city. The prevailing materials in this area are red brick and pantiles with pitched and hipped roof forms fronting the river.
59. Various comments have been received on the application. With the original submission Historic England indicated that they were broadly content with the proposed development and consider that the mixture of traditional and contemporary forms are suited to this part of the conservation area. The detailing is also acceptable, although attention to detail and particularly the quality of the masonry will be essential if the design is to be successful. They suggested that the tallest part of the Westwick Street elevation was potentially out of scale with the surroundings and required further consideration. They also noted that the new buildings will not fully define the waterfront with a building line due to the way the internal courtyard between the buildings opens onto the riverside. In contrast on this point the Broads Authority appreciated that the buildings step back from the river corridor and avoided canalisation of this stretch of the river.
60. The council's design and conservation officer has also commented in terms of building height and river frontage. It is noted that the 5 storeys scale fronting Westwick Street takes reference from Watermans Yard development to the south



and is contextual. However; the previously proposed roof mounted plant area effectively increased the height of the building to 6 storeys. This would over-sail the prevailing building height in the conservation area and would be an incongruous and unwelcome addition. The design with cut out terrace was also considered to create a weak corner on the Westwick Street frontage. In terms of the river edge extra modelling was requested to show the building in context as the 3 storey element might create a boxy form as viewed from the nearby bridges, it was also suggested to redesign this element and potentially set it further back from the river. Other issues were raised by local residents including the effect of a taller building on nearby historic gateways through the City Wall and into the centre.

61. The revised scheme has sought to address the main concerns. Changes include incorporating design features to reduce the apparent massing of the building, to better define the separation from the river by reduced car parking and enhanced planting/screening to the central area and removal of the roof top plant. The agent has also provided additional modelling of the development within the context of the area to demonstrate potential impacts.
62. Overall Historic England welcomes the amendments and whilst they would still like earlier comments to be considered would not wish to object to the granting of consent. The amendments contain some positive changes, including the reduction of the roof top plant enclosure and addition of a masonry screen at the Westwick Street side. In terms of the degree of enclosure to the riverside of the development whilst this has not been addressed in amendment of the built form the additional attention to the definition of the courtyard parking area on this side could help improve the riverside experience. The Broads Authority has also welcomed the scheme.
63. In terms of other listed buildings located in close proximity to the site, although the development will be near to the pumping station and will contrast in design, the setting of this listed building is unlikely to be substantially compromised by the development. This building acts as an end stop to this part of the river and the scale of the new development will be viewed in this context and the immediate environs of the listed building will be largely unaffected. The proposed development in terms of both scale and appearance responds well to this historic building and reflects some of the design elements on the opposite side of the river at new mills.
64. The view of the cathedral which is currently afforded directly above the existing building will be lost but modelling of the scheme shows that the scheme will provide an appropriate setting to views past the development to the cathedral. The same conclusion is considered to apply to views along Westwick Street and from the river edge towards the City centre and the impact on listed and other buildings within the wider area. In terms of long views from Heigham Street / Barn Road areas back to the City centre the position and design of the building, whilst in some respects is relatively discrete in terms of influence of any view, is considered to deliver an appropriate design and approach to scale for development within this area.
65. The scheme has also been designed to frame views of St Giles church when viewed from the north and is considered to act as an appropriate element in terms of interest and legibility within the townscape. The council's design and conservation officer considers that the recent revisions have improved the design of the development and addressed issues of the overall massing of the building. The change to the area will cause a certain level of harm to the conservation area and

nearby listed buildings but in this context the impact of the development is considered acceptable and the degree of harm limited. In any event following revision the harm of the proposals is further reduced and is more than sufficient for the level of harm caused to be offset by the associated public benefit of the 'provision of new homes'.

66. In line with the comments of Historic England it is considered that the development would not result in harm to the significance of the conservation area and nearby listed buildings in terms of the NPPF and statutory duties to preserve or enhance the character and appearance of the conservation area and setting of listed buildings.
67. The site has a potentially interesting history, and this could be referenced to in some form of heritage interpretation in the public space which again is suggested as being sought by condition.

### **Main issue 3: Design**

68. Key policies and NPPF paragraphs – JCS2, JCS18, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
69. The proposed development would see the construction of two L-shaped buildings. Block 1 and Block 2. These two blocks would be separated by a central courtyard/car parking area leading to the riverside where an amenity area has been provided. This break in the development will frame an oblique view of St Giles church beyond to the south of the development site. Refuse and cycle storage have sensibly been pushed to the western side of the plot allowing easy access to Westwick Street. The proposed red-brick in Flemish bond is welcomed. A standing seam cladding could aid the verticality of the elevations and sample panel are suggested to be agreed by condition. A splayed reveal to window elevations has been reintroduced to provide better definition to the window reveals and interest to the elevations.
70. The sub-station and access positioned on the front of the site are subject to a 89 year lease. Access has been redesigned for this unit and a shared landscape space laid out to give a sense of the space here being incorporated into the scheme. Landscape spaces on the river frontage have been increased and space provided to allow for parking to be obscured from views from the river. This also assists in create some enclosure to the river edge as suggested by Historic England.
71. Some dis-jointed views of Roman Catholic Cathedral may be affected from the northern side of the river; however, the new view of St Giles Church through the development should help negate this loss. The loss of the existing partial views of the Roman Catholic Cathedral should not prevent the sensitive re-development of this 'negative site' which at present contributes nothing to the character and appearance of the conservation area. The creation of suitably scaled new buildings and a newly landscaped riverside amenity space should enhance the existing context.
72. The scale of the buildings is generally considered to deal well with the height found in the area, particularly on the river frontage where the development steps down from 5 to 3 and 4 storeys. In terms of the principle of a building of this height a tall element to the scheme is not out of keeping in the immediate area, as it will be read

in conjunction with the nearby residential elements facing Westwick Street to the east. The site is also relatively distant from the inner ring road and seen in the context of other large buildings on the approach to the City centre. Its development at the scale proposed is unlikely to lead to difficulties in designing other development which leads into the inner ring road and nearby gateways or affect the possible delivery of other development sites within the area.

73. The broad design approach is considered to be well founded and imaginative. The development will provide a new use for the site, re-establish a positive frontage to both the river and Westwick Street, re-create a route to the river frontage; make creative and effective use of a contemporary pallet of materials and provide the opportunity for landscape enhancements. The contemporary design approach to traditional forms is welcomed and subject to conditions the materiality will largely harmonise within the existing context.
74. The overall design of the development will create a pleasant unified scheme. The current proposals are considered to provide a good balance between site density and an appropriate layout. The landscaping to the river edge, central parking space and site frontages, detail to the front of the blocks and contemporary design should also positively address the street scenes and add design interest for the area. The approach taken builds in an active frontage to the street and river and provides a sense of a secure courtyard. It is considered that this approach is appropriate for the area, however achieving a good design will be down to good detailing and it is therefore recommended that any consent be subject to conditions on details of fascias, verges, windows, doors, bricks, roof finish and any cladding finish.
75. The scheme provides for a percentage of dwellings designed to lifetime homes standards. These are located at ground and upper floor positions distributed throughout the site. In terms of space standards the design of dwellings meets or exceeds housing design quality standards and follows other recognised design guidance in terms of private external amenity space allowances.

#### **Main issue 4: Amenity**

76. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
77. The scheme provides for 42 dwellings within an arrangement of two individual blocks. Buildings are pitched roof four storey on the south east side and three to five storey with three storey blocks to the end adjacent the river and flat or mansard type roof on Westwick Street. The shape of the site has led to the positioning of buildings within the north-west and south-east sections to form a surround to central parking area and frame to the amenity spaces, river edge and view through the site. This is seen to be an acceptable arrangement to provide on-site amenities for the benefit of residents.
78. The flats have areas of private space incorporated into their layout and also share communal external spaces within the development. There are other off-site amenities within easy access of the site. Generally the properties have been designed to meet appropriate space standards. The scheme layout will also enhance the link onto the river edge to the north of the site and enhance the trees and planting within the site. The provision of planting and design features within the site will also enhance the amenity and outlook for existing and future residents.

79. The arrangement of dwellings in each section seeks to minimise overlooking by ensuring that main living space rooms above first floor bedrooms look north/south or into the courtyard and that those on the boundary are to bedrooms/bathrooms or stair landings. Some of the flats could overlook other new flats, but in these instances changes have been made to layout of flat types to avoid significant overlooking issues between these properties. The buildings are stepped in height and take advantage of the site levels to improve light levels between buildings. This aids not only amenity but also winter light levels for thermal gain. The blocks of flats are positioned opposite existing residential properties but still at a distance and orientation to not significantly impinge on local amenities. The distances between existing and new buildings are considered to be acceptable and typical of an urban layout for all elements of the scheme.
80. Early assessment of shading and building distances has indicated that there will be no significant loss of light, loss of outlook or overlooking to adjacent properties. Layout has also removed main habitable room windows directly overlooking adjoining property to the east and west. Some upper floor windows can be obscured glazed and fixed opening designed to avoid creating difficulties for residents from overlooking, such as to landings and a condition is proposed to control finish of these windows.
81. The submitted noise report indicates that dwellings could be affected by road traffic and possibly workshop operations to the north-east. Suitable building design and use of glazing / ventilation systems indicate that the world health organisation sound levels for residences can be met. Some exceedance of these might be experienced in private balconies facing south but some exceedance of levels is considered acceptable having regard to the location and that there is the provision of additional communal open space within the development. Other potential noise sources exist from plant and machinery on the south-east border and from the sub-station on the front of the site. The report concludes that break out noise from these sources is not considered to be a significant issue and this has been confirmed by environmental protection officers.
82. The adjacent business on Westwick Street could potentially impact on new residences. There is also an established retail park to the south. However; regard has been had to retaining established commercial operations and potential for commercial noise and activity and in designing the scheme this existing relationship has been taken into consideration and upper floor private amenity spaces have been directed away from these properties. The submitted noise report advises on proposed building design to increase insulation levels and the development should not be greatly affected by business noise sources. In the circumstances it is unlikely that new development within the area would significantly impact on the lawful operation of nearby businesses.
83. Although no exact details have been provided, lighting should be positioned to the front entrances of dwellings together with lighting provided to illuminate the central car and cycle parking, footpaths and bin stores. Illumination of the communal spaces will help to further overcome security issues and are considered to be essential features to promote a safe and secure development. Conditions are suggested requiring submission of details of site lighting to ensure that there is no design or adverse amenity impacts or that light spill affects the ecology value of the river.

84. The proposals work well with reference to their relationship with adjacent properties and subject to conditions on joinery, glazing and landscaping it is not considered that the proposals would result in any unacceptable impact to adjacent properties in terms of outlook, overlooking or overshadowing or in terms of quality of the living environment for existing or future residents.

### **Main issue 5: Landscaping and open space**

85. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraphs 9, 17 and 56.
86. Details have been worked up for indicative landscaping proposals across the site including the central space and river edge of the site. The proposal is intended to give communal benefits to future residents and the integration of the river edge into the layout of the site should help create connections and new legible spaces in the area. Of particular importance will be the detailing of communal spaces and how they are defined in relation to the wider area and for the creation of a pleasant access space within the development itself. The site also increases ground permeability which assists with drainage strategies and provides for some part green roof areas.
87. The development should be well landscaped to enhance its use and to promote biodiversity links. Design of the river frontage and river access has been investigated. Whilst there is no scope for direct access the scheme provides for the enhancement of the river setting which is supported by the Broads Authority. Revisions here also assist in screening the central parking area from the river edge which subject to planting detail is acceptable.
88. The comments from the Environment Agency have been noted regarding concern over the spread of non-native species, and it has been confirmed that the species indicated on the outline planting schemes are not listed on schedule 9 of the Wildlife and Countryside Act, the landscape officer therefore sees no reason to object to the inclusion of some non-native species within the contained raised planter areas to ensure that a balance between aesthetics, functionality and biodiversity is reached. Also noted that no riparian planting is proposed and the local area comprises of hard edge treatments and so consider the spreading or self-seeding of vegetation from this site is very unlikely, however it is suggested that a native mix of planting species is used for the areas directly adjacent to the river.
89. The setting out distance of buildings and road edge enables new trees to be positioned between buildings and Westwick Street on the south side of the site to help soften the street scene and avoid necessity for street tree provision within pavements which may not be capable of being designed to accept these. Other planting is proposed within the courtyard at key connection points through the site.
90. Further details will also be required on the planting scheme for the site as well as internal boundary treatments. The indicative layout of these spaces is considered to be acceptable and it is suggested that the specific details be conditioned as part of any consent. Conditions are also suggested to ensure biodiversity enhancements are provided as part of the scheme and an informative added in relation to wildlife protection. Details requiring a scheme for the provision and maintenance of landscaping and the central open space are also suggested by way of condition.

91. The proposal to introduce greenery into the pavers is supported, but we have highlighted that concrete grass grid systems do not always give the desired results, and so we would want to see specific details of the proposals to ensure its success. Design of hard surfaces for circulation, parking and pathways will be critical to the final design of the scheme and whilst initial examples of materials have been shown details of final hard landscaping are suggested to be agreed by condition. A condition related to historic interpretation which could be incorporated into any landscape scheme is mentioned above.

## **Main issue 6: Transport**

92. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
93. Analysis of trip generation from the development indicates that this will be relatively low at peak times with limited impacts on the wider road network. Changes to the roadway are limited to providing a single access point to the site instead of the current arrangements. Access arrangements have been assessed and overall the scheme design allows appropriate access for service and other vehicles without detriment to operations or safety in the immediate area. Suitable sized bin stores are located close to the roadway for ease of collection and limit the need for service vehicles to enter the site.
94. Design detail will be required to ensure that works within the highway, including realigned footpaths and the new access point, are to a suitable standard. Street light and cabinet positions might also require some realignment. Subject to conditions on surfacing and design work the access and servicing provisions are considered to be acceptable. Conditions are also suggested for the provision of bin facilities to ensure adequate design and secure access.
95. The site is located within a location suitable to promote travel by more sustainable forms of transport and in policy terms is within a location potentially suitable for car free or low car housing. With good links available to the local centre and public transport infrastructure it is therefore accessible by sustainable modes for all. Car ownership is likely to be lower than average due to close proximity of facilities. The car parking levels overall are below the Council maximum standard for the scale of development but allow some flexibility in parking. Two electric charging points are also incorporated into the scheme. The scheme incorporates measures to improve choice to cycle with a high level of secure and public cycle parking facilities.
96. The design of parking within the development area is provided within groups, close to and adjacent to homes and within view of the active rooms within these homes. The layout proposed for the internal courtyard demonstrates that adequate space for safe walkways and access through the area is also provided. On balance and in comparison to the removal of the previous commercial operation this level of car parking is considered to be acceptable and should adequately address parking issues within the area.
97. Cycle parking is available within bike stores for the flats built into communal space and have direct access to the highway. Details for provision of storage areas are suggested by way of conditions. It is envisaged that the very good level of accessibility for the site that travel will likely result in a modal shift towards more sustainable modes of travel. This approach is reinforced within policy DM28 and

DM31 which gives an indication of suitable levels of car parking for various locations.

### **Main issue 7: Affordable housing and viability**

98. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraph 50.
99. The promotion of this site has been discussed with Council Housing Officers to seek to secure a percentage of the affordable housing at appropriate rent levels for the locality and to ensure an appropriate split in tenure types being made available.
100. Layout of the scheme has been discussed to offer options for on-site provision within one of the unit wings. This would allow for some dedicated communal access space to allow easier management of any units provided. Initial viability appraisal for the site indicated that the scheme would not be viable to provide for either on site affordable housing provision in line with policy JCS4 as a minimum 33% of the houses and flats or as an off-site contribution.
101. Further discussion and analysis of information has taken place and an offer negotiated of 10% of a contribution for affordable housing provision off-site via a commuted sum. The agent/applicant have recognised the importance of both private and public sector housing delivery and agreed to a reduced profit margin below a normal 20% target. It is suggested that in addition to this as an indicative figure that review of viability where non-commencement/occupation of development occurs is also secured through S106 agreement.
102. The adopted Affordable Housing SPD states that where reduced affordable housing is accepted a S106 Obligation will be required and include an affordable housing viability review clause. This will require development viability to be reassessed in the event of development not being delivered within an agreed timescale. Given the complexities of this particular site an appropriate timescale would be commencement within 15months and occupation of within 18 months. This is comparable to approaches taken within the City centre for other development sites.

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

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

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	Yes subject to condition
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

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

## Archaeology

105. Key policies and NPPF paragraphs – JCS1, DM9, NPPF section 12 paragraphs 128 and 141.
106. The desk based assessment submitted with the application provides explanation of the examination of evidence and details that the site is unlikely to have significant prehistoric or roman remains. There is considerable evidence within the wider search area of mediaeval activity and the report indicates that there is moderate potential for significant Saxon, mediaeval and remains of 16<sup>th</sup> century and later WWII buildings. The Historic Environment Service has therefore asked for an archaeological Written Scheme of Investigation prior to works commencing on site. The findings of such research could also assist with a scheme for heritage interpretation for the site. The site has a potentially interesting history, and this could be referenced to in some form of heritage interpretation in the public space which again is suggested as being sought by condition.

## Biodiversity

107. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.
108. EA comments on riparian species and compliance with the Wildlife and Countryside Act are discussed above. Potential impacts on bat activity from lighting on the river edge are also mentioned. Subject to suitable conditions on landscaping and lighting these issues should be satisfactorily resolved.
109. An ecological assessment and bat roost survey have been submitted with the application and in terms of ecology the site, being mostly simple flat roofed buildings in reasonable repair and other hard surface areas, appears to be of low ecological value. There are a number of buddleia on site and a tree adjoining the site providing some habitat but the maintained nature of the site has meant that the main interest would be nesting birds and potentially for foraging for bats. Potential impacts to protected species and other species of conservation interest from development of the site have been assessed as being minimal.
110. Mitigation would be suggested primarily as native species planting as being part of any new landscaping scheme and for the provision of bird and bat boxes. It is recommended that a number of bird boxes are incorporated into the development, and installed on some of the new homes such as some Swift boxes on the river elevation. It is suggested that any external lighting provided in conjunction with the development should be of a modern, low spill type to minimise light seepage into



the open areas at the edges of the site and that such detail is controlled by condition. Conditions are also suggested to ensure biodiversity enhancements are provided as part of the scheme and an informative added in relation to wildlife protection during site works.

## **Contamination**

- 111. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.
- 112. Phase 1 and phase 2 assessments of the site in terms of contaminants and remediation have been submitted with the application.
- 113. The reports are acceptable and make several recommendations. It is clear that whilst some elevated pollutant levels were found, the site is not grossly contaminated. The report suggests that pollution of controlled water is low and that this may be a result of wider area contamination not related to the development site. The Environment Agency have been consulted on the application and made observations on contamination and groundwater protection. They have no objection provided that conditions regarding ecology and the protection of the water environment are included.
- 114. The reports make some recommendations relating to potential remediation, including removal of the underground storage tanks and impacted soils etc. but the environmental protection officer has asked that a remedial method statement is developed to cover all points raised. Additional ground gas monitoring will also be required. Local impacts should be limited and development acceptable subject to conditions on contamination assessment (parts 1&2 already complied with in terms of our standard condition), to stop works and submit details of remediation if unknown contamination is found during works and to ask the developer to provide details of testing and/or suitable compliance for any imported top soil material.

## **Energy and water**

- 115. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
- 116. The initial scheme provided for air source heat pumps positioned on the roof of the western block. However; due to concerns about design and amenity impacts potentially arising from the position of these units the scheme has been revisited and a roof mounted PV scheme is now suggested to deliver 11% of the sites energy requirement from on-site renewable technology in line with policy JCS3. Water efficiency targets in line with current guidance are also mentioned within the submitted energy, water and construction statement.
- 117. Specification of a site waste management plan; planning of material quantities and delivery timings; and where possible, locally sourced materials used for construction should also improve the methodology for construction to assist in reducing construction and resource impacts.
- 118. The scheme is therefore considered to be acceptable and suitable conditions are suggested for the development to ensure energy systems are provided and maintained on site as necessary and that water conservation measures are incorporated into the scheme.

## **Flood risk**

119. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
120. Discussion on the sequential test is mentioned above in terms of accepting development in this location. This includes potential for benefits of regeneration and housing, need for housing and flood control. The design strategy for the site has considered in discussion with the EA ground levels and slab height above ordnance datum (AOD) and impacts from flood zones. It is also noted that the site at present is 100% impermeable.
121. The site lies within Flood Zone 2 and at the river edge within zone 3 defined by the 'Planning Practice Guidance: Flood Risk and Coastal Change' as having between a medium and a high probability of flooding where notwithstanding the mitigation measures proposed, the risk to life and property within the development from fluvial inundation would be unacceptable if the development were to be allowed. The proposal is for a "more" vulnerable development as defined in Table 2: Flood Risk Vulnerability Classification of the Planning Practice Guidance". The design approach to building levels, increased permeability and surface water control before discharge from the site by way of attenuation tanks are seen to be an acceptable approach to surface water drainage design and flood defence for the site and area. A condition is suggested in terms of agreeing final design and management of these features.
122. The EA are satisfied that the flood risk assessment submitted with the application provides information necessary to make an informed decision. Finished floor levels have been set at 3.8m AOD which is 300mm above the 1 in 100 (1%) annual probability events, including an allowance for climate change. This is in line with the advisory requirements of Paragraphs 059 and 060 of the NPPF's Planning Practice Guidance which advises that there should be no internal flooding in More Vulnerable developments from a design flood 100 (1%) and 200 (0.5%) year inclusive of climate change. An indicative emergency flood plan has also been submitted. To ensure that the development would be safe for its lifetime a condition is suggested to ensure that details of the flood evacuation plan are agreed and operations continue into the future.
123. This development may require a permit under the Environmental Permitting (England and Wales) Regulations 2010 from the Environment Agency for any proposed works or structures, in, under, over or within eight metres of the top of the bank of the River Wensum, designated a 'main river'. This was formerly called a Flood Defence Consent. Some activities are also now excluded or exempt. A permit is separate to and in addition to any planning permission granted. The permit will control works in, over, under or adjacent to main rivers (including any culverting).

## **Trees**

124. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
125. Tree impact is limited with only one tree slightly overhanging the site in its north-east corner. The tree is a semi-mature category B1 False Acacia tree and would be positioned outside of any area of building development. Assessment and recommendations have been made in terms of its potential for future impacts, which are considered to be limited, and for any necessary works to protect the tree during construction. Conditions are suggested for details of ground regrading, tree protection and retention of such protection during construction.

## **Equalities and diversity issues**

126. There are no significant equality or diversity issues.

## **S106 Obligations**

127. Whilst it is the applicant's intention at this time to provide a reduced off-site contribution for the provision of dwellings as affordable housing it is reasonable to secure through a S106 agreement review of viability at appropriate stages and then, as possible, a percentage of the dwellings in line with policy at agreed rent or tenure type or for additional off-site contribution.

## **Local finance considerations**

128. 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.

129. 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.

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

## **Conclusion**

131. Both the NPPF and DM9 require all development to have regard to the historic environment and maximise opportunities to preserve, enhance or better reveal the significance of designated assets. These policies are rooted in the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 which imposes a duty on local authorities to have special regard and pay special attention to development affecting listed building and their settings and conservation areas. The comprehensive proposals for a high density and contemporary form of urban development have been carefully assessed in this context. On balance, there is considered to be limited harm and that any harm is considered to be outweighed by the benefits of the scheme in terms of: design quality; delivery of housing in a highly sustainable location; and the effective re-use of a vacant site. The scheme also provides for other benefits in enhancing the river edge in this area and for the potential delivery of affordable housing. The development is seen to be 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. 16/00456/F - BT Telephone Exchange Westwick House 70 Westwick Street Norwich NR2 4SY and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of affordable housing contribution and review of viability should works not commence or dwellings be occupied and subject to the following conditions:

1. Commencement of development within 3 years from the date of approval;
2. Development to be in accord with drawings and details;
3. Details of facing and roofing materials; brick bond and mortar; joinery; verges; vent systems; external lighting; heritage interpretation; and photographic record of existing building;
4. Side windows to upper floor communal access spaces, hallways, bath/shower rooms, kitchens to be obscure glazed and fixed openings;
5. Details of any remaining archaeological work and written scheme of investigation
6. Details of vehicle charging points; cycle storage; site management for parking/access; and bin stores provision;
7. Details of highways works;
8. Construction management plan; parking; wheel washing;
9. Details of landscaping including: planting; tree pits; biodiversity enhancements, bird and bat boxes; site treatment works; boundary treatments, including any proposals to guard the edge of the river, separation of private amenity areas, gates, walls and fences; edge treatment to roof terraces and gardens; landscape features such as planters, seats, raised walls etc. complete with heights or levels to indicate the overall appearance; parking, access road and path link surfaces; and landscape management and implementation programme and maintenance;
10. Water framework directive compliance (EA)
11. Details of necessary AMS for additional site works, ground regrading, protection of existing trees;
12. Compliance with AIA, AMS and additional information at condition 11 and Tree Protection Scheme implemented prior to commencement;
13. Retention of tree protection;
14. Details of provision and maintenance of LZC technologies / renewable energy sources;
15. Details of water efficiency measures;
16. Details of the surface water drainage system and future maintenance of;
17. Details of emergency flood warning and evacuation plan and implementation of surface water flood strategy;
18. Site contamination investigation and assessment (excluding parts 1 and 2 in terms of our standard condition as already complied with);
19. Details of contamination verification plan;
20. Cessation of works if unknown contaminants found and submit details of remediation;
21. Details of testing and/or suitable compliance of all imported material prior to occupation;
22. Compliance with the recommendations of submitted noise report;

### **Article 35 (2) statement**

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

### **Informatives**

- Considerate constructors

- Impact on wildlife
- Highways contacts, street naming and numbering, design note, works within the highway etc.
- Properties at this development will not be entitled to on street parking permits;
- Environment Agency guidance;
- Anglian Water guidance.

RIVER WENSUM

E02

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WESTWICK STREET

E01

E05

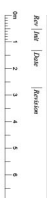
E03

E06

E04



A. 01.08.16 Planning and Design & Construction  
Checked and Recommended  
Issued for Planning - 26.02.16



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ARCHITECTS  
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www.lsiarchitects.co.uk

Client: Telenor Securised Property GP Ltd

Project: 70 Westwick Street

Plan: Planning - Proposed

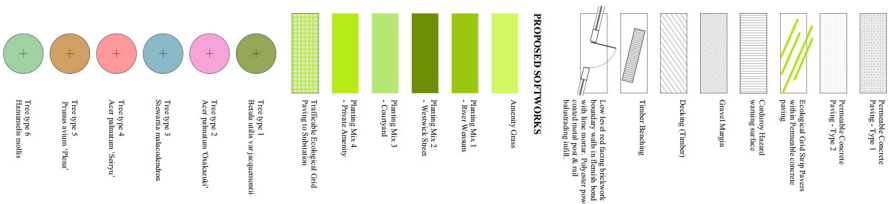
Ground Floor Plan

Scale: 1:100 Date: 08.05.2015 Drawn: FR

14/01/15-200 A



## PROPOSED HARDWORKS



Refer to Section 7 of the supporting *Design and Access Statement* for details of the proposed planting.

A	RR	01.08.16	Scheme amendments in line with
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### Officers recommendations

Issued for Planning - 26.02.16

REV	REV	REV
1000	1000	1000

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*Chen*

Teheral Securitised Property GP Ltd

Project

70 Westwick Street

Title

Planning - Proposed

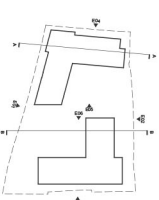
Landscape Fall

Scale @ 11'	Date	Drawn
4.400	4.20.00.00.00	00

Category	Sub-category	Frequency	Percentage
Overall	Very satisfied	10	10.0
	Satisfied	20	20.0
	Dissatisfied	40	40.0
	Very dissatisfied	30	30.0
Male	Very satisfied	5	5.0
	Satisfied	15	15.0
	Dissatisfied	30	30.0
	Very dissatisfied	20	20.0
Female	Very satisfied	5	5.0
	Satisfied	5	5.0
	Dissatisfied	10	10.0
	Very dissatisfied	10	10.0

14-0113-210	A
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## Key Plan



### Materials Key

1. Feed backing (between in enamel bond with lime mortar)
2. Pigmented solder
3. Bricked solder course
4. Polystyrene powder coated metal panels (No tone colour with backing) with polystyrene powder coated lead solder in mesh
5. Polystyrene powder coated lead solder in mesh without enamel, 10 to 150 mesh
6. Prilled metal rod
7. Prilled metal rod with cladding
8. Polystyrene powder coated aluminium/brass composite windows
9. Polystyrene powder coated aluminium/brass doors with PVC seals and vision panel/insulated glazed or sealed
10. Polystyrene powder coated metal panel and metal window frames
11. Polystyrene powder coated metal panel with backing
12. Polystyrene powder coated metal window frames with backing
13. Polystyrene powder coated metal window frames with backing and no enamel
14. Polystyrene powder coated metal window frames with backing and enamel
15. Polystyrene powder coated metal window frames with backing and enamel and no enamel
16. Polystyrene powder coated metal window frames with backing and enamel and no enamel and no enamel
17. Polystyrene powder coated metal window frames with backing and enamel and no enamel and no enamel and no enamel
18. Polystyrene powder coated metal window frames with backing and enamel and no enamel and no enamel and no enamel and no enamel
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20. Polystyrene powder coated metal window frames with backing and enamel and no enamel and no enamel and no enamel and no enamel and no enamel and no enamel

A	RFR	01.08.16	Scheme amendments in line with Planning and Design & Conservation Officers recommendations
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Issued for Planning - 26.02.16



Telereal Securitised Property GP Ltd

70 Westwick Street

### Planning - Proposed Elevations E01 and E02

64-66 Westwick Street

**Elevation E01 - Westwick Street**

Westwick Street  
70 Westwick Street

64-66  
ick Street

Westwick Street > 70 Westwick Street

ick Street

64-66 Westwick Street

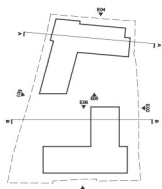
70 Westwick Street

95 Westwick Street

64-66 Westwick Street



Key Plan



Materials Key

1. Red brickwork in finish bond with lime mortar
2. Proprietary brickwork
3. Brickwork soldier course
4. Polyester powder coated metal panels (two tone colour with texture) with polystyrene window frames. No visible floor fixings
5. Powdered metal wall cladding
6. Powdered metal roof
7. Polyester powder coated aluminium/ther composite windows
8. Polyester powder coated metal framed doors with PPG walls and vision panels fully glazed to the ground
9. Polyester powder coated metal post and rail balustrading around polyester powder coated metal balcony
10. Polyester powder coated metal post and rail balustrading around polyester powder coated metal balcony projecting balcony.
11. Polyester powder coated metal flooring projecting entrance canopy.
12. Polyester powder coated metal hopper and downpipe with no visible floor fixings, pre-finished corners required at each change of direction
13. Polyester powder coated metal rainwater hopper and downpipe
14. Frameless clear laminated glass balustrade
15. Polyester powder coated metal post and rail balustrading
16. Soft finish **OMITTED** painted plant pots
17. Low level red facing brickwork boundary walls in finish bond with lime mortar, projecting wall.
18. Polyester powder coated metal across gate with open posts (100mm spacing)
19. External metal cladding with Polyester powder coated metal post and rail balustrading
20. Polyester powder coated metal bays
21. Powdered brickwork panel

A PRG 01.08.16 Submitting proposals to the LPA Planning and Design & Conservation Officers recommendations

Issued for Planning - 26.02.16

Key | Metre | Kilometre

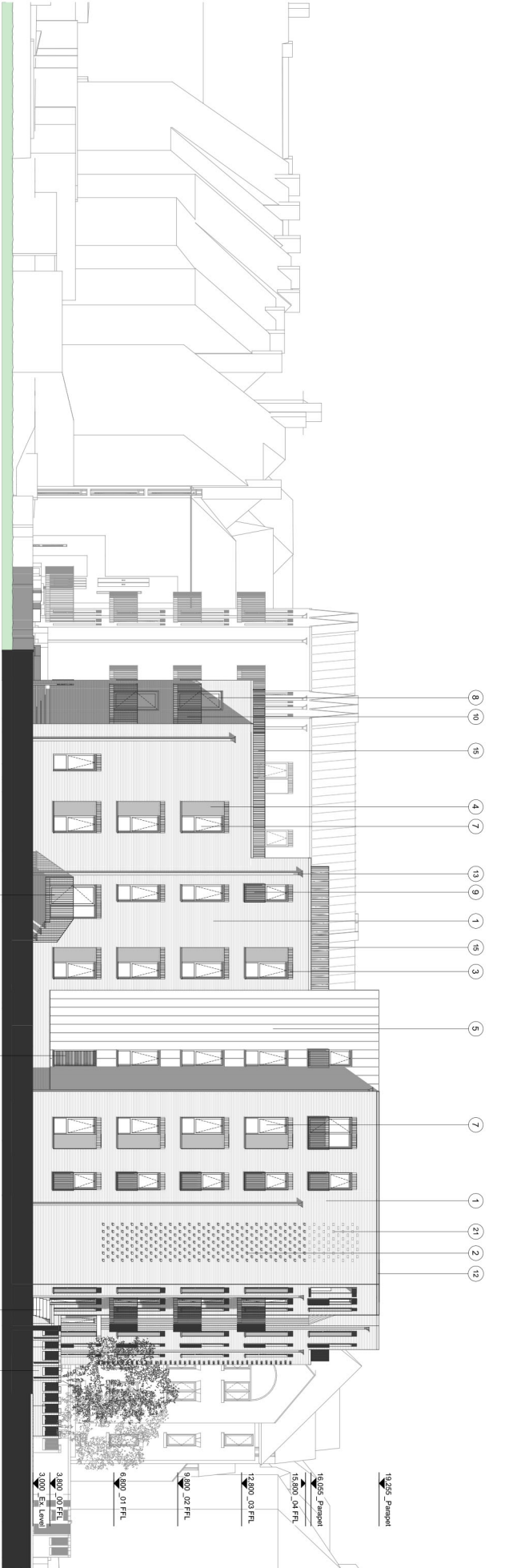
0m 10m 20m 30m 40m 50m 60m 70m 80m 90m 100m

**ISI** ARCHITECTS

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E: info@isiarchitects.co.uk  
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Client: Telerail Securified Property GP Ltd  
Project: 70 Westwick Street

Planning - Proposed Elevations E04 and E06  
Scale: @ 1/41  
Date: 15.02.2016  
Drawn: FR  
Checked: A

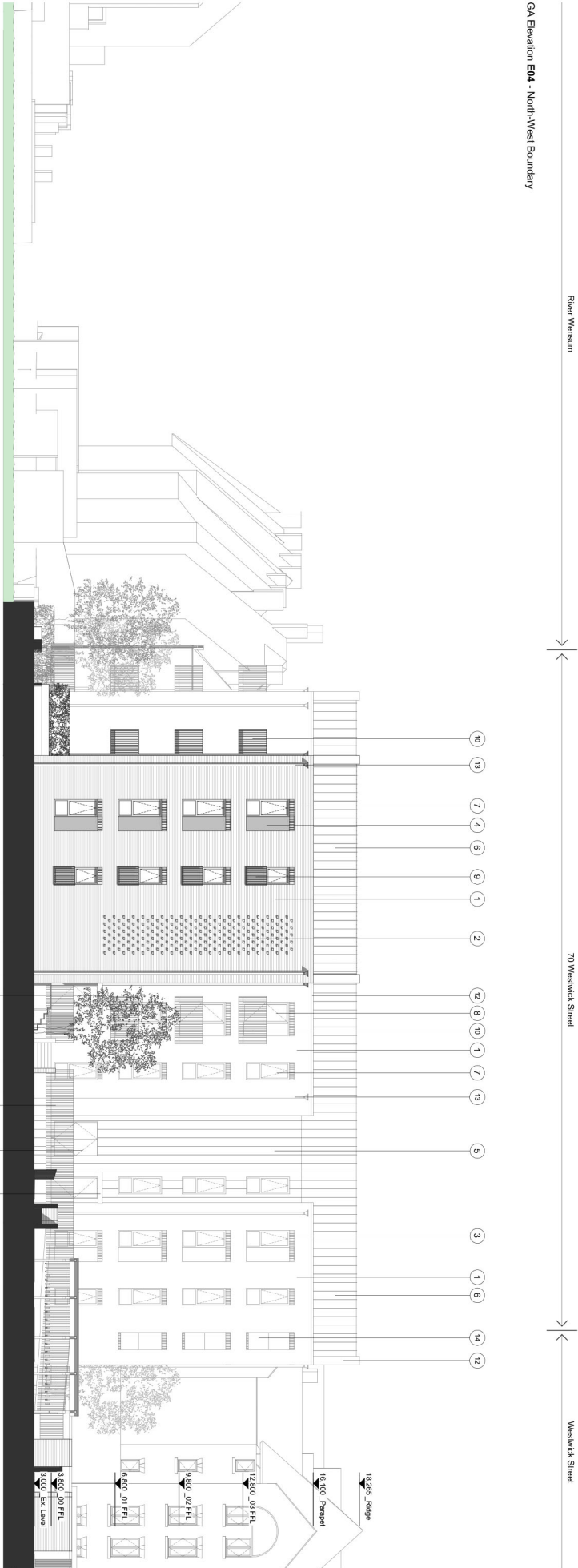


River Mensum

70 Westwick Street

Westwick Street

GA Elevation E04 - North-West Boundary



River Mensum

70 Westwick Street

Westwick Street

GA Elevation E06 - North-West Yard



