

Report to Planning applications committee

Item

8 November 2018

Report of Head of planning services

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

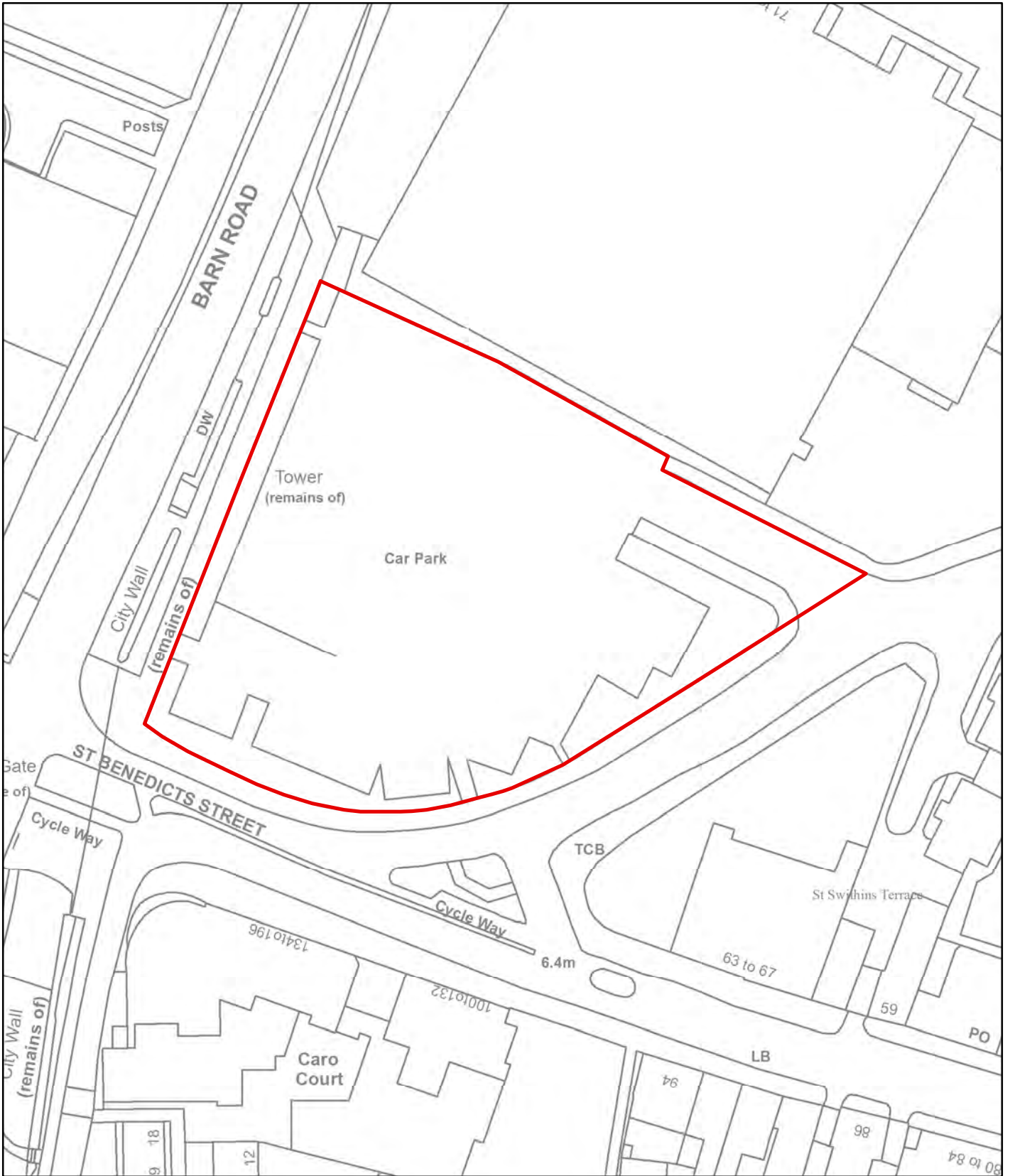
5(b)

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

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

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

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

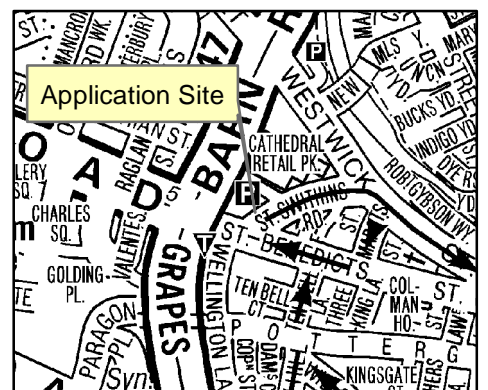


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Planning Application No 18/01315/F
 Barn Road Car Park
 Site Address Barn Road
 Scale 1:750



NORWICH
 City Council
 PLANNING SERVICES



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

The site and surroundings

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

Constraints

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

Relevant planning history

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

The proposal

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

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

Summary information

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

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

Representations

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

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

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

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

Consultation responses

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

Design and conservation

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

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

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

Historic England

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

Environmental protection

21. No comments received.

Environment Agency

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

Highways (local)

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

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

Highways (strategic)

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

Anglian Water

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

Landscape

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

Lead Local Flood Authority

27. No comment

Norfolk county planning

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

Norfolk historic environment service

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

Norfolk travel planning

30. No comment received

Norfolk police (architectural liaison)

31. No comment received

City wide services

32. No comment received

Asset Management

33. No comment received

Norfolk Fire Service

34. No comment received

Tree protection officer

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

Assessment of planning considerations

Relevant development plan policies

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

- JCS1 Addressing climate change and protecting environmental assets
- JCS2 Promoting good design
- JCS3 Energy and water
- JCS4 Housing delivery
- JCS5 The economy
- JCS6 Access and transportation
- JCS7 Supporting communities
- JCS9 Strategy for growth in the Norwich policy area
- JCS11 Norwich city centre
- JCS20 Implementation

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

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards

- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM15 Safeguarding the city's housing stock
- DM19 Encouraging and promoting major office growth
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

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

- CC22 Barn Road Car Park

Other material considerations

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

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

40. Supplementary Planning Documents (SPD)

- Trees, development and landscape SPD adopted June 2016

Case Assessment

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

Main issue 1: Principle of development

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

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

Loss of a mixed use allocation

45. Policy CC22 sets out that the site should be developed for a mix of residential, office and retail as well as a replacement short stay car park. In the right market conditions the site does have the potential to deliver high quality commercial office space in a highly accessible and central location and as such it is capable in theory of making a contribution to the Joint Core Strategy requirement for 100,000 sqm of new office floorspace in the city centre. Recent evidence does suggest a lack of market demand for offices and a substantial pool of difficult to let, poor quality office floorspace in the centre of Norwich. There is also no obvious end-user for an office-led development here at present.
46. Each application needs to be considered on its own merits and the NPPF sets out that where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities. Therefore if it can be demonstrated by the applicant through the provision of up-to-date and robust evidence that an office allocation would not be viable or deliverable, then this should be taken into consideration and may be afforded significant weight in the determination process. The applicant has produced information on the viability of an office development and this concludes that whilst current availability of offices in Norwich is at a level lower than in previous year, and whilst the location may work for office development, the current rental levels achievable in Norwich for Grade A space of this nature are not significantly high enough to render the development economically viable. For the best quality Grade A space in Norwich you would expect rents of circa £16.50 -£17.50 per sq ft. On the basis of a five storey office development with a rent of £18.00 per sq ft the appraisal shows a developer profit of over minus £2.5 million. On this basis Brown and Co have calculated that a rental closer to £25.00 per sq ft would be required, which is not going to be achievable.
47. In addition the Greater Norwich Retail, Economic and Town Centres Study prepared by GVA in order to support the emerging Greater Norwich Local Plan indicates that the quantum of employment land required to support planned growth in greater Norwich to 2036 may be relatively modest and that there is already a significant surplus of employment land allocated and committed which has not been taken up. This does not mean that sites or buildings could not be retained or repurposed for an element of employment use (for example for small or start-up businesses) if a specific need could be identified, but it is recognised that changing working practices and sectoral requirement will not necessarily give rise to a requirement for large concentrations of office floorspace in one location.

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

Provision of student accommodation

50. Paragraph 21 of Planning Practice Guidance – Housing and economic development needs assessment requires local planning authorities to plan for sufficient student accommodation which may include communal halls of residence or self-contained dwellings on or off campus. It states that the development of more dedicated student accommodation may take the pressure off the private rented sector and increase overall housing stock. Policy DM13 of the Development Management Policies Plan sets out criteria for the development of residential institutions and student accommodation; it does not include consideration of need for student accommodation.
51. At present the Council lacks detailed information on the need for student housing in the city and Greater Norwich area. The Council is currently undertaking a study of need for student accommodation within Norwich but the results are not yet available. The Central Norfolk Strategic Housing Market Assessment (SHMA) 2017 notes that students have been counted in the Objectively Assessed Need figures and therefore student bedspaces can be counted towards the five year housing land supply, albeit that monitoring of growth in student numbers will be required to ensure that accommodation need assumptions in the SHMA are robust.
52. The applicant has provided comprehensive information about the need for student housing in Norwich as well as information regarding the contribution that students make to the economy and have conducted a survey with local traders on St Benedicts Street and Dereham Road to gain an understanding of the role that students play in both the economy of Norwich and more locally for the shops and businesses in the area. The results of this are summarised in the following paragraphs.
53. The statement of need produced by the applicant shows a large and potentially growing gap in the market where student housing provision is concerned, which is currently primarily being absorbed by the private rental market. The report highlights that there is a gap between number of students and the number of bed spaces in existing and pipeline Purpose Built Student Accommodation (PBSA) with there currently being 17,315 full time students within Norwich but only 5,130 purpose built bedspaces for student accommodation. This means that around 10,500 students are currently likely to be seeking private rented housing in the city. The report concludes that across the city as a whole, the two universities are currently able to meet the accommodation needs of 33% of their full-time students (who are in need of housing).
54. The traditional model for student accommodation in the city has evolved in recent years. Formerly the UEA halls of residence met the needs of around a third of all its full-time students with the remainder renting privately across Norwich. However census data has demonstrated that the proportion of full-time students housed in university residential accommodation in Norwich fell from 33% in 2001 to 26% in

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

55. The rapid rise in student numbers at UEA and the attraction of the city centre as a place to live means that purpose-built student accommodation in the city centre will reach almost 2,000 bedspaces if all of the developments that are currently in use, are under construction or have received planning approval are taken into account. However when taking into account bedspaces provided by Pablo Fanque House and St Stephen's Towers there will be a resulting provision of PBSA for 35% and when you include other proposals with planning consent then this will be 39% of students, which is still lower than some towns and cities across the UK.
56. With student numbers predicted to continue to grow and it is projected that by 2020/21 there will be 21,000 students within Norwich of which 18,750 will be in need of accommodation (ie not living at home), further development of purpose-built student accommodation in the city centre does offer a significant opportunity for Norwich to relieve some of the pressure that exists on the market for housing from its student population. Within Norwich there has been discussions about how student accommodation and HMOs can be controlled and in March 2015 the sustainable development panel approved the approach of promoting development of accommodation types (such as student accommodation) to reduce the demand on the conversion of existing family homes to HMOs.
57. Furthermore the applicants have suggested that even if the numbers of full time students in the city fail to grow as expected or there is a downturn, demand for PBSA is likely to be maintained and there is unlikely to be overprovision of PBSA. There has been a marked decline in the number of 18 year olds since 2009; however this decline is projected to end by 2020 and will be followed by a sustained period of growth which will see the number of 18 year olds in England rise from a low of 598,000 in 2020 to 736,000 in 2039. This growth will help underpin demand for Higher Education amongst UK domiciled students.
58. With regards to the contribution that the student development could make to the economy, it is estimated that spending in the local area by the 302 students who will live at the proposed development site will total more than £1.7 million per year. This will be on food, personal items, entertainment and household goods almost all of which will be made in the local economy (based on the living costs from the Student Income and Expenditure Survey 2014/15 (updated to 2018/19 prices (+6.11%))). The value of the construction of the accommodation is estimated at between £20 million and £24 million. At its peak the site is likely to employ a workforce of more than 175. Once the site is operating, it is likely to require a workforce of up to 10 full time and part time staff.
59. In Norwich the number of students in higher education has risen by 43% since the start of the century to almost 19,500 in 2016/2017. Full time students (aged 18+) are estimated from the 2011 census to make up almost 15% of the city's population. Students in higher education in the city spend almost £450 million per year with more than £275 million of this being off-campus expenditure. The universities are recognised in the Joint Core Strategy as a key component of the city's goal of becoming a learning city. Both universities are continuing to invest in

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

60. With regards to the survey of local trader on St Benedicts Street and Dereham Road one of the questions asked was whether they feel that students play an important role for both the economy of Norwich and more locally for the shops and businesses in this area through the structured question 'Overall how valuable do you think that students are to the local economy?'. The response given was that 14 of the traders said that they were very valuable and a further 7 said that they were quite valuable. Just one felt that they were not very valuable (Local Business Survey carried out by Alumno July 2018).
61. Overall therefore it is felt that comprehensive information has been provided by the applicant which demonstrates that there is capacity for further purpose built student accommodation and in the absence of our own up-to-date assessment of need, it is considered that there is not justification for the refusal of the application on grounds of lack of need.
62. It is unlikely that the site will be developed in accordance with the site allocation due to office accommodation not being viable and due to a surplus of land currently allocated or committed for employment use. Therefore on balance an alternative form of development for student accommodation can be supported, particularly as it is likely to deliver substantial economic benefits for the city centre from the expanding student population and would help reinforce the vibrancy of the city centre in accordance with the Joint Core Strategy (JCS policy 11 promotes the city centre as the main focus in the sub-region for retail, leisure and office development, with housing and educational development also appropriate) and would help provide education opportunities for existing and future students of Norwich universities (in accordance with policy 7 of the Joint Core Strategy). The proposal would also contribute towards Norwich's five year housing land supply and reduce pressure on the general housing stock from student HMOs and shared houses.

Main issue 2: Design

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

Footprint and layout

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

Height, scale and massing

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

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

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

Positioning of entrances

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

External appearance

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

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

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

External spaces

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

Gateway building

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

Main issue 3: Heritage

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

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

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

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

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

Main issue 4: Trees

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

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

Main issue 5: Landscaping

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

Main issue 6: Transport

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

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

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

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

Main issue 7: Amenity

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

Impact upon neighbouring residents

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

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

Living conditions for future residents

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

space. The single bedrooms are 12.5 sqm which is of a comparable size to the single bedrooms St Stephens Tower and those at Pablo Fanque House. The studios range in size from 18 sqm – 22 sqm, accessible bedrooms are 18.4 sqm - 18.7 sqm and accessible studios are 23.6 sqm - 26 sqm which is in line with recently approved student schemes. National space standards do not apply to student accommodation and it is considered that the space provided will ensure that residents are able to live comfortably.

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

Noise and air quality

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

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

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

Main issue 8: Energy and water

124. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
125. Policy 3 of the Joint Core Strategy sets out that development of 1,000 sqm or more of non-residential floorspace should provide at least 10% of the scheme's expected energy requirements from a renewable, low carbon or decentralised source. A sustainability strategy has been submitted with the application and this identifies that fabric energy efficiency measures will be incorporated into the design. A number of options have been looked at in order to meet the 10% policy requirement. The development is suitable for the installation of small scale Combined Heat and Power which would be capable of generating 13% of the total building energy demand. Solar Thermal and photovoltaics have been considered but have been discounted as the building is likely to have reduced occupancy for the majority of the summer when panels would be at their most effective and as it is proposed to have a green roof. A condition should be attached to any future permission requiring full details of the Combined Heat and Power system.
126. The scheme also needs to incorporate water efficiency measures and again a condition should be attached requiring the development to be designed to meet 110/litres/person/day. Measures are likely to include low flow rate water fitting to all outlets.

Main issue 9: Flood risk

127. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
128. The site is situated within flood zone 1 'low probability' of flooding and the site area is less than 1 hectare. Therefore a flood risk assessment is not required. The site is not currently affected by surface water flooding and the proposals do not impact on overland flow routes but the site is within the critical drainage area. In accordance with policy DM5 a drainage strategy has been provided which seeks to address surface water runoff and to minimise the risk of flooding.
129. Due to the urban nature of the site and given that the vast majority of the site is occupied by the footprint of the building a number of options are not appropriate; however in this instance the podium deck at first floor level provides the opportunity to attenuate rainwater above ground level by including a 100mm deep drainage attenuation layer as a blue roof system. At ground floor level, it is proposed to utilise permeable block paving in the parking bays in the north of the site that are not covered by the building footprint which will drain to the below ground surface water network. For the remainder of the site that will not be attenuated at podium level, below ground attenuation tanks will be located beneath the car park aisles to provide the remaining required storage volume and a flow control will be provided to restrict the flow rate of water released to the public sewer.

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

Main issue 10: Biodiversity

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

Main issue 11: Contamination

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

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

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

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

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	No – see main issue 6
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Other matters

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

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

Equalities and diversity issues

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

Local finance considerations

143. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy. The development is CIL liable with the payment being £91,259.07.
144. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
145. In this case local finance considerations are not considered to be material to the case.

Conclusion

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

150. With regards to highways, the proposed entrance to the car park is in the same place as existing and the number of spaces has only been marginally reduced from existing. The proposed student accommodation will be car free. 90 cycle spaces will be provided for students with 6 spaces for visitors. Although this is not 1:1 it is considered sufficient and can be reviewed in the future. The greatest impact upon the highway will be at the start and end of the academic terms, but this can be mitigated through satisfactory management arrangements.
151. Taking all the above into account it is therefore considered that the material considerations (namely the lack of market demand for office and the need for student accommodation, and the social and economic contribution of the proposal to the local economy and city centre) are sufficient to outweigh the presumption of determining the application in accordance with the provisions of the Development Plan, particularly given the absence of a five year housing land supply in the Norwich Policy Area and the less than substantial harm caused to the setting of nearby listed buildings. The proposal will deliver a high quality development on a negative site within the city centre and will have a positive contribution to the streetscene and this part of the City Centre Conservation area without having a harmful impact upon neighbouring residents. It is therefore recommended that the application is approved.

Recommendation

To approve application no. 18/01315/F - Car Park Barn Road Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. No works above ground until following details agreed:
 - (a) Materials for walls (including brick bond and mortar),
 - (b) Materials for roof (including green roof)
 - (c) Windows and doors (including lintels and cils, glazing frames and profiles and reveals)
 - (d) Rainwater goods, fascias, bargeboards
 - (e) Bat boxes
 - (f) Screen to car park
4. No works until archaeology agreed.
5. Stop works if unidentified feature revealed.
6. No works until a scheme to deal with contamination has been agreed.
7. No occupation until a verification plan and a proposed monitoring, maintenance and contingency plan has been agreed.
8. Stop work if unknown contamination found
9. No works until foundation designs have been agreed.
10. With the exception of site clearance, archaeology, tree protection works and ground investigation no development shall take place until slab levels have been agreed.
11. With the exception of site clearance, archaeology, tree protection works and ground investigation no development shall take place until surface water management strategy has been submitted to and approved in writing by the LPA. No drainage into the ground other than with consent from the LPA
12. No occupation until external lighting agreed and implemented.
13. No works above ground until fire hydrant provision agreed.

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

Informatives

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

Article 35(2) Statement

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework (2018) as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



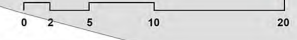
- GENERAL**
- Application Boundary
- EXISTING**
- Medieval wall
 - Trees Refer to Arborists Schedule
- PROPOSED HARDWORKS**
- Paving setts - (to match existing on Grapes Hill) Natural stone
 - Paving setts - (to match existing on Grapes Hill) Dutch clay pavers
 - Paving slabs Textured aggregate slabs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

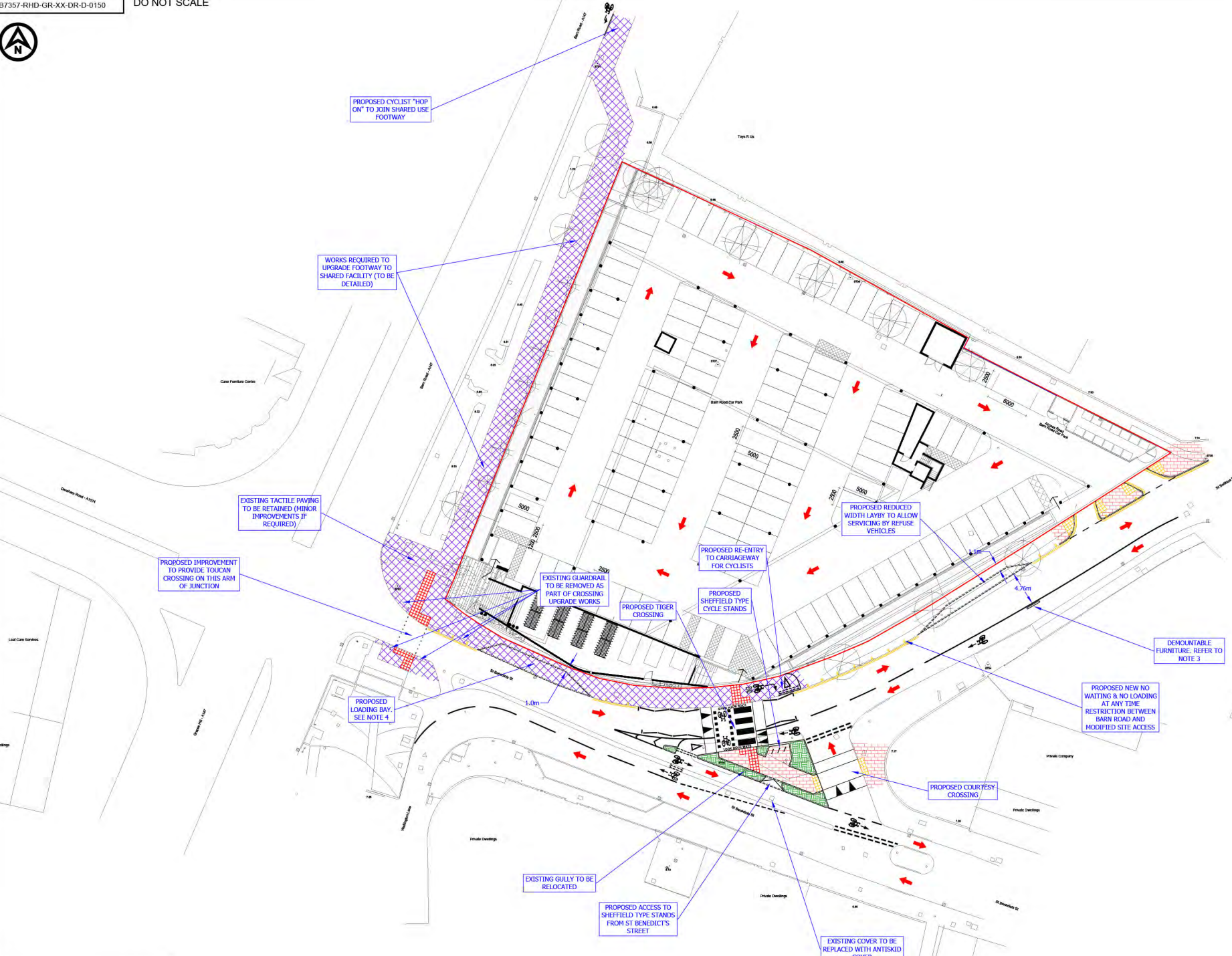
sheilsflynn

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

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

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- NOTES:**
1. DRAWING BASED ON TOPOGRAPHICAL SURVEY WITH GAPS FILLED IN FROM ORDNANCE SURVEY INFORMATION. ROYAL HASKINS DHV ACCEPT NO RESPONSIBILITY FOR DISCREPANCIES BETWEEN THE SURVEY AND SITE CONDITIONS.
 2. ROAD MARKINGS SIMPLIFIED FOR CLARITY AND DO NOT REPRESENT PRESCRIBED MARKINGS AS PER TRAFFIC SIGNS REGULATIONS AND GENERAL DIRECTIONS.
 3. CYCLEWAY CONTRAFLOW ARRANGEMENT SHOWN AS PER NORWICH CC DRAWING PACKAGE CCA2.45-18-xxx SUPPLIED 25.07.18 BY KEIRAN YATES (NORWICH CC).
 4. PROPOSED LOADING BAY TO BE LAID FLUSH WITH FOOTWAY, PROPOSED LEVELS TO BE DETERMINED.

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

07	16.10.18	NEW REFUSE NEW LAYBY ADDED	BKB	PV	SS
08	25.08.18	BIN STORE LOCATION AMENDED	RH	PV	SS
09	17.09.18	AMENDMENTS AS PER PERISA RESPONSE	BKB	PV	SS
04	30.07.18	LAYOUT AMENDED	BKB	PV	SS
03	27.07.18	DRAWING SCALE AMENDED	RH	DJ	SS
02	25.07.18	LAYBY RELOCATED / MCC LAYOUT UPDATE	BKB	PV	SS
01	09.07.18	FIRST ISSUE	PV	DJ	SS
REV	DATE	DESCRIPTION	BY	CHK	APP

REVISIONS:
CLIENT



PROJECT
BARN ROAD, NORWICH

TITLE
PROPOSED SECTION 278 WORKS CONCEPT DRAWING



DRAWN	BKB	CHECKED	PV	APPROVED	SS
DATE	06.07.18	SCALE	1:200 @ A1	REF.	
DRAWING No.	PB7357-RHD-GR-XX-DR-D-0150				REVISION
					107







TOYS 'R

