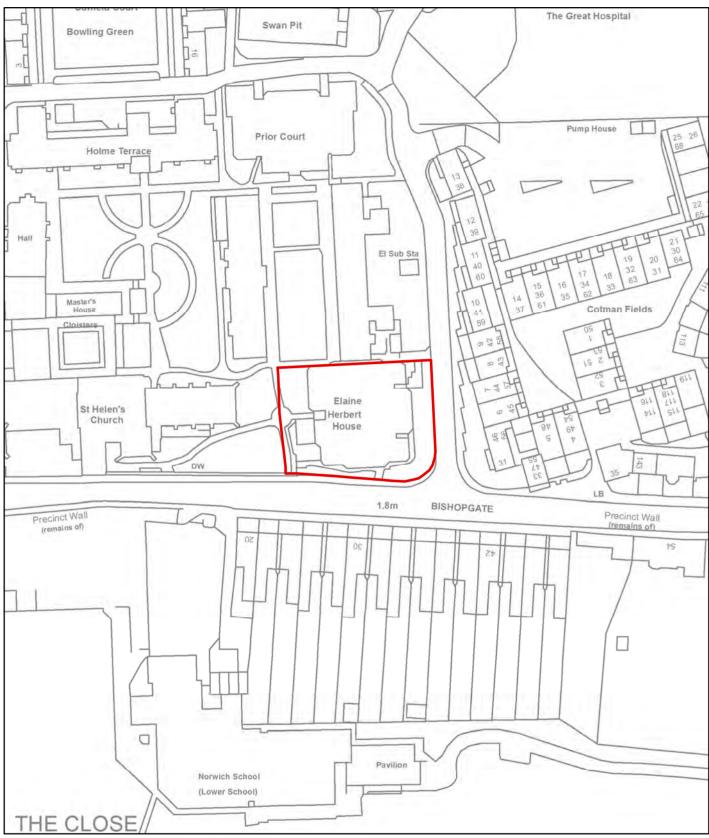
Report to	Planning applications committee	Item
	13 June 2019	
Report of	Head of planning services	— / I)
Subject	Application no 19/00373/F - Elaine Herbert House The Great Hospital Bishopgate Norwich NR1 4EJ	5(d)
Reason for referral	Objection	

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

Development proposal			
Demolition of care unit and construction of 19 unit sheltered housing building and associated landscaping.			
Representations			
Object Comment Support			
2	0	0	

Main issues	Key considerations
1 Principle of development	Loss of existing care home and provision of
	19 units of sheltered housing
2 Design	Loss of the existing Elaine Herbert House
	and the design of the proposed building
	including layout, height and scale,
	contextual materials
3 Heritage	Impact on the conservation area, nearby
	listed buildings and archaeology
4 Trees	Loss of trees and replacement planting
5 Landscaping	Hard and soft landscaping
6 Transport	Car free accommodation, provision of bin,
	bike and buggy stores, construction traffic
7 Amenity	Impact upon neighbouring residents of
	Bishopgate and Cotman Fields taking into
	consideration overlooking, overshadowing
	and loss of light. Living conditions for future
	residents including size of units, light and
	external space
8 Energy and water	Renewable energy and water efficiency
9 Flood risk	Minimising the risk and impact of flooding
	and the management of surface water
	drainage
Expiry date	26 June 2019
Recommendation	APPROVE



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Planning Application No Site Address 19/00373/F Elaine Herbert House The Great Hospital 1:1,000



Scale





The site and surroundings

- 1. The Great Hospital is situated to the South of the River Wensum on the north side of Bishopgate. To the east is Cotman Fields where there is a flatted development that varies in height from 2 to 3 storeys. Directly to the south is a row of red brick terrace houses on the south side of Bishopgate which were built by the Dean and Chapter in 1903. The Great Hospital is located to the east of Norwich Cathedral.
- 2. The hospital was founded in 1249 by Bishop Walter de Suffield. The site began with the Church and hospital of St Helen and expanded over hundreds of years as further buildings were added to the complex. The hospital was briefly dissolved in 1547 but the City took it over and it has continued into the present day, currently in use as an elderly person's sheltered accommodation. It provides accommodation for 105 people in a range of sheltered housing flats and cottages.
- 3. The Great Hospital Complex is located within the Cathedral Close character area of the wider City Centre Conservation Area. The character area and the Great Hospital Complex benefits from a very high concentration of historic buildings from various historical periods and is an area of very high landscape and townscape quality.
- 4. The Great Hospital site is characterised by a range of very high quality domestic and religious architecture. It has a unique character as a distinct and separate enclave defined by the high boundary walls along the eastern and southern boundaries housing a mixture of high status medieval architecture which remains the most dominant in scale and form with later domestic architecture being more modest in scale and subservient in character. The architecture is largely based around landscaped courtyards and consequently has a green character. Traditional building materials are employed throughout the area with red brick and flint being the modest dominant.
- 5. Elaine Herbert House is a 2 storey building situated on the corner of Bishopgate and Cotman Fields and was constructed to the designs of Anthony Rossi (prominent local architect) in the 1960s as a purpose built care home. The building is constructed in buff brick with small windows deeply set within rectangular reveals with curved edges. It contains 20 flats and a hospital ward for the most infirm of the residents but has been disused since 2013.

Constraints

- 6. The Great Hospital contains sixteen listed buildings and structures and is situated within the City Centre Conservation Area. Elaine Herbert House is not listed but directly to the north (and attached to Elaine Herbert House) are the East Wards, which are grade II listed; and to the north west, but separate from Elaine Herbert House, are the White Cottages that are also grade II listed. Both properties are single storey buff brick buildings built in the early 19th century as residential/wards with the white cottages currently being in use as offices and the east ward being a restaurant/community space. Directly to the west of Elaine Herbert House is the grade I former chancel of St Helen's which is now the Eagle Ward.
- 7. Elaine Herbert House is elevated around 0.5m above the level of Bishopgate. The site of the building is relatively flat although the wider Great Hospital site rises up

away in a north-westerly direction away from the highway. The site is situated in flood zone 2 for fluvial flooding. There are a number of trees on the site.

Relevant planning history

- 8. The wider Great Hospital Site has an extensive planning history. There is however no relevant recent planning history relating to Elaine Herbert House.
- 9. There are three other applications which have recently been granted consent on the site. Full planning permission and listed building consent was permitted for the conversion of the White Cottages from office space to residential (six flats) with a number of external and internal alterations and Listed Building Consent was granted for internal and external alterations to East Wing to allow for disused plant space to be bought into communal use in association with the existing residential use of that building.

Ref	Proposal	Decision	Date
19/00376/L	Internal and external remodelling to turn unused plant room into community space.	Approved	22.05.19
19/00374/F	Change of use to sheltered housing and associated external alterations.	Approved	28.05.19
19/00375/L	Change of use to sheltered housing and associated internal and external alterations.	Approved	28.05.19

The proposal

- 10. The application seeks full planning permission for the demolition of the existing 1960s purpose built nursing home and for the construction of a new building to provide accommodation for the elderly and to rehouse the existing administration offices within part of the ground floor of the new building. This latter part of the proposal will allow the White Cottages to revert back to housing as approved under applications 19/00374/F and 19/00375/L.
- 11. The new accommodation will comprise of 19 one bedroom apartments which could be used by a single occupier or a couple. Each apartment has a double bedroom, open plan kitchen, diner and lounge and bathroom. The application also seeks 260m² of offices, reception and associated space, a service area of 27m² and circulation space. This totals around 1625m² of floor space.
- 12. The proposed building will be largely three storeys, stepping down to two storeys at the north-east and north-west corners. The proposed building is U-shaped which will allow for the creation of a new landscaped courtyard in the centre. There will be two main entrances, one for the residential accommodation and one for the offices. The four residential units at ground floor level have their own door off the central courtyard.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	19 units of sheltered accommodation for the elderly
Total floorspace	1625m ² (including 260m ² office space).
No. of storeys	2-3 storeys
Max. dimensions	38m (frontage to Bishopgate) x 28m (east and west elevations) x 12m (ridge height)
Appearance	
Materials	Buff brickwork, flint, slate roof, timber and aluminium doors and window, zinc chimneys, stone entrance, stack bonded brickwork to stairwell, stone to window surrounds, aluminium rainwater goods, metal/glazed Juliet balconies, glazed lantern.
Construction	The development will exceed the latest air tightness and insulation requirements of current building regulations.
Energy and resource Ground source heat pump system efficiency measures	
Operation	
Ancillary plant and equipment	Plant room to be situated at ground floor level and within zinc chimneys
Transport matters	
Vehicular access	There will be no new vehicular access
No of car parking spaces	No additional car parking spaces are to be provided on the Great Hospital Site
No of cycle parking spaces	10 spaces within covered store near to the car park to the north of the Great Hospital Site
Servicing arrangements	Bin storage area to the north of Elaine Herbert House to accommodate shared 360 litre bins (9 refuse and 5 recycling)

Representations

13. 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. Redacted representations are available

to view at <u>http://planning.norwich.gov.uk/online-applications/</u> by entering the application number.

Issues raised	Response
The proposal will result in loss of light and I will be left to look at a brick wall rather than a fantastic view of our city.	See main issue 6
There are traffic problems on Bishopgate caused by Norwich School with parents dropping children off and school buses. Demolition and construction traffic will exacerbate the problem. The construction will lead to more pollution, traffic, dust and noise.	See main issue 5

Consultation responses

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

NCC - Design and conservation

15. The overall scheme is an improvement on the existing building and enhances other heritage assets within the site. I have reservations regarding the proposed entrance and consider there are other options that could be an improvement to that which is proposed. However, although this entrance is an important element of the building and how it reflects upon the courtyard and adjacent listed buildings, I do not consider its impact so great that it should be a reason for refusal when the overall scheme is an improvement on the existing and further enhances other heritage assets within the site. Conditions recommended.

Historic England

- 16. At pre-application stage we accepted the demolition and construction of a new building in principle. We stated that the form and scale of the new building facing Bishopsgate is acceptable but raised a number of matters of detail which have largely been addressed although a number of issues remain outstanding. We have long had concerns how the new building will relate to the east end of St Helen's Church and the wards to the north and some positive changes have been made. We do however still consider that the residents' porch and entrance is an overly complex element as it embraces the base of the stair tower and does not respond to the change in the building behind it. If the materials are of good quality they could be acceptable however there is concern regarding the zinc ventilation stacks which could detract from the simplicity of the roof line.
- 17. Whilst we accept the principle of the proposed development and would not wish to object to the application, some areas of detail could be addressed in order to minimise any harm to the listed buildings and conservation area.

Anglian Water

18. There is available capacity for foul drainage and the sewerage system has capacity. The preferred method of surface water disposal would be SuDs with connection to the sewer as the last option. The surface water strategy/flood risk assessment is unacceptable as no final discharge rate or connection point has been provided. We would therefore recommend that the applicants consult with Anglian Water and request a condition requiring a drainage strategy.

Environment Agency

19. No comment – refer to standing advice.

Highways (local)

20. No objection on highway grounds. The proposed development would not be of concern in terms of traffic or parking and the provision of new cycle parking is particularly welcome. A new street bench at the bus stop would be of great benefit to residents and consideration should be given to funding and installing one. The streetscape could also be improved. In terms of refuse access, the ramp should be remained and it should be checked to see if it is fit for purpose.

City wide services

21. The entrance gate is not wide enough for 1,100 litre bins. The ideal arrangement will be for a caretaker to pull the bins out to the road side but it may be better to have a number of shared 360 litre bins (9 refuse and 5 recycling) rather than the 1,100 litre bins. Individual bins should not be provided.

Landscape

22. The intention of this scheme is to provide a simple, elegant green space in a contrast to the rich planting provided elsewhere on the site. Given the simple nature of the green space, the only varying interest will be berries, flowers and autumn colour of the Sorbus. We suggest that the space may benefit from some bulb planting or up-lighting to the trees to provide additional interest. The success of the scheme will rely on the detailing and quality of materials.

Norfolk historic environment service

23. Previous archaeological investigations within the wider hospital site have identified evidence of late Anglo-Saxon and early medieval activity predating the establishment of the hospital itself. There is high potential for heritage assets with archaeological interest which could be adversely affected by the associated demolition and construction works. The construction of Elaine Herbert House and previous nineteenth century buildings will have had an adverse impact on the archaeological remains at the site. Due to the presence of buildings at the site it is not practical to undertake any archaeological evaluation prior to the determination of the planning application and the demolition of Elaine Herbert House. If planning permission is granted this should be subject to conditions for a programme of archaeological mitigatory work.

Norwich Society

24. We strongly support the proposal, both for the brief's objectives and for the quality of the design response, which has been superbly and sensitively drawn up. We also note the excellent landscaping scheme.

Tree protection officer

25. The loss of trees T6 and T7 is extremely regrettable as they provide a significant contribution to the immediate area. However, the number of trees to be planted to mitigate this loss is acceptable. I have minor concerns over other aspects of the replacement planting particularly along the Bishopgate frontage. The south elevation drawing shows the new trees with clear stems. This won't be the case with Fagus sylvatic 'Dawyck Gold'. Positioning of these trees will be critical if issues surrounding blocked windows/lack of light are to be avoided. There must be adequate clearance between the new trees and the new building to allow the trees to reach maturity. Details of planting (including planting pits, exact locations and size of new trees) would be useful. As long as the recommendations contained within the Arboricultural Implications Assessment (AIA) are fully implemented, no objection. Conditions recommended.

Assessment of planning considerations

Relevant development plan policies

- 26. 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
 - JCS11 Norwich city centre
 - JCS20 Implementation
- 27. 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
 - 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

Other material considerations

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

- NPPF4 Decision-making
- NPPF5 Delivering a sufficient supply of homes
- 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

29. Supplementary Planning Documents (SPD)

• Trees, development and landscape SPD adopted June 2016

Case Assessment

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

Main issue 1: Principle of development

- 31. Key policies and NPPF paragraphs DM12, DM13, JCS4, NPPF5.
- 32. The provision of 19 residential units will help to meet the housing need within Norwich as identified within policy 4 of the adopted Joint Core Strategy and will help contribute towards Norwich's five year land supply. The site will provide 19 no. one bedroom flats which can either be occupied by a single resident or a couple in a sustainable location within the city centre. Policy 4 of the Joint Core Strategy and policies DM12 and DM13 of the Local Plan set out the criteria against which residential development will be assessed. These issues along with other material considerations are discussed within the report.
- 33. The proposal will result in the loss of a care home which contains 20 flats and a hospital ward for the most infirm of the residents. It has been unused since 2013 as it is no longer suitable for the type of housing and care offered by the Great Hospital. Its replacement with more fit for purpose accommodation is therefore supported.
- 34. The proposal also includes the provision of office accommodation but this is office accommodation associated with the Great hospital and will replace existing office accommodation currently housed within the White Cottages.

Main issue 2: Design

- 35. Key policies and NPPF paragraphs JCS2, DM3, NPPF12.
- 36. Elaine Herbert House was constructed to the designs of Anthony Rossi (prominent local architect) in the 1960s as a purpose built care home. The building is constructed in buff brick with small windows deeply set within rectangular reveals with curved edges. The building is of its time and benefits from some associative and historic heritage value as a consequence of the architect and as evidence of the development of the wider hospital site over time.
- 37. The building is modest and recessive and is not identified within the conservation area appraisal as either negative or positive and therefore it is considered that it makes a neutral contribution to the character and appearance of the conservation area and has a neutral impact upon the setting of listed buildings.
- 38. The demolition of the existing building is considered acceptable subject to its replacement with an appropriate high quality building and a demolition strategy has been included with the application to indicate how the building can be removed without harming the East Ward (grade II listed) which is currently attached to Elaine Herbert House.
- 39. Extensive pre-application discussions took place regarding the development. As a result the scale of proposed development has been reduced and the design has been amended in a way that has resulted in a significant improvement in the overall scheme.
- 40. The proposed C shaped arrangement of the building around a new courtyard provides an effective termination to the southern end of the existing courtyard flanked by the White Cottages and East Ward. The creation of a further courtyard form is characterful and contextual and will provide the opportunity for attractive amenity space for the new residents.
- 41. The south elevation is contextual with the gable ends fronting Bishopgate being reminiscent of the 19th Century terraced housing immediately to the south. The windows have been enlarged to provide greater vertical emphasis and the proposed decorative brick work adds visual interest to the elevation. There were some concerns with regards to the proposed oriel window and this has been changed to a recessed corner window which has a much simplified form and fits in better with the overall design concept and is unlikely to date as quickly.
- 42. At the pre application stage there was some concern that the projecting gable on Bishopgate that steps forwards in line with the front boundary wall is too assertive and will compete with the 2 storey entrance porch to St Helens; it was recommended that this gable should be set further back. In the submitted scheme the gable is still in line with the boundary but a flint feature at ground floor level means that it is tied in with the existing gates. Consequently, rather than competing it is now considered that the proposal emphasises the gateway and that the positioning is appropriate. Furthermore, the positioning of this gable also reflects the positioning of the historic Red Ward building which was built around 1820 and occupied the site before its demolition in the 1960s to make way for the existing Elaine Herbert House.
- 43. The reduction in scale of the north western wing from 3 to 2 storeys has alleviated pre-application concerns in respect of the proposed building overwhelming and

overshadowing Eagle Ward and it is considered that the height is appropriate in relation to the surrounding buildings. At pre application stage there was concern that the entrance was not appropriately modelled. The reduction in height of the tower has helped somewhat but Historic England still have concern that the residents porch and entrance is an overly complex element that HE feel does not respond to the change in the building behind it. Some of these concerns are shared by the Council's Conservation and Design team but it is not considered that they out-weight the considerable town-scape and built heritage benefits that the wider scheme delivers. Having reviewed a number of alternative options, it is considered that, on balance, the proposed entrance is acceptable and will not detract significantly from the setting of the nearby St Helen's Church.

- 44. The success of the proposal will largely be in the selection of high quality contextual materials. The materials proposed in the supporting documentation are largely contextual and the selection of an appropriate brick for example can be dealt with by condition. The proposed zinc chimneys are an interesting addition and although Historic England do have reservations regarding these chimneys; they have been used successfully elsewhere within the hospital site and they will house external services and plant so as well as being functional will add character in a location where prominent chimney breasts feature strongly.
- 45. Overall therefore it is considered that the proposal will enhance the streetscene as the proposed building is an improvement on the existing. The proposed development has been carefully and appropriately modelled and the visuals submitted with the application show that a successful piece of architecture will be created which fits in with its surroundings. Any planning permission however would need to be subject to conditions requiring a palette of material samples in order to ensure that the proposal is of high quality.

Main issue 3: Heritage

- 46. Key policies and NPPF paragraphs DM9, NPPF16
- 47. Elaine Herbert House is not listed but is located in a Conservation Area. Overall it has a low heritage value although there is high evidential potential in relation to buried archaeology below or close to the building and therefore any consent would need to be subject to archaeological investigations. The building has a strong design coherence but, in relation to the Great Hospital and the rest of Bishopsgate, its aesthetic value is very low. It is currently disused and its communal value is neutral.
- 48. The White Cottages and East Wards which are grade II listed buildings in close proximity to the site have a high group value as they were designed as two sides of the courtyard within a few years of each other. The Red Ward (which was demolished to make way for Elaine Herbert House) formed the southern side of the courtyard. Elaine Herbert House however is awkwardly situated in relation to the rest of the courtyard and does not contribute to this group value. The removal of Elaine Herbert House will therefore have a negligible impact on the setting of White Cottages, East Ward and the conservation area provided that a new building is constructed as there have long been buildings in this corner of the site. Furthermore the careful removal of Elaine Herbert House will reveal the original south elevation of the East Wards. Therefore in heritage terms the demolition of Elaine Herbert House is considered acceptable however to retain the association with Elaine

Herbert, the plaque that is attached to the west wall could be retained and installed in or on the new building.

- 49. With regards to the construction of a new building it is considered that the massing of the building has been carefully considered so that the taller, three storey range, is along the street frontage and that the north ranges step down to two storeys to reflect the height of the lost Red Ward and to relate to the listed ranges of White Cottages and East Wards. The new building has been arranged around a courtyard which also helps ensure that the massing is appropriate to the historic context. The roof ridge height of the new building will be significantly lower than that of the Eagle Ward so the church will remain the dominant building. At the north end of the new building, the overall height of the chimneys of the White Cottages and East Wards.
- 50. Overall it is considered that the design is a blend of historical and contextual references and contemporary design details. The north-west range has been designed to reflect the lost Red Ward and the street frontage incorporates gables that echoes the gabled terrace of the houses opposite. The east side is more contemporary whilst the courtyard elevation echoes the historic cloisters of the Great Hospital site and the chimney although contemporary in nature create a varied roofscape and are important features in the historic buildings on the site. The materials reference the materials found in nearby buildings but there are also some contemporary materials such as aluminium windows. The impact upon the setting of the Grade I listed St Helen's Church is also acceptable. Overall therefore it is considered that the new building will have a negligible impact on the setting of Eagle Ward, the White Cottages, East Ward, St Helen's Church and the conservation area.

Main issue 4: Trees

- 51. Key policies and NPPF paragraphs DM7, NPPF15.
- 52. Three trees will need to be removed in order to allow the development to take place T2 (Japanese flowering cherry category C), T6 (ash-leaved maple category B) and T7 (Japanese flowering cherry category B) and two trees will need pruning to provide clearance between the outer branches and the new building and to provide sufficient clearance for construction works.
- 53. Trees T6 and T7 provide a significant contribution to the immediate area and their loss is regrettable. However the number of trees that are proposed to be planted will mitigate this loss and will help soften the development. The positioning and type of the trees will be critical in order to prevent loss of light to the future residents but this can be dealt with by condition along with the wider landscaping for the proposal.
- 54. The arboricultural report sets out how the retained trees will be protected during demolition and construction and it will be partially important to protect the Japanese flowering cherry (T1) which is situated in the north-west corner of the building. Subject to the recommendations within the report being undertaken, the tree officer has confirmed that he has no objection to the proposal. A number of conditions have been proposed.

Main issue 5: Landscaping and biodiversity

- 55. Key policies and NPPF paragraphs DM3, DM8, NPPF paragraphs 9, 17 and 56.
- 56. The Great Hospital is an extremely well landscaped site which is of great benefit to the residents and visitors and significantly enhances the setting of the listed buildings within the site and provides valuable habitat for wildlife in this city centre location. Previous phases of development on the site have always delivered high quality landscaping.
- 57. The intention of this scheme is to provide a simple, elegant green space which will contrast the rich planting provided elsewhere on the site, given residents will have access to all landscaped areas of the site this approach is justified. The success of the scheme however will rely on the detailing and the quality of materials and the selection of plants; therefore a condition is proposed to require a full landscaping scheme.

Main issue 5: Transport

- 58. Key policies and NPPF paragraphs –DM28, DM30, DM31, DM32, NPPF12.
- 59. The site is situated within the city centre and is in an accessible location. There is a bus stop close to the site on Cotman Fields and the applicant has confirmed that they will install a street bench at the bus stop which can be conditioned. No additional car parking is to be provided although there is some car parking on the Great Hospital Site that future residents or their visitors may be able to use. DM32 states that car-free or low car housing is acceptable in sites within controlled parking zones and in and surrounding the city centre and therefore this is acceptable particularly given that this is a replacement building.
- 60. The application provides for 10 no. cycle spaces in the form of Broxap CaMden cycle stands which will be positioned near to the car park to the north of the Great Hospital site. This meets the requirements of the local plan for care facilities. The cycle racks are unlikely to be used by many residents but will provide cycle parking for visitors and staff. Details of the cycle storage will need to be controlled by condition in order to ensure that the cycle storage is covered. Two areas of buggy parking are also proposed on site which will provide a safe and secure place for residents to store their buggies.
- 61. In terms of bin storage it is proposed to have a store towards the north of the site adjacent to the East Ward. This is screened from the road by an outbuilding and is screened from the newly proposed courtyard by a historic wall. The space is sufficient to accommodate 9 x 360 litre refuse bins and 5 x 360 litre recycling bins which is what City wide services are suggesting rather than the larger 1,100 litre bins which would be harder to manoeuvre and drag through the gates to the site. Due to the bin store being greater than 5m from the highway a caretaker will need to pull the bins out to the road site and return the bins to the store. The applicant has confirmed that they are happy with this arrangement although full details will need to be secured by condition.
- 62. The proposal development will inevitably result in additional traffic during construction in an area which can be very busy at certain times of the day due to the proximity to the Norwich School. A construction management plan should form

a condition of any future consent in order to minimise noise, traffic, dust and disruption to local residents. It is also proposed to place an informative on any permission requiring considerate construction.

Main issue 6: Amenity

63. Key policies and NPPF paragraphs – DM2, DM11.

Impact upon neighbouring residents

- 64. With regards to the impact upon neighbouring residents the main issue to consider is the impact upon the row of terraces on the south side of Bishopgate and the flats on the east side of Cotman Fields. It is not considered that the proposal will have any impact upon residents of the Great Hospital itself.
- 65. Firstly with regards to the properties on Bishopgate, the proposal may result in some additional overshadowing and overlooking due to the proposed development being taller and having larger openings (including Juliet balconies) within the south elevation; however due to the distances involved and the orientation any additional overlooking and overshadowing will be minimal and at an acceptable level.
- 66. With regards to the properties on Cotman Fields, the proposed development will be up to 5m closer to the flats than the existing building and the south east corner of the building will be 3 storeys in height rather than 2 storeys. There will also be more glazing on the elevation facing the flats than the existing building which is characterised by having very small recessed windows. At its closest point however the new building will still be more than 11m from the flats and with the north corner of the proposed development stepping down to 2 storeys, it is not considered that any additional overshadowing, loss of light or overlooking will be significant particularly taking into consideration this city centre location. One of the residents of Cotman Fields has raised concerns that the proposal will mean that they will be looking at a brick wall instead of the fantastic view of Norwich. It is acknowledged that the view from the second floor of the flats will be affected by the proposal due to the increase in height but no one has a right to a particular view in planning terms and the outlook from all flats on Cotman Field will remain good.

Living conditions for future residents

67. The proposal will provide good living conditions for future residents of the site. The properties all meet national space standards and will benefit from good levels of light. The Great Hospital has extensive landscaped gardens for all residents of the site to enjoy and this proposal will also provide a new landscaped courtyard.

Main issue 7: Energy and water

- 68. Key policies and NPPF paragraphs JCS3, DM1, NPPF paragraphs 94 and 96.
- 69. Within the design and access statement it is set out that the building will be designed to very high standards and will exceed the latest air tightness and insulation requirements of current building regulations. Furthermore it is proposed to meet the renewable energy requirement by having a Ground Source Heat Pump as an alternative to a conventional gas fired condensing boiler. It is anticipated that this would provide around 89% of the on-site energy requirements. The applicants are also exploring the use of solar thermal panels on the flat roof sections so they

would not be visible from the street. Further details of the fabric first measures and Ground Source Heat Pump can be secured by condition.

70. A condition should also be attached to any future planning permission to ensure that a water standard that is equivalent to Level 4 Code for Sustainable Homes will be achieved.

Main issue 8: Flood risk

- 71. Key policies and NPPF paragraphs JCS1, DM5, NPPF paragraphs 100 and 103.
- 72. The site is situated within flood zone 2 with the principle source of flood risk being fluvial from the nearby River Wensum. The site is not impacted by tidal flood risk and the risk from sewer flooding is considered to be low. In terms of surface water flooding the surface water flood maps show that surface water generally flows along the highway to the south of the site (Bishopgate) and collects in the road where Bishopgate meets Cotman Fields. No surface water flooding is modelled to occur on site.
- 73. With regards to fluvial flooding, the site will experience a degree of flooding during both the design flood event (1% AEP plus climate change) and the more extreme flood event (0.1% AEP) and therefore mitigation measures are required. A sequential test is not required as the building is a replacement building.
- 74. It is proposed that the finished floor levels will be set at the same height as the existing threshold (2.7m AOD) which will prevent internal flooding during the design flood event (1% AEP + 25% cc allowance); providing 60mm of freeboard. The amount of freeboard reduces to 10mm during the more extreme 35% allowance for climate change. Ideally the floor level would be raised by a further 90mm to increase the freeboard but as the building will be used as sheltered housing, disabled access is essential. Furthermore the site is situated adjacent to a grade I listed building and any increase in floor levels will impact upon the setting of this building. This therefore prevents the raising of floor levels any further.
- 75. All construction below 3.00m AOD (1% AEP plus 35% climate change allowance plus 300mm freeboard) will require the incorporation of flood resistant/resilient measures. This could potentially reduce the impact of water damage arising from an extreme flood and accounts for possible errors in the current modelling, without compromising the structural integrity of the building. The measures include but are not limited to:
 - Adding flood barriers to a maximum height 0.6m
 - Raising the electric supply
 - Orientating plasterboard horizontally
 - Using water and corrosion resistant materials
 - Installing one-way valves within the sewer system.
- 76. As the new building will be located within a flood risk zone, it should register with the EAs flood warning system and future staff/residents should be provided with a Flood Response Plan to ensure they have sufficient knowledge and awareness of how to respond. This should form a condition of any future consent.

- 77. These measures will ensure that the risk of flooding is less than existing and the impact of water damage will be reduced. Furthermore the design of the proposal is such whereby there are only four flats at ground floor level as much of the space is occupied by office accommodation. The proposal does therefore offer betterment.
- 78. With regards to surface water, pre and post development run-off rates are very similar as the footprint of the proposed building/hard landscaping increases by only 5m². The pre-development runoff rate is 124 l/s for a 1 in 1 year flood event, 304.2 l/s for a 1 in 30 year event and 395 l/s for a 1 in 100 year event. Post-development rates are 124.7 l/s for a 1 in 1 year event, 306 l/s for 1 in 30 year event and 397.3 l/s for a 1 in 100 years event.
- 79. The drainage strategy recommends that surface water discharge to the nearby River Wensum is considered or more likely a connection to the Anglian Water surface water sewer, which will reduce the loading on the foul sewer.
- 80. Concern was raised with the applicant that the proposal didn't include a drainage strategy and with the flood risk assessment demonstrating that the run off rate will be increased (albeit by a very small amount) the proposal didn't accord with policy DM5 of the Local Plan which sets out that proposed development should not increase the vulnerability of the site or the wider catchment to flooding from surface water run-off. Where a site is being redeveloped such as this there is an opportunity for betterment and mitigation measures can be incorporated to reduce surface water runoff.
- 81. In locations were groundwater is shallow and there is a risk of groundwater flooding, as is the case on this site, the Norwich Urban Area Surface Water Management Plan states that infiltration-based SuDS are not considered to be appropriate but in this instance it was considered that it would be feasible to install an attenuation feature such as sub surface storage within the newly created courtyard which could then reduce the run off rate when discharging to the nearby River Wensum or Anglian Water's surface water sewer.
- 82. The applicant subsequently confirmed that they can restrict surface water discharge to the sewer to 5 l/s via the use of a hydrobrake and attenuation in the form of below ground crates (minimum capacity of 30-35 m3) in the area of soft landscaping to the rear of the building. This will significantly reduce the risk of surface water flooding on site and to the wider catchment. A detailed drainage strategy and precise details of any drainage measure should form a condition of any future consent.

Compliance with other relevant development plan policies

83. 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
Car parking provision	DM31	Yes
Refuse Storage/servicing	DM31	Yes subject to condition
F	JCS 1 & 3	Yes subject to condition
Energy efficiency	DM3	
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Other matters

- 84. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:-
 - Affordable housing The Great hospital is a charity which provides accommodation and care to older people in need who are resident in Norwich. It is a not for profit organisation which invests all its funds in caring for their residents and maintaining their historic site. The proposal is also a replacement for existing accommodation on the site. In these circumstances it is not considered appropriate to seek a contribution towards affordable housing.
 - CIL As a charity the Great Hospital will be able to apply for charitable relief in terms of CIL.

Equalities and diversity issues

85. There are no significant equality or diversity issues. There is level access into the site and a lift serves the upper floors.

Local finance considerations

- 86. 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.
- 87. 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.

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

Conclusion

- 89. The existing Elaine Herbert House has been unused since 2013 as it is no longer suitable for the type of housing and care offered by the Great Hospital and therefore its replacement with more fit for purpose accommodation is supported. The provision of 19 units of sheltered accommodation will contribute towards Norwich's five year housing land supply and the units will provide good living conditions for future residents of the site.
- 90. The existing building is of low heritage value and makes a neutral contribute to the conservation area and to the setting of adjacent and nearby listed buildings. Therefore from a heritage point of view its demolition is considered acceptable. The design of the new building is such that it is a blend of historical and contextual references with contemporary design details and is an improvement on the existing. It is considered that the proposed development has been carefully and appropriately modelled so that it will enhance the streetscene and fit in with its surroundings.
- 91. The loss of 3 trees to facilitate the development is regrettable; however the replacement planting and landscaping will mitigate this loss and help soften the development and provide an additional courtyard for residents to enjoy. The provision of no additional car parking is considered acceptable in this sustainable location and the provision of a covered cycle store is welcomed. The site is within a floodrisk area but the mitigation measures will ensure that the risk and impact of flooding is minimised and the provision of attenuation in the form of below ground crates will significant reduce the risk of surface water flooding on site and to the wider catchment.
- 92. The provision of a ground source heat pump will exceed the requirements of the Joint Core Strategy for renewable energy and the proposed development will have minimal impact upon neighbouring residents taking into consideration loss of light, overshadowing and overlooking.
- 93. The development is therefore 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. 19/00373/F - Elaine Herbert House, The Great Hospital Bishopgate, Norwich, NR1 4EJ and grant planning permission subject to the following conditions:

- 1. Standard time limit;
- 2. In accordance with plans;
- 3. Details to be agreed: bricks, brick bond and mortar, stonework to entrance, flintwork, decorative brick finishes, roof coverings, glazed lantern and chimneys, rainwater goods, balconies, external doors and windows (including surrounds), new masonry details, oak cladding, columns to the colonnade

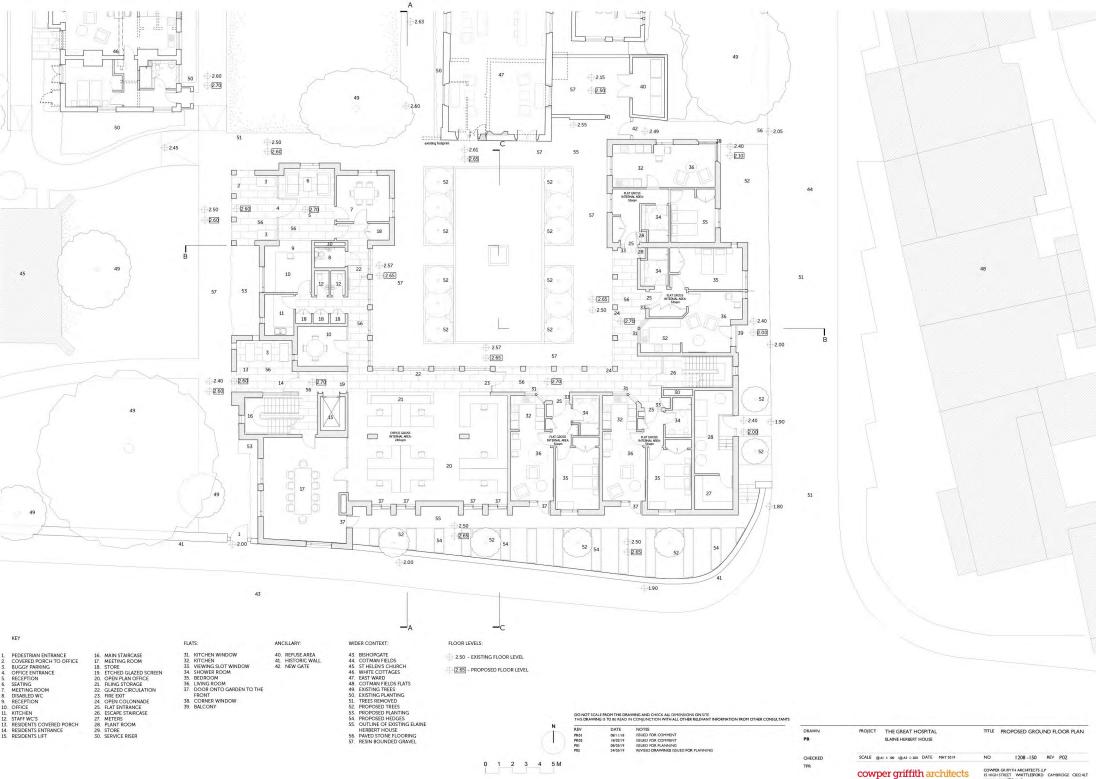
- 4. No works until Archaeological written scheme of investigation
- 5. Unidentified archaeological features
- 6. No works until Drainage strategy to be agreed
- 7. Minimum Finished floor level 2.7m AOD
- 8. Flood proofing
- 9. Flood warning and evacuation plan
- 10. Scheme for generating a minimum of 10% of the predicted energy requirement from decentralised renewable and/or low carbon sources has been agreed.
- 11. The development shall be designed to meet 110 litres/person/day water efficiency.
- 12. Details of covered cycle parking, bin store and collection arrangements
- 13. Landscaping scheme has been approved (including external lighting, replacement planting and ecological enhancements).
- 14. Bird nesting season
- 15. Structural engineers statement for the demolition of Elaine Herbert House
- 16. Scheme to deal with the protection of the existing historic flint wall and gateway into the site from Bishopgate and the historic wall to the south of the bin store
- 17. Details of plant and machinery
- 18. Construction method statement
- 19. Provision of street bench for bus stop on Cotman Fields
- 20. Reuse of plaque
- 21. In accordance with AIA, AMS and TPP
- 22. Provision of site monitoring for trees
- 23. Arboricultural supervision

Informatives:

- 1. Any damage to the highway and footways to be made good
- 2. Development not entitled to on street permits
- 3. Anglian Water assets
- 4. Construction working hours
- 5. Refuse bins and collection arrangement to be arranged prior to first occupation
- 6. Tree protection barriers
- 7. Archaeological brief
- 8. Street naming and numbering

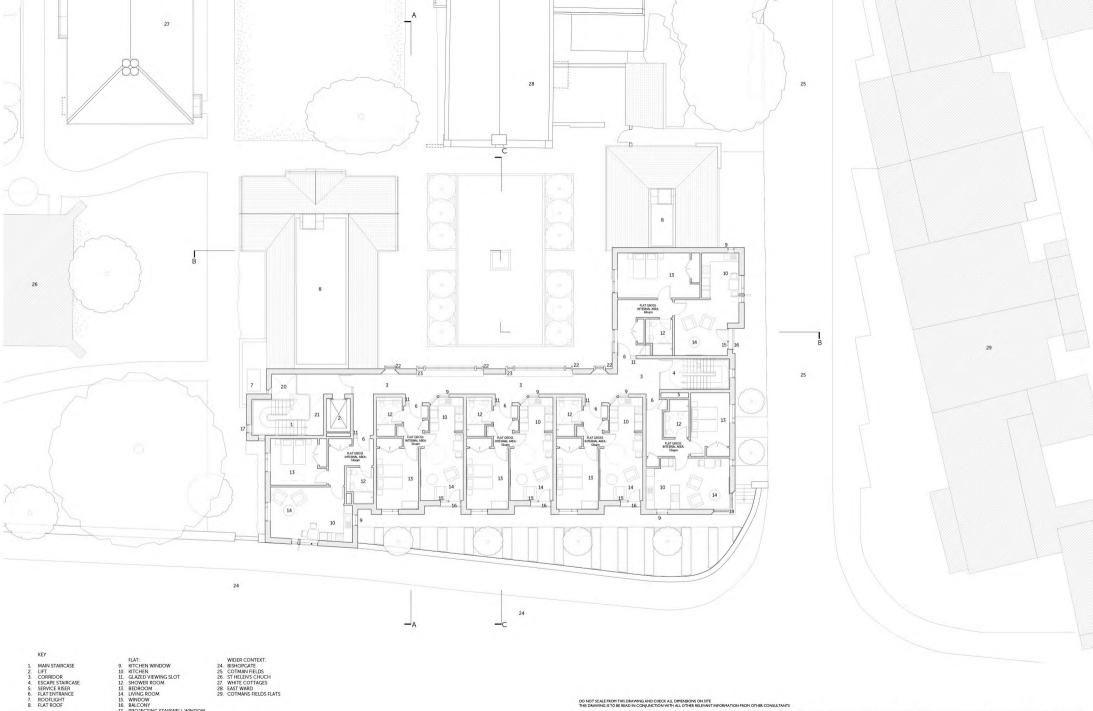
Article 35(2) Statement

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.



COWPER GRIFFITH ARCHITECTS LLP IS HIGH STREET WHITTLESFORD CAMBRIDGE CB22 4LT





14.	LIVING ROOM	
15.	WINDOW	
16.	BALCONY	
17.	PROJECTING STAIRWELL	WI
18.	CORNER WINDOW	

INDOW

18. CORNER WINDOW 19. PROJECTING BAY WINDOW 20. VOID 21. GLAZED LANTERN OVER 22. PROJECTING WINDOW 23. WINDOW SEAT

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DATE	NOTES
8/11/18	ISSUED FOR COMMENT
8/02/19	ISSUED FOR COMMENT
8/03/19	ISSUED FOR PLANNING
4/05/19	REVISED DRAWINGS ISSUED FOR PLANNING

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DO NOT SCALE FROM THIS DRAWING AND CHECK ALL DIMENSIONS ON SITE THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL OTHER RELEVANT INFORMATION FROM OTHER CONSULTANTS

	THE GREAT HOSPITAL ELAINE HERBERT HOUSE	TITLE	PROPOSED SECOND FLOOR PLAN
SCALE @AI	1:100 / @ A3 1:200 DATE MAY 2019	NO	1208-152 REV P02
cowpe	er griffith architects		R GRIFFITH ARCHITECTS LLP I STREET WHITTLESFORD CAMBRIDGE CB22 4L



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	CONTEXT:	PROPOSED:
1.	EXISTING FLINT / BRICK WALL	11. BUFF BRICKWORK
2.	EXISTING TILE COPING	12. STACK BONDED BRICKWORK
3.	EXISTING PEDESTRIAN GATE	13. CORBELLED BRICKWORK
4.	EXISTING BRICK PILLAR	14. BRICKWORK COPING
5.	EAST WARD	15. TIMBER/PPC ALUMINIUM PROJ
б.	WHITE COTTAGES	16. TIMBER/PPC ALUMINIUM CORI
7.	ST HELEN'S CHURCH	17. TIMBER/PPC ALUMINIUM WINE
В.	COTMAN FIELDS HOUSING	18. VERTICAL BOARDING

- 9. 20-48 BISHOPGATE 10. EXISTING OUTBUILDING
- 22. STONE ENTRANCE 23. METAL/GLAZED BALCONY 24. STONE SURROUND 25. TIMBER ENTRANCE SCREEN 26. STONE COPING 27. GLAZED LANTERN 28. FUNT 29. EQUER DUNTER OJECTING BAY WINDOW DRNER WINDOW INDOWS 28. FLINT 29. BRICK PLINTH 30. TIMBER/ PPC ALUMINIUM SLIDING DOORS 31. PROJECTING BRICK STRING COURSE 22. STONE STRING COURSE 33. PROJECTING BRICK HEADER PATTERN 19. SLATE ROOF 20. ZINC CHIMNEY 21. PPC ALUMINIUM GUTTER/DOWNPIPES

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PR02	18/02/19	ISSUED FOR COMMENT	PB		ELAINE HERBERT
POI	08/03/19	ISSUED FOR PLANNING			
P02	24/05/19	REVISED DRAWING ISSUED FOR PLANNING			
P03	29/05/19	REVISED DRAWING ISSUED FOR PLANNING	CHECKED	SCALE @	Al 1: 100 /@ Al 1: 200
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- 23. METAL/GLAZED JULIET BALCONY 24. STONE SURROUND 25. TIMBER ENTRANCE SCREEN 26. STONE COPING 27. GLAZED LANTERN 28. TIMBER/ PPC ALUMINIUM DOOR 29. STONE STRING COURSE 30. FLINT
 - 30. FLINT 31. BRICK PLINTH 32. PROJECTING BRICK STRING COURSE 33. PROJECTING BRICK HEADER PATTERN 34. PROJECTING TIMBER FIN

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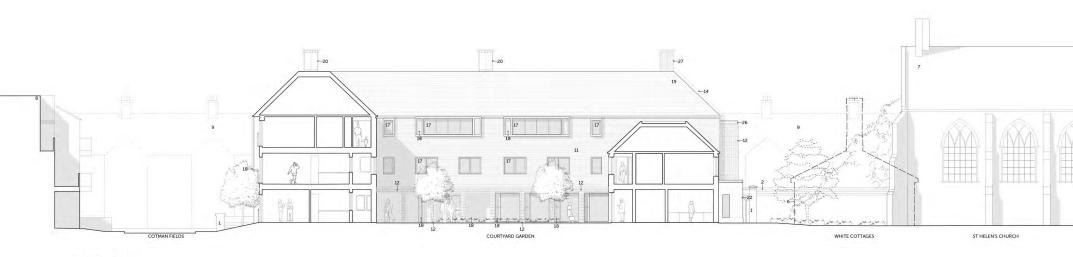
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DRAWN	PROJECT THE GREAT HOSPITAL		TITLE	EAST ELEVATION FACING COTMAN	
PB		ELAINE HERBERT HOUSE		FIELDS & SECTION A-A	
CHECKED TPR	SCALE @	I I: 100 /@ A3 I: 200 DATE MAY 2019	NO	1208 -154 REV P03	
			R GRIFRTH ARCHITECTS LLP		





PROPOSED NORTH ELEVATION FACING EAST WARD



PROPOSED SECTION B-B

KEY PROPOSED: 11. BUFF BRICKWORK 12. STACKED BONDED BRICKWORK 13. CORBELLED BRICKWORK 14. CORBELLED BRICKWORK CONTEXT: 1. EXISTING FLINT / BRICK WALL 21. PPC ALUMINIUM GUTTER/DOWNPIPES 22. STONE ENTRANCE 23. METAL/GLAZED JULIET BALCONY EXISTING FEINT / BRICK WALL EXISTING TILE COPING EXISTING PEDESTRIAN GATE DO NOT SCALE FROM THIS DRAWING AND CHECK ALL DIMENSIONS ON SITE THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL OTHER RELEVANT INFORMATION FROM OTHER CONSULTANTS EXISTING BRICK PILLAR EAST WARD 14. BRICKWORK COPING 15. TIMBER/PPC ALUMINIUM PROJECTING BAY WINDOW 24. STONE SURROUND 25. TIMBER ENTRANCE SCREEN EAST WARD
EAST WARD
WHITE COTTAGES
WHITE COTTAGES
ST HELEN'S CHURCH
COTMAN FIELD'S HOUSING
20-48 BISHOPGATE REV IMBER/PPC ALUMINIUM PROJECTING CORNER WINDOW
Instruction
TIMBER/PPC ALUMINIUM PROJECTING CORNER WINDOW
TIMBER/PPC ALUMINIUM WINDOWS 26. STONE COPING 27. GLAZED LANTERN DATE NOTES PR01 PR02 0 1 2 3 4 5 M P01 P03 DRAWN PROJECT THE GREAT HOSPITAL TITLE NORTH ELEVATION FACING EAST DATE 08/11/18 18/02/19 08/03/19 29/05/19 ISSUED FOR COMMENT ISSUED FOR COMMENT WARD & SECTION B-B ELAINE HERBERT HOUSE PB 18. VERTICAL BOARDING 19. SLATE ROOF 20. ZINC CHIMNEY ISSUED FOR PLANNING REVISED DRAWINGS ISSUED FOR PLANNING 10. EXISTING OUTBUILDING CHECKED SCALE @ AI 1: 100 /@ AJ 1: 200 DATE MAY 2019 NO 1208-156 REV P03 TPR COWPER GRIPFITH ARCHITECTS LLP IS HIGH STREET WHITTLESFORD CAMBRIDGE CB22 4LT www.competitifictico.uk cowper griffith architects