

**Report to**

Planning applications committee

**Item**

26 February 2015

**Report of**

Head of planning services

**Subject**Application no 14/01413/F - Emmanuel House  
2 Convent Road Norwich NR2 1PA**Applicant**

Dacre Property Holdings

**Reason for referral**

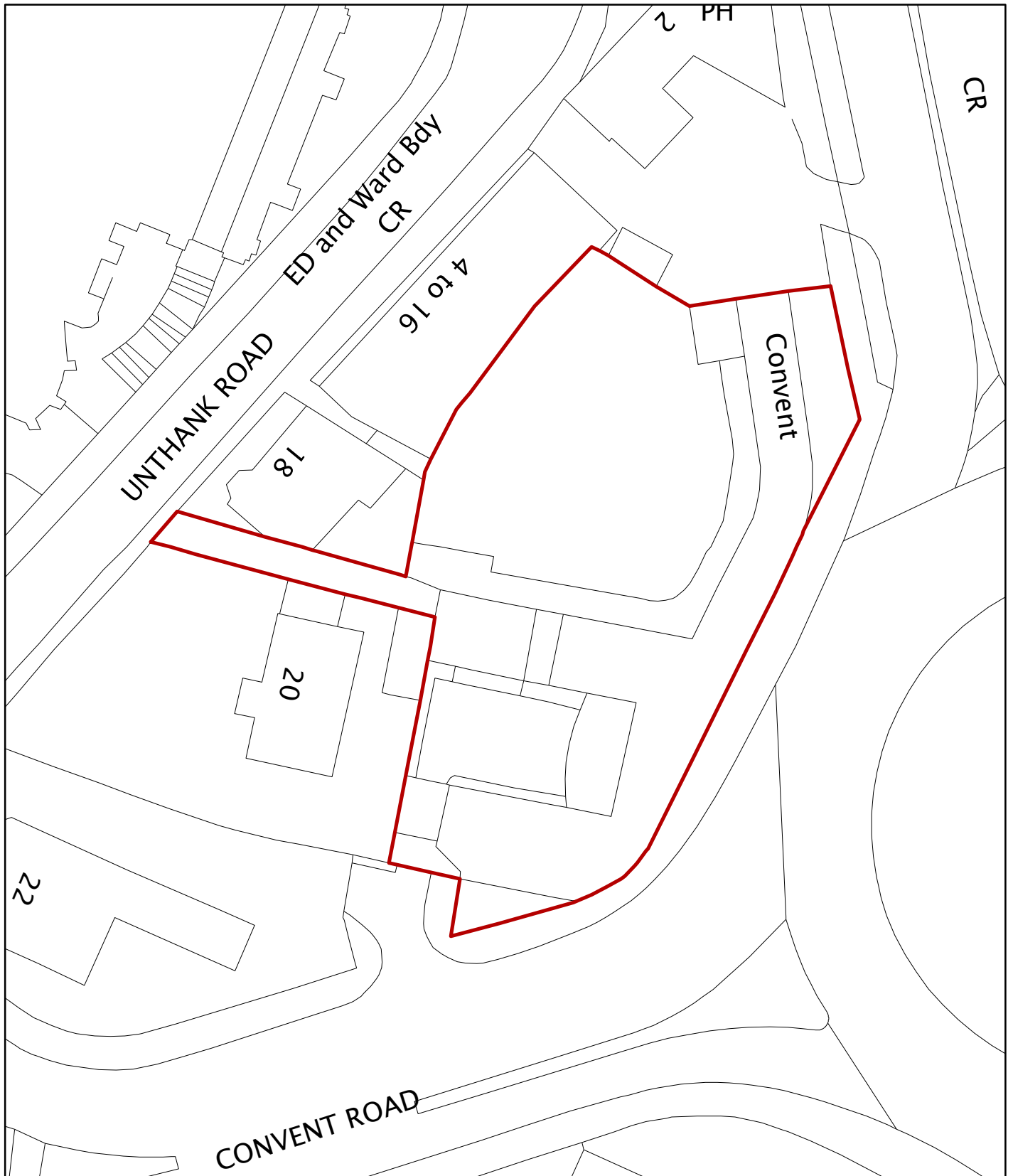
Deferred from previous meeting (Objections)

**4(A)**

|                     |   |
|---------------------|---|
| <b>Ward:</b>        | Town Close                                |
| <b>Case officer</b> | James Bonner - jamesbonner@norwich.gov.uk |

| <b>Development proposal</b>  |         |         |
|--|---------|---------|
| Change of use and conversion of offices (Class B1) to provide student accommodation (Class Sui Generis) including ground floor infill extension. |         |         |
| <b>Representations</b>   |         |         |
| Object   | Comment | Support |
| 6 (4 neighbours)   |         |         |

| <b>Main issues</b>      | <b>Key considerations</b>                             |
|-------------------------|---|
| 1. Principle            | Loss of office space; principle of new use            |
| 2. Neighbouring amenity | Noise, antisocial behaviour, disturbance; overlooking |
| 3. Occupier amenity     | Room sizes, communal space                            |
| 4. Transport            | Highway safety, cycle/refuse storage and servicing    |
| <b>Expiry date</b>      | 25 December 2014 extended to 6 March 2015             |
| <b>Recommendation</b>   | Approve   |



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Planning Application No 14/01413/F

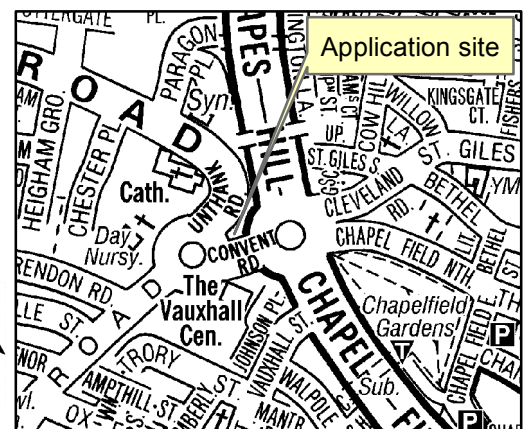
Site Address Emmanuel House, Convent Road

Scale 1:500



**NORWICH**  
City Council

PLANNING SERVICES



## Background

1. This application was deferred at the previous committee meeting due to lack of information on warden cover, site management and how the landscaping could maximise opportunities to reduce disturbance to residents.
2. The applicant's agent has provided additional information to offer clarification and address these points:

### Landscaping

A revised site layout plan has been submitted which shows a wedge of defensive landscaping adjacent to 20 Unthank Road's annexe, south of the laundry room. With the sole door to the laundry moved to its east side, this will help prevent people congregating at the boundary with the occupied annexe. While members did express a desire to landscape this smaller courtyard entirely, this was not possible due to the need for accessible parking bays to be near the entrance. They will be clearly marked as such and the measures proposed are sufficient to channel activity towards the larger courtyard. Given this has been identified as the area with the communal amenity space and is adjacent to a pub beer garden, this approach is considered acceptable providing compliance with a satisfactory site management plan.

A fence and gate has been shown on the plan to prevent use of the passageway between 18 and 20 Unthank Road. Its final detail, including its locking method, can be secured via the landscaping condition.

### Site management

Specific information on the site management is understandably difficult to provide for a speculative development, but the following has been suggested at this stage:

- (i) The direction of the management plan will follow the outline provide in the Universities UK/Guild HE code of practice for the management of student accommodation. This includes advice on all student issues including health and safety, environment, administration, behaviour issues, audit and compliance.
- (ii) The code outlining good management practice will be put into place prior to the first influx of tenants. Induction briefings will be held which will include compliance with the code of practice.
- (iii) There will be an anti-social behaviour code and disciplinary procedure covering tenants and visitors. The procedure will ensure residents and visitors act in a fit and proper manner at all times and treat property and neighbours with due regard, respect and consideration.
- (iv) All tenants will be subject to written binding statement outlining the relationship between the tenant and the landlord and the management of all obligations.

- (v) On the point about warden cover the applicant's agent has stated: 'It is not clear at this stage if the manager will be residential due to the number of rooms there will be 24 hour supervision on a management shift basis to ensure there is someone on site 24/7 to deal with management issues'.
- (vi) Cycle and car parking will be specifically allocated and strictly managed. Disabled parking will only be used for its intended purpose. An electronic tag system could be used to ensure the spaces are not misused.
- (vii) Where students start and leave the premises at the beginning and end of term times it is extremely unlikely this would be on an all-in all-out basis. Management policies will be put in place to co-ordinate arrival and departure times to coincide with available parking and will be written into the travel information plan as well as the adopted code of management.
- (viii) While the applicant cannot be precise on the institution the students will come from, it is likely to be one of the three main Higher Education Establishments in the city. Again, although it is not possible to be specific, tenants are less likely to be first year students given they are more probable to seek on-campus accommodation where they are usually given priority. *As the planning process cannot reasonably control this, the information is more of an indication of the demand for student accommodation rather than anything tangible which could inform the decision.*

If the application is approved the above information would be used as a baseline when assessing the fully detailed site management plan.

3. 14 day neighbour consultation letters were sent out to highlight the above information, with the consultation period expiring on the 23 February. An additional letter of objection has been received from the occupiers of 20 Unthank Road and the annexe. It is noted in the representations section.
4. Bearing in mind the conclusion that this edge of city centre, mixed-use locale is an appropriate site for student accommodation, the additional information submitted strengthens the mitigation against potential noise and disturbance to neighbouring occupiers' living and working conditions, particularly the annexe given its proximity to the boundary. As the proposal is speculative, the level of detail provided is considered adequate to make a decision. If accepted, the final detail can be secured through condition.
5. For the avoidance of doubt an additional condition is recommended to ensure the units are only to be occupied by students attending established Higher Education providers.

## **The site and surroundings**

6. Emmanuel House is a two storey building on the north side of Convent Road. The brick building follows the curve along the north west side of the Grapes Hill roundabout and is separated by the properties along Unthank Road by a courtyard. Built in 1969, its retained cell-like design reflects its original use as the Convent of the Little Sisters. Most recently it has been used as offices.

7. The surrounding uses are mixed in nature, with adjacent to the site: a pub to the north, commercial and residential to west and further surrounding the site, retail, sheltered housing, the R.C Cathedral and hotels. The occupied annexe within the curtilage of 20 Unthank Road directly abuts the application building.
8. The entrance to the site is from Convent Road with vehicles passing under the building into the first smaller courtyard and under again to reach the main parking area in the larger courtyard. Pedestrians enter the building through the entrance in the first courtyard. There is a secondary entrance from Unthank Road between Nos.18 and 20 but this does not appear to have been in use given the tree growing in front of the gate.

## Constraints

9.
  - Within Heigham Grove conservation area
  - Statutory listed buildings nearby – Temple Bar (grade II\*), R.C Cathedral (grade I)
  - Locally listed buildings – 18, 20, 22 Unthank Road.
  - Traffic noise from Earlham Road, Convent Road and Inner Ring Road.

## Relevant planning history

10.

| Ref         | Proposal  | Decision | Date       |
|-------------|---|----------|------------|
| 4/1987/0382 | Change of use from convent to hostel  | APP      | 02/04/1987 |
| 4/1987/0972 | Use of convent as offices at Convent  | APP      | 18/08/1987 |
| 4/1987/1236 | Change of use to supervised hostel for young homeless males (Class C2)  | APP      | 04/11/1987 |
| 4/1989/0073 | Alterations and erection of two storey extension to form offices and formation of car park.   | REF      | 23/02/1989 |
| 4/1989/0407 | Alterations and conversion to form offices and formation of car park.   | INSFEE   | 25/05/1989 |
| 07/01216/C  | Demolition of wall between Emmanuel House and 18 Unthank Road to soil level.  | APPR     | 25/11/2009 |
| 08/01318/F  | To demolish the wall between Emmanuel House and 18 Unthank Road to soil level and then rebuild using similar materials. The wall is 10M long and 2.3m High. | APPR     | 25/11/2009 |

## The proposal

11. To change the use of all floorspace within the building from office (Use Class B1a) to student accommodation (Use Class Sui Generis). Also proposed is infilling ~17sqm at ground floor in the centre of the site which is currently used for vehicles exiting the courtyard.
12. Some car parking will be retained in the smaller and main courtyards with the rest of the space in the main courtyard to be used as a decked amenity area and for cycle parking. The Convent Road entrance is retained for both vehicles and pedestrians.
13. The proposal has been amended since the 29 January committee meeting with the revisions described in the opening paragraphs.

## Summary information

| Proposal                                | Key facts   |
|---|---|
| <b>Scale</b>                            |   |
| Total no. of dwellings                  | 40 student flats  |
| Total floorspace                        | 1046sqm   |
| No. of storeys                          | 2   |
| <b>Appearance</b>                       |   |
| Materials                               | Brick to match existing on infill, render and cladding in other areas                 |
| Energy and resource efficiency measures | Air source heat pump (ASHP) at ground floor facing main courtyard                     |
| <b>Transport matters</b>                |   |
| Vehicular access                        | Existing vehicle entrance from Convent Road   |
| No of car parking spaces                | 12  |
| No of cycle parking spaces              | 48  |
| Servicing arrangements                  | Refuse stored within site and collected from Convent Road entrance. See main issue 4. |

## Representations

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

| Issues raised   | Response  |
|---|---|
| Annexe and garden directly adjacent is quiet and secluded. Proposal would alter character of area.  | Location and character of area – see main issue 1.            |
| Introduction of 40 students will be highly intrusive and disturbing, particularly late at night and early hours. Students bring noise and unruly patterns of behaviour as already experienced.<br><br>Would compromise living and working conditions (the garden of No.20 is also used for work). | Noise and disturbance – see main issue 2.                     |
| Concern about music and general disturbance to garden and annexe, i.e. from bedroom windows facing residential property.  | Noise and disturbance – see main issue 2.                     |
| Noise from laundry room adjacent also an issue alongside rooms.   | Noise and disturbance – see main issue 2.                     |
| Overlooking from first floor windows to garden of No.20.  | Overlooking – see main issue 2                                |
| Location is unsuitable and offices should remain.   | Loss of office space and principle of use – see main issue 1. |
| Is there reliable and relevant evidence for need for student accommodation? Thriving buy to let market suggests otherwise.  | Need for student accommodation – see main issue 1.            |
| Demolition of rear boundary wall would exacerbate issues and we trust it is not part of proposal.   | The boundary walls are shown as retained.                     |
| It has been some 20 years since site was used as residential and increase in traffic will cause issues for noise and air quality for some living quarters. This should be evaluated.  | Occupier amenity – see main issue 3.                          |
| <i>Follow-up representation from No.20's</i>  | Noise and disturbance – see main issue                        |

|  |   |
|--|---|
| <p><i>annexe following laundry room revision:</i><br/>Although it will mitigate one concern, the students will inevitably create noise, impacting my work. Objection still stands.</p>   | <p>2.</p>   |
| <p><i>Following 14 day consultation on revised landscaping and additional management information:</i></p> <p>From occupiers of No.20 and annexe: While we appreciate some effort has been made to ameliorate the sound coming from the premises, our earlier objections still hold. The impact of the above will be minimal as even with arrangements for 24hour management it would be difficult to contain the noise generated from 40 students. Only postgraduates would make any significant difference to noise issue.</p> <p>We are surprised that suggestion was not made to sound-proof the walls of the laundry room to subdue noise from talking and machines. No further sound proofing is shown for flats nor are there measures such as higher boundary wall or fencing.</p> <p>Why is there a need for a gate to the passage to Unthank Road as we received clear assurance that it is not to be used?</p> | <p>Continued objection noted.</p> <p>It would be unreasonable to restrict the level of student living here through condition, particularly as the proposal is speculative.</p> <p>Following the revision to include the repositioned machines on noise attenuated plinths, no objections were raised from Environmental Protection with regards transfer of noise. It was not considered necessary to require further soundproofing.</p> <p>On the units this was considered less of an issue given their windows open out onto a courtyard rather than the road, reducing the effectiveness of soundproofing. There are vast numbers of adjoining habitable rooms in Norwich and it would be unreasonable to perceive it as being an issue here, particularly given the gap between the annexe and the first floor units. It is important to note the potential for the office space to be converted to a C3 residential use with no restrictions on noise within the courtyard or rooms.</p> <p>Higher boundary walls would do little to mitigate noise concerns and would begin to have other amenity implications for the occupier of the annexe. At officer level higher boundary treatments were not considered necessary but members could provide direction as to what they wish to see from the comprehensive landscaping scheme.</p> <p>The gate may be used for access and maintenance by management. Its presence is largely immaterial providing the condition preventing use of the</p> |



|  |   |
|--|---|
|  | passageway remains in place. Details of the locking mechanism of the gate can be secured through the landscaping condition. |
|--|---|

## Consultation responses

15. 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.

### Environmental protection

16. The laundry room is not entirely isolated from the annexe and vibrations travelling through party wall may cause issues. Details required for positioning or mounting of machines to avoid transmission of structure borne sound. Room 01 faces onto road and road traffic noise could cause concern. Condition recommended for NIA to ensure noise inside room meets WHO guidelines. Before any room is used for the proposed use the windows on the habitable rooms shall be insulated in accordance with a scheme to be agreed. This may require acoustic vents. **Following additional information:** subject to condition, laundry layout is fine; air source heat pump specification is fine to condition.

### Highways (local)

17. Suitable in principle in its position and amount, edge of city centre with high potential for sustainable travel. 48 cycle spaces is welcomed and cyclepods are innovative and suitable for the usergroup in a managed private environment such as this.
18. Given the extra use by pedestrians and cyclists a number of highway improvements are needed, for instance blister tactiles at dropped kerbs on uncontrolled crossings. Cycle routes to and from the site are currently inconvenient and there is a risk that those heading towards Unthank Road and the City Centre will face difficulties. It is suggested that the northern side of Convent Road is signposted as shared use for pedestrians and cyclists alongside Advance Stop Lanes at all arms to the Convent Road roundabout. An associated network and safety audit will also be needed.
19. Reduction in car parking spaces is welcome. Premises would be eligible for business parking permits for operational use only – no resident permits would be issued to the residents. The waiting restrictions on the adjacent highway network are adequate and refuse collection would be via a commercial provider. A travel information plan would be needed, with special consideration to how students arrive and depart at the start and end of the academic year and congestion.

### Norfolk police (architectural liaison)

20. Comments raised about Secure by Design, including access control, lighting, restriction to parking area, compartmentalisation of dwelling areas and other security measures.

# Assessment of planning considerations

## Relevant development plan policies

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

- JCS1 Addressing climate change and protecting environmental assets
- JCS2 Promoting good design
- JCS3 Energy and water
- JCS5 The economy
- JCS6 Access and transportation
- JCS9 Strategy for growth in the Norwich policy area
- JCS10 Locations for major new or expanded communities in the Norwich policy area
- JCS11 Norwich city centre
- JCS20 Implementation

### 22. 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
- 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
- DM19 Encouraging and promoting major office growth
- 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

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

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF2 Ensuring the vitality of town centres
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change

- NPPF12 Conserving and enhancing the historic environment

## **24. Heigham Grove Conservation Area Appraisal (March 2011)**

### **Case Assessment**

25. 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**

26. Key policies and NPPF paragraphs – DM12, DM13, DM17, NPPF paragraph 14.

#### **27. Loss of office space**

The existing floorspace is in lawful B1a office use but not in an office priority area. Of relevance is DM17 as the total floorspace is below 1500sqm and is not 'high quality'. A letter has been submitted from William Jones, Head of Norwich Commercial at Bidwells, which supports the loss of the office space. The internal layout is described as highly unlikely to suit any company's occupational requirements as the majority of occupiers in the market typically seek modern open plan offices with specifications including raised floors or perimeter trunking, suspended ceilings and recessed lighting and more often than not comfort heating and cooling. With its long and thin floors serving cellularised rooms, the layout of Emmanuel House is inefficient and inappropriate for modern office use and there is little evidence to suggest otherwise. To supplement this point Bidwells have stated that supply far outstrips demand, with around 10% lettings, the majority of which are for Grade A open plan high specification offices. For the purposes of DM17, the loss of this particular office space is justified under criteria (a).

#### **28. New student dwellings**

New student accommodation of this type is assessed against the criteria set out in DM13:

- (a) The site is not designated or allocated for an alternative non-residential use;
- (b) The site is designated or allocated for housing development and it can be demonstrated that the proposal would not compromise the delivery of a sufficient number of dwellings to meet the calculated five-year housing supply requirement for the city; and in all cases
- (c) The location provides convenient and direct pedestrian access to local facilities and bus routes;
- (d) The provision of shared amenity space is satisfactory for use by residents and visitors;

(e) Applicants can demonstrate the provision of satisfactory servicing and warden/staff accommodation.

29. The proposal is considered to accord with these criteria, some of which are assessed in greater detail later on, for instance c (main issue 4) and d (main issue 3). The proposal is speculative, but there is no clear obstruction through policy or supplementary guidance against this. There is a clear need for additional student housing in Norwich.
30. New student accommodation must also comply with the general criteria of DM12. The proposal accords with most of these criteria and where it fails to this does not present a significant issue. The criteria should be applied reasonably within the context of the development. The proposal involves conversion of an atypically-laid-out building to student accommodation where the Lifetime Homes and a mix of dwellings and uses are either impracticable or not applicable.
31. The site is well suited to student accommodation both in terms of its layout and its position in relation to the city centre, which offers excellent walking distances to services and bus routes. Alongside its cycle provision and reduction in car parking this ties in well with the overarching sustainability policy DM1. In terms of its impact upon the character of the area, the Heigham Grove conservation area appraisal sees this particular subarea (A) as an area of transition – it has a more urban character and is recognised as closely connected to the city centre despite the inner ring road separation. This is due to the scale of the buildings, the grain of development and the mixture of uses. The proposed student accommodation would continue in this vein and is an appropriate use of the building. The impact upon amenity is explored in the next main issue.

## **Main issue 2: Neighbouring amenity**

32. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
33. As identified in the supplementary text of DM13, it is important that proposals such as this take account of effects on the surrounding area. In this case, given the mixed use of the area, its effect on a perceived residential character would be fairly minor as noted in the main issue above. The most pertinent issue would relate to the impact on the amenity and working conditions of those neighbours nearby. One of the main issues raised in letters of objection is noise from the students.
34. It is acknowledged there will be a higher level of activity within the site as well as to and from it. However this is not a peaceful and quiet area as it lies on the edge of the city centre, adjacent to the inner ring road on one side and separated from Unthank Road on the other by residential and commercial properties, including a beer garden to a public house. One important means of reducing disturbance to the adjacent dwellings would be to require a condition ensuring the passageway between 18 and 20 Unthank Road is not used. In addition, while it would be impossible for the planning process to completely remove any antisocial behaviour, it would be prudent to attach a condition requiring details of a management plan. This can then be implemented and enforced by the on-site staff. This plan should include rules on the use of the amenity area and on issues such as loud music. The students would be expected to sign up to agreements within their tenancy, for instance on specifics such as car parking, and it would not be unreasonable to expect this to overlap with the

requirements of the management plan with regards respecting the living conditions of the neighbours.

35. Given the position of the site within an area already relatively busy with both vehicular and pedestrian traffic, the proposal is considered acceptable. The ability to manage the site and the behaviour of the occupants (to a degree considered reasonable) is considered to adequately address the amenity concerns in relation to noise and disturbance from antisocial behaviour. It is important to note that any future ongoing noise issues may also be addressed through Environmental Protection legislation.
36. The laundry room abuts the occupied annexe of 20 Unthank Road, raising the potential for vibrational transfer causing disturbance to living and working conditions of the occupier. The layout has been revised to position the machines away from the Party Wall on a noise attenuated plinth. A condition is necessary to require detail of the final layout and mounting of the appliances to reduce the opportunity for disturbance. Environmental Protection are content with this approach. Above the laundry room there is a physical separation between the buildings and no significant issues are raised for transfer of noise. Matters of potential disturbance through general noise will be covered through the management condition.
37. Without any new structures at first floor there is no loss of outlook for neighbours. With regards overlooking, rooms 23, 24 and 25 on the first floor directly face the rear windows of 20 Unthank Road, but at a distance of ~21m this is not considered to lead to a significant loss of privacy. The windows facing into the courtyard on rooms such as 20 and 26 do not provide realistic opportunities for overlooking into the windows or gardens of 18 and 20 Unthank Road given the oblique angles and the position of the annexe. Views of the garden of No.20 are fairly limited and what little privacy is lost is acceptable in the urban context.
38. Due to the distance from the neighbours the proposed air source heat pump will not cause significant noise issues.
39. The amenity of those occupying the student flats is included in the main issue below.

### **Main issue 3: Occupier amenity**

40. Key policies and NPPF paragraphs – DM2, DM11, DM12, DM13, NPPF paragraphs 9 and 17.
41. The main issues for the future occupiers come from how liveable the place will be, including considerations of floorspace, shared facilities, noise and overlooking.
42. Its original use as a convent clearly informed the design of the building, which fundamentally remains the same today. The rooms are separated from the road by the corridor which has small openings and skylights providing daylight. It is clear from visiting the site that this buffer will satisfactorily address any concerns about road noise disturbing the occupants. One exception to this is room 01 on the ground floor, adjacent to the Convent Road entrance. This room has windows opening out onto the road and Environmental Protection are happy to condition details of their replacement in order to bring internal noise levels within World Health Organisation standards. The condition will require these details prior to occupation and will ensure their retention thereafter.

43. An important consideration in DM13 is the shared amenity space. The size and layout of the external space in the courtyard is adequate and will be subject to a landscaping condition to make sure. Internally there is one main communal area on each floor. The application has been amended to provide an additional kitchenette on each floor to better serve some of the rooms on the periphery. In terms of room sizes, the rooms range from 7.3sqm to 12.1sqm, with those in the southern end of the site generally being more generous than those along the corridor to the north. The two accessible rooms, at 23 and 17.2sqm, are the only rooms featuring en-suites.
44. Although the council's policy now includes space standards, these do not extend to student accommodation such as this. For single rooms without bathrooms these sizes are acceptable given the adequate internal and external communal facilities, including a communal gym. This is helped by relatively good natural light and outlook for the majority of the rooms. There will be some overlooking between some units facing the smaller courtyard. Within this tight-knit site and surroundings, the distance of ~11m is not severe and should not raise significant issues.
45. The air source heat pump has to be located near the existing boiler, which places it near one student bedroom in particular. An indicative specification of the type of ASHP required has been provided which shows that the noise it would typically produce would be unlikely to cause significant disturbance to the point mitigation measures would be needed. A condition will require the final specification and a schedule of maintenance.
46. The Grapes Hill Air Quality Management Area is adjacent to the site. As the habitable windows do not face onto the road there are no significant issues for the air quality of the rooms. The scheme should in theory be a less polluting use given the reduction in car parking spaces and its sustainable location for the proposed use. Environmental Protection raise no issues on the matter as they have done some monitoring in the area and have not identified a significant problem.

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

47. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, DM32, NPPF paragraphs 17 and 39.
48. There is an overall reduction of four car parking spaces to leave a total of 12 spaces, which is welcomed. No parking permits will be issued for residents but the premises would be eligible for business parking permits where an operational need is demonstrated. The main means of transport would be via foot, bus and bicycle, and 48 spaces are provided within the main courtyard via 'cyclepods' (vertical cycle storage), an acceptable specification and number. With its position on the north side of Convent Road there is a potential risk for cyclists looking to make their way to Unthank Road and Earlham Road given the three city-bound traffic lanes on a roundabout with a history of cycle injuries. Those approaching from the city centre along the Grapes Hill roundabout may also face risks and at the very least would be dissuaded from cycling.
49. To overcome this a number of minor highway works will be required, including signposting the north and south sides of Convent Road to allow shared use of the footpath for cyclists and pedestrians. On the south side this will stretch from the existing shared use to the pedestrian crossing point near the Convent Road

roundabout. On the north side it will stretch from the pedestrian crossing by 22 Unthank Road all the way east and north around the top of the Temple Bar to where the footpath meets Unthank Road again. At this point a dropped kerb can be put in to allow safer access onto Unthank Road. Also required will be blister tactiles at the dropped kerbs on Convent Road and the adjacent junction with Unthank Road. Advance Stop Lanes are also likely to be required at all arms of the convent Road roundabout. This approach has been discussed and agreed with the applicant's agent and it is considered the most practical means of securing these mitigation works is through condition (see condition 3). Given their minor scale there are more than reasonable prospects of the works being done within the time limit of the application and it is considered to pass the tests of reasonability and enforceability. To ensure flexibility it is recommended that within two months of commencement details are sought of the works to be done, which then should be carried out in full prior to occupation.

50. At the beginning and end of term time there could be expected to be fairly large numbers of people picking up and dropping off students and although there is some capacity within the courtyards, to reduce disruption and highway safety issues it would be prudent to attach a condition requiring a Travel Information Plan to be agreed and in place prior to first use.
51. Refuse storage will be stored within the main courtyard, the final position of which will be confirmed through condition. Due to the low height of the entrance refuse collection will be made from the pull-in from Convent Road. The agent has indicated that this would be via a smaller commercial vehicle, which if less than 7.1m long would not cause obstruction on Convent Road. The details of this will also be required via condition.

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

52. 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>  |
|-----------------------|--|--|
| Design and Heritage   | JCS2, DM3, DM9, NPPF paras 9, 17, 56, 60-66 and 128-141. | Yes subject to condition. Proposed use has no adverse impact on character of wider or adjacent conservation areas (see main issue 1). The operational development is not considered to have an appreciable impact on nearby locally and statutory listed buildings or conservation areas. External works relate to replacement windows and fire exit door and surround on Convent Road. The former are plain PVC and the latter is of no interest and so their replacement is fine to be sorted via condition. |
| Landscaping and trees | DM3, DM9, NPPF paras 9, 17 and 56.                       | Yes subject to condition. While some landscaping is being removed, the main courtyard retains enough soft landscaping to provide a visually amenable area. The   |

| Requirement                | Relevant policy  | Compliance   |
|----------------------------|------------------|--|
|                            |                  | indicative plan shows some new tree planting.  |
| 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<br>DM3 | Yes subject to condition. Sustainable constructions measures are not particularly feasible given the constraints of the existing building. An air source heat pump will provide 25% of the estimated heating demand for the building – an estimated reduction in overall energy requirements of 13.5%. Three clothes driers in the courtyard will help reduce energy demand. |
| Water efficiency           | JCS 1 & 3        | Yes subject to condition on details of measures to maximise water efficiency.  |
| Sustainable urban drainage | DM3/5            | The site is within a critical drainage catchment and the only additional floorspace is a small infill over existing hardstanding. This is not considered to raise significant runoff issues.   |

### **Equalities and diversity issues**

53. There are no significant equality or diversity issues.

### **Local finance considerations**

54. 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.

55. 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.

56. There are no significant local finance considerations as the development will not attract a Community Infrastructure Levy charge.



## Conclusion

57. Student accommodation is appropriate for this mixed use area on the edge of the city centre and subject to conditions, including on the management of the accommodation, the proposals are not considered to adversely affect the living or working conditions of any adjacent occupiers. Internally and externally the scheme also provides acceptable living conditions for the future occupiers. The proposed highway works will improve the accessibility to and from the building by foot and bicycle and as such there are no outstanding transport concerns. As there are no adverse impacts for the setting or character of any nearby heritage assets the proposal is considered acceptable.
58. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

## Recommendation

To approve application no. 14/01413/F - Emmanuel House 2 Convent Road Norwich NR2 1PA and grant planning permission subject to the following conditions:

1. Standard time limit (3 years);
2. In accordance with the approved plans;
3. Within 2 months of the development commencing details shall be agreed in writing with the local planning authority on a full scheme of works for improvement to:
  - (a) Advance Stop Lanes at arms to Convent Road roundabout
  - (b) Blister tactiles at crossings on Convent Road
  - (c) Convent Road footpaths, including extent of shared use and associated signage and works required.No occupation of the development shall take place until these works have been completed in accordance with the approved details and certified as such in writing by the local planning authority.
4. Within 2 months of the development commencing, full details of the proposed management agreement are to be agreed, including the supervision, security and operation and welfare support/provision for the student occupiers and consequences for the impact on the students on the neighbourhood. Use of the site shall be in accordance with the approved management scheme unless otherwise agreed in writing with the local planning authority.
5. Within 2 months of the development commencing details of a landscaping scheme to be agreed (including boundary treatments and proposed lighting), carried out in accordance with details prior to occupation and retained as such.
6. Within 2 months of the development commencing details of replacement windows to be agreed. This detail will include an acoustic assessment to show evidence that noise levels inside room will meet WHO standards. The windows shall then installed in accordance with agreed details prior to occupation and retained as such.
7. Within 2 months of the development commencing details (including scaled drawings) of door(s) and surround to be agreed (including material and finish). The door(s) shall then installed in accordance with agreed details prior to occupation and retained as such.

8. Within 2 months of the development commencing details of parking, refuse/recycling and covered and secure cycle parking to be provided, carried out in accordance with details prior to occupation and retained as such.
9. Within 2 months of the development commencing details of the refuse and recycling collection to be agreed in writing with the local planning authority. Servicing of the development should be carried out in accordance with these details unless otherwise agreed in writing.
10. Within 2 months of the development commencing details of a Travel Information Plan to be agreed in writing. The TIP shall:
  - (a) Include provision for travel information to be made publicised to staff and existing and future potential occupants of the flats; and
  - (b) specify different methods to be used for publicity and frequency of review.
 The TIP shall be in place and made available prior to occupation of the development hereby approved and maintained thereafter in accordance with the agreed review details.  
 The information within the TIP shall include:
  - (i) details of the public transport routes and services available within half a mile walking distance of the site, cycle parking provision and facilities for cyclists on site and any other measures which would support and encourage access to the site by means other than the private car.
  - (ii) details of the management of arrivals and departures at the start and end of term times.
11. Within 2 months of the development commencing details to be submitted of measures to maximise water efficiency. The measures shall then installed in accordance with agreed details prior to occupation and retained as such.
12. Within 2 months of the development commencing details of ASHP (manufacturer specification, location and maintenance schedule). The ASHP shall then be installed prior to the first occupation of the building and retained as such in accordance with the agreed maintenance schedule.
13. No use of the passageway between 18 and 20 Unthank Road by occupants or visitors of approved scheme.
14. The residential units hereby permitted shall only be occupied by students enrolled with higher educational providers.

### **Article 31(1)(cc)**

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

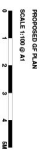
### **Informatives**

1. Highway works subject to shared use notice fee, Section 278 fees and signs and lines costs. Any scheme may require modification in light of network and safety audit feedback. The applicant to fund all design and implementation costs and fees.
2. It is an offence to carry out any works within the Public Highway without the permission of the Highway Authority. This development involves work to the public highway that can only be undertaken within the scope of a legal agreement between the developer and Norwich City Council. Please note that it is the

applicants' responsibility to ensure that, in addition to planning permission, any necessary Agreements under the Highways Act 1980 are also obtained. Advice on this matter can be obtained from the City Council's Transport Team based at City Hall, Norwich. Please contact: [transport@norwich.gov.uk](mailto:transport@norwich.gov.uk)

3. Parking permits: The development will not be eligible for residential on street parking permits, but will be eligible for business permits if justified by operational need.
4. Travel information plan  
<http://www.norwich.gov.uk/TransportAndStreets/Transport/Pages/TravelPlans.aspx>  
[x](#)
5. Street naming and numbering:  
Contact Kay Baxter at Norwich City Council if required, tel 01603 21 2468  
(Mons & Tuesdays only)

FORM NEW ACCESS TO LALINITY PROOF



**Ground Floor Layout**  
Proposed GF Layout  
Layout 01

09 - 09 - 2014

FDD 0636 GMD / SIS 004 (a)

DRAWN BY

Rev C: 03 - 02 - 15

Planting added &amp; laundry room access altered

## PLANNING



**First Floor Layout**  
Proposed FF Layout  
Layout 02

09 - 09 - 2014

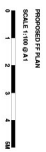
FDD 0636 GMD / SIS 004 (b)


|            |     |
|------------|-----|
| 1:100 @ A1 | HLC |
|------------|-----|


Rev A: 05 - 01 - 15


**WC's reconfigured & kitchenettes added.**

## PLANNING

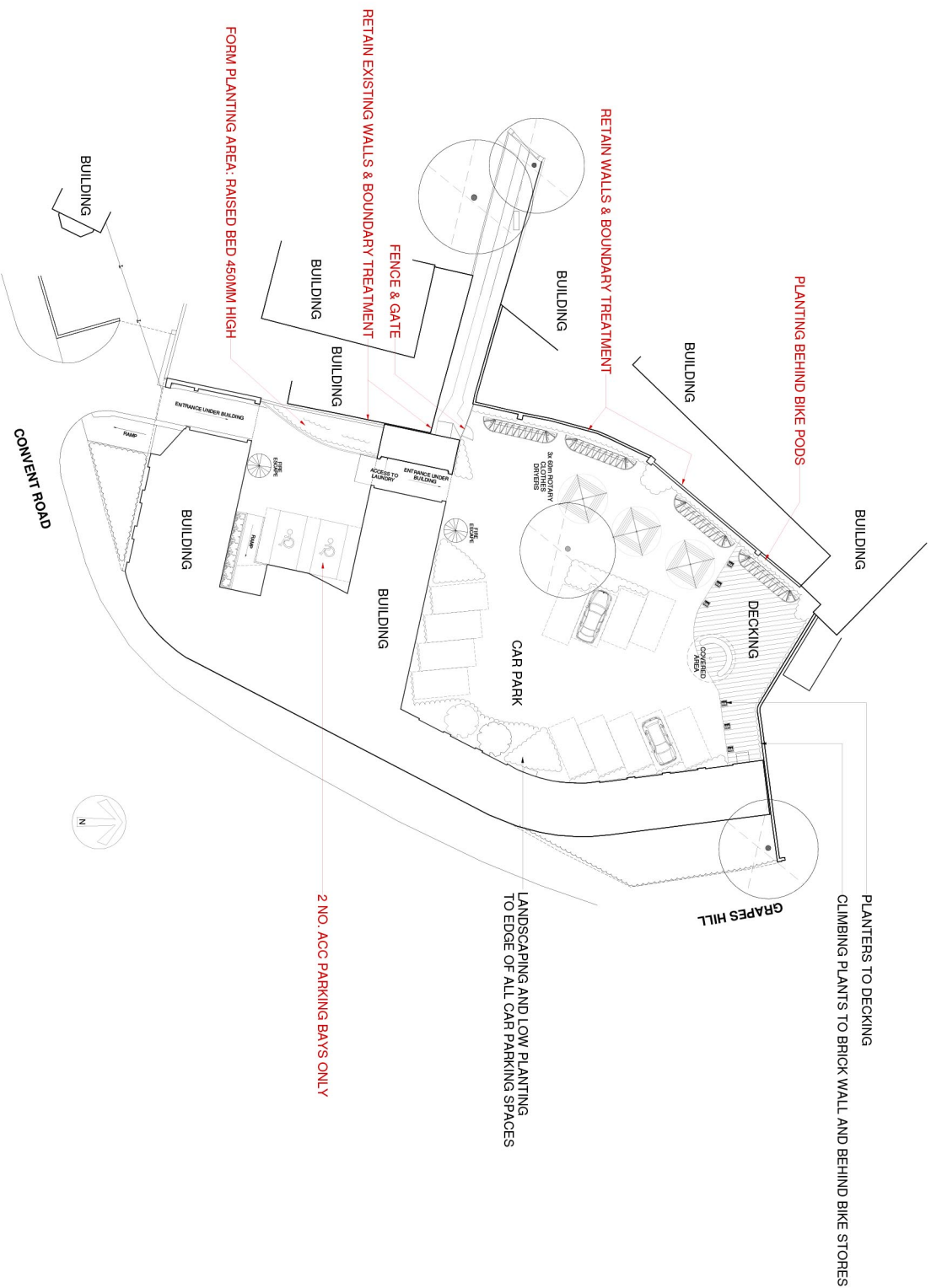


- NOTES
- 

EXISTING TREE
- 

PROPOSED TREE
- 

SHRUBBERY



|   |                                    |
|---|------------------------------------|
| <div>CLIENT</div> <div>DACRE PROPERTY</div> <div>Little Sisters</div>   |                                    |
| <div>CONTENT</div> <div>Site Layout</div> <div>Proposed Site Layout</div> <div>Layout 01</div>                |                                    |
| <div>DATE</div> <div>09 - 09 - 2014</div>   |                                    |
| <div>DRG. No.</div> <div>FDD 0636 GMD / SIS 003 (a)</div>   |                                    |
| <div>SCALE</div> <div>1:200 @ A1</div>  | <div>DRAWN BY</div> <div>HLC</div> |
| <div>REVISED</div> <div>Rev B: 03 - 02 - 15</div> <div>Planting and gate added &amp; annotation updated</div> |                                    |
| <div>COMMENTS</div> <div>PLANNING</div>   |                                    |