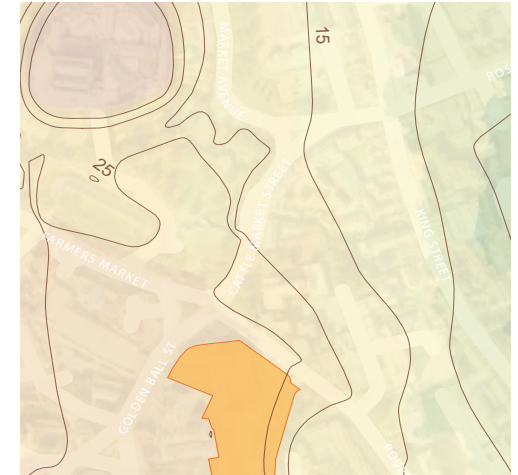




NORWICH
City Council

Prospect House site development brief

Version: Final Approved Version
Date: 11.10.18



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1.0 Background

1.1 Development opportunity

- 1.1.1 Archant own and occupy a 1.03ha site bounded by Rouen Road, Thorn Lane, Cattle Market Street and the rear of properties on Ber Street (fig.1 & 2). Prospect House is the only building on the site and it has been Archant's headquarters since it was completed in 1969. Archant announced in late 2017 that they were reviewing their property holdings at the Prospect House site. The building contains 85,000 sq ft of office floorspace. Archant have concluded that the building is too large for their needs, would require major investment if retained and fails to make the best use of the site due to the large open areas of car parking surrounding it. It is assumed that Prospect House will be demolished in any redevelopment. Historic England have confirmed that it is not good enough to be listed and a certificate of immunity from listing has been issued.

1.2 Purpose of the document

- 1.2.1 The site is not allocated within the Norwich Site Allocations Plan (2014) as it was not a development opportunity when the plan was produced. It is in a prominent position in the city centre, close to existing offices and the primary retail area, and its redevelopment offers significant potential for contributing to the vibrancy of the city centre and to its sub-regional role.

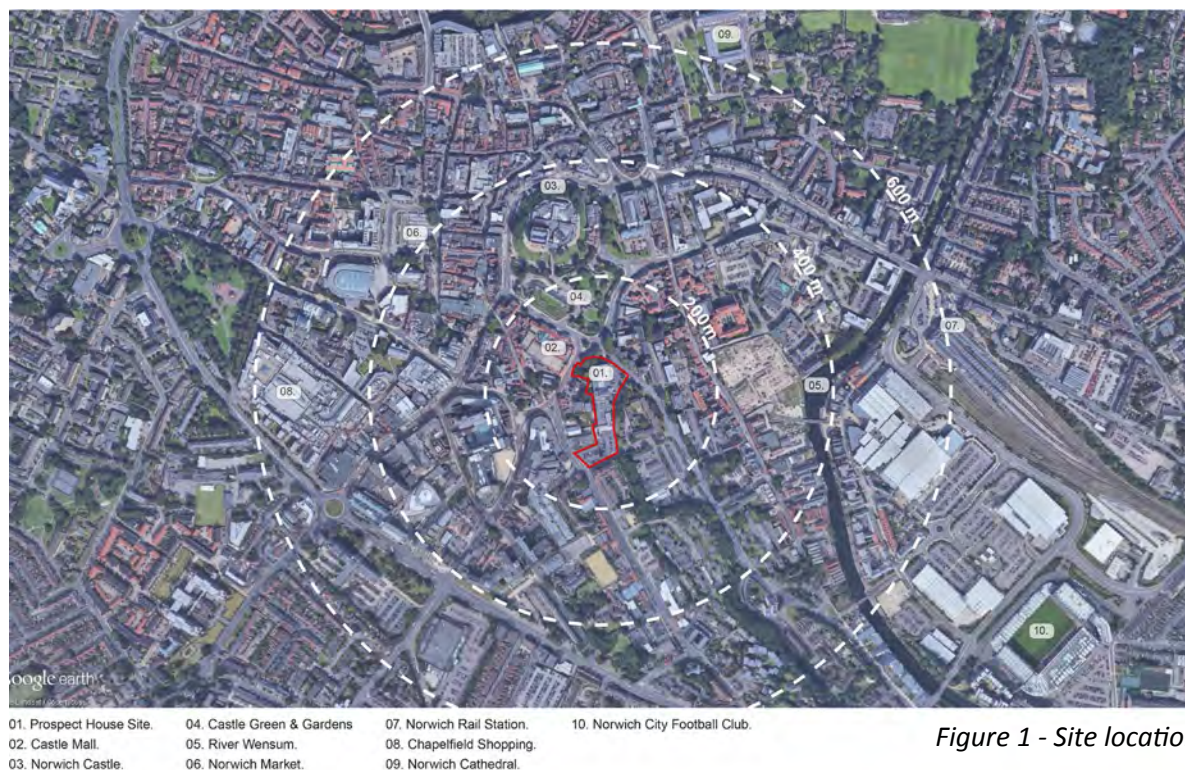


Figure 1 - Site location.

- 1.2.2 When Archant approached the City Council in late 2017 it was agreed that the principle of redevelopment was supported and such a significant site needed to have a site specific policy to guide its development. This development brief provides that policy.

- 1.2.3 The document will be submitted to the Council's Planning Applications Committee for approval in October 2018 following public consultation. The brief will be a material planning consideration when decisions are made about any planning application that is subsequently submitted for the site.

- 1.2.4 The Greater Norwich Local Plan (GNLP) is being produced by Broadland District Council, Norwich City Council and South Norfolk Council, working together with Norfolk County Council through the Greater Norwich Development Partnership. The GNLP will provide the planning strategy and identify the sites for growth across the three districts of Broadland, Norwich and South Norfolk until 2036 and once adopted will supersede the JCS. It is currently anticipated that the GNLP will be adopted in autumn 2021. Archant has made a submission to the GNLP call for sites requesting that it be considered for inclusion as a development site and developed in accordance with this brief.

1.3 Neighbouring site ownership (fig.2)

1.3.1 There are three adjoining sites owned by the council:

- 10-14 Ber Street.
Plans are currently being drawn up for this this vacant site by Norwich Regeneration Ltd, the wholly-owned development company set up by the council. There is a close relationship with the Prospect House site and the co-incidence of development proposals has been co-ordinated to maximise the synergy between the two sites.
- 22-24 Ber Street.
On a long leasehold to Metropolitan Properties Limited and occupied by World of Beds.
- Paradise Place
48 flats of which 27 are occupied by council tenants and 21 bought through the right to buy scheme.

1.3.2 Sites in private ownership within the wider block are:

- The Woolpack Inn, Golden Ball Street
- 4 - 8 Ber Street
- Emms Court, off Ber Street
- 16-20 Ber Street



Figure 2 - Site ownerships.

Ownership

Norwich City Council

- 1 10-14 Ber Street
- 2 22-24 Ber Street
- 3 Paradise Place

Private Ownership

- 4 The Woolpack Inn
- 5 4-8 Ber Street
- 6 Emms Court
- 7 16-20 Ber Street

2.0 Analysis

2.1 Planning policy – city centre

2.1.1 The Prospect House site is located within Norwich City Centre as defined in Norwich's local plan and the Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk. It is covered by a number of local plan designations being:

- within the office development priority area, city centre leisure area, city centre conservation area, and area of main archaeological interest
- just outside the primary retail area
- adjacent to an open space area and woodland.

2.1.2 It is located in a highly sustainable location in the city centre, adjacent to public transport routes.

2.1.3 JCS Policy 11 promotes an enhanced regional role for the city centre as the main focus for retail, leisure and office development, with housing and educational development reinforcing its vibrancy. Redevelopment of brownfield (previously developed) sites will contribute to the economic, social, physical and cultural regeneration of the city centre. The JCS also promotes expansion of the city centre's function as an employment centre, including provision of high quality office premises and a diversity of employment uses across the area. JCS 11 also highlights the importance of improvements to the public realm, open spaces, walking and cycling provision and sustainable transport access.

2.1.4 The JCS key diagram (fig.3) shows that the

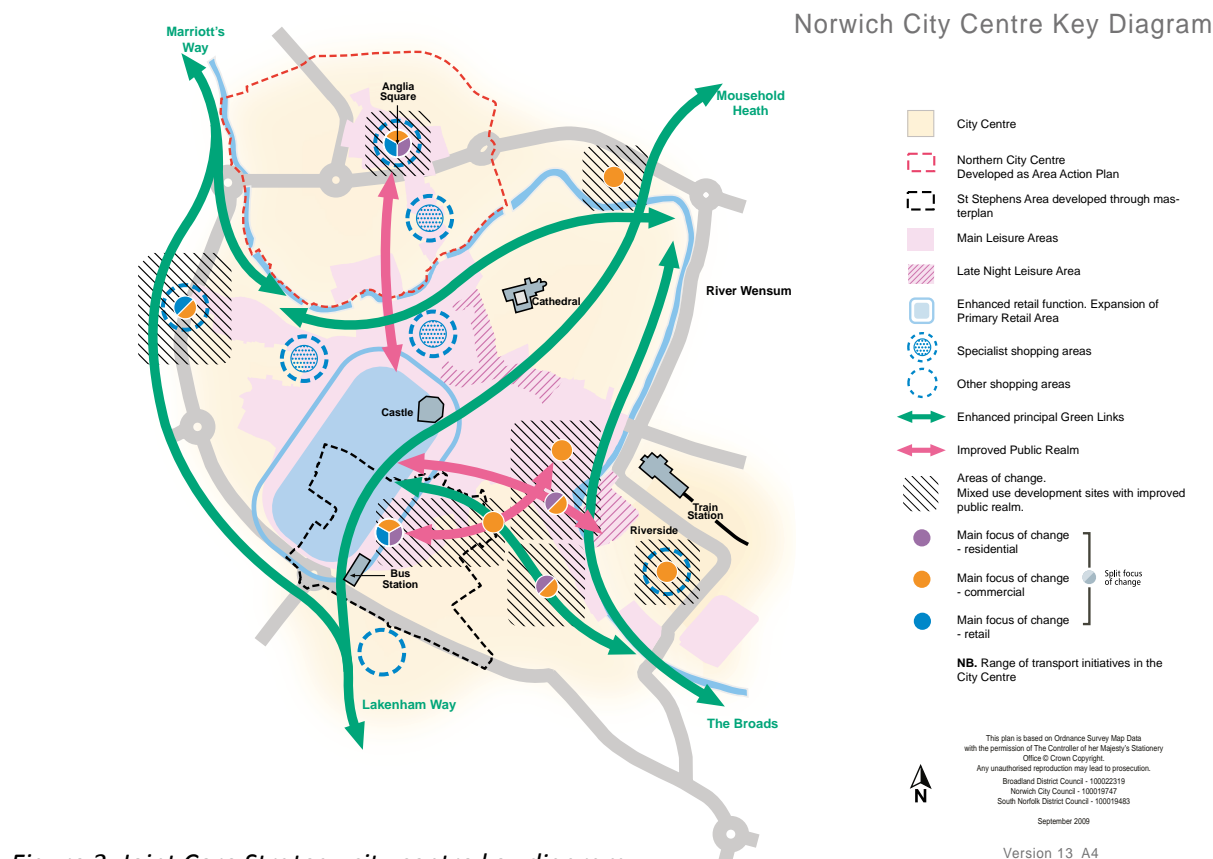


Figure 3 Joint Core Strategy city centre key diagram

Archant site lies between two key areas of change – the Rose Lane / Mountergate area, which is identified as a major focus of commercial development, and the St Stephen's Street area which is promoted for retailing, offices and housing.

2.1.5 Norwich Site Allocations Plan was adopted in December 2014 and makes two allocations in the vicinity of the Archant site including:

- 10-14 Ber Street (CC3) – proposed for a mix of uses including retail or complementary uses at ground floor level; residential on upper floors (min 10 dwellings) – 0.1ha;
- Land at Garden Street (CC10) - mixed use redevelopment with in the region of 100 dwellings, an element of office / business uses, and replacement car parking – 1.08 ha in total;

2.2 Planning policy - offices

- 2.2.1 Redevelopment of the Archant site will involve the loss of existing office space on the site. The site is not designated as an employment site, but does fall within the Office Development Priority Area defined by policy DM19.
- 2.2.2 Policy DM19 implements the strategic priorities of the Joint Core Strategy (Policies 9 and 11) in identifying land to deliver a net increase at least 100,000 sq.m of new office floorspace in the city centre to 2026 and to secure provision of high quality office premises. It seeks to protect high quality office space and encourage the upgrading of poor quality and smaller offices. The JCS growth strategy (which is the basis for DM19) is predicated upon levels of growth which are unlikely to be achieved. The GNLP Growth Options Document states that office provision in the city centre has fallen by 8% since the start of the JCS planning period in 2008.
- 2.2.3 An Employment, Town Centre and Retail Study was commissioned by the Greater Norwich authorities (Norwich City Council, Norfolk County Council, South Norfolk Council and Broadland District Council) in 2017 to provide evidence for the emerging GNLP (GVA, November 2017). This study identifies a more positive picture for potential future of office based employment in the city centre. The enhanced growth forecast shows an estimated additional demand to 2036 for Greater Norwich as a whole to around 170,000 sqm of B1a (office) / b (R&D) floorspace. The GNLP states that a large proportion of this should be allocated in the city centre to help sectors based in

the centre to grow, to realise sustainability benefits, and achieve the economic benefits of agglomeration.

- 2.2.4 The study's Strategy Advice report identifies the Norwich urban area's role as the principal focus and driver of the Greater Norwich economy, and a magnet for people from the wider area to work, shop and visit. Norwich city centre's employment offer is changing and the study identifies an increasing 're-urbanisation' of business activity (driven by wider business trends and small business creation within the creative and media sector in particular) back to locations which offer a broader range of services to employees, such as the city centre. The GVA evidence suggest that there is now growing demand for high quality and flexible office space in the city centre in attractive and accessible locations, with the main city centre growth sectors identified as digital, cultural and creative industries and financial services.
- 2.2.5 Prospect House was constructed in the 1960s so the office accommodation is dated. As such the loss of this office space would not be protected by DM19. However the policy does require that any redevelopment of this site will be expected to include an element of office floorspace. Provision of new offices as part of the development of the site, replacing the existing lower grade accommodation with purpose built, flexible and attractive high quality office space as part a mix of uses, would meet the requirements of DM19 and help to support the vitality and viability of this part of the city centre.

- 2.2.6 The provision and retention of high quality office accommodation is a crucial element of the city council's development strategy for Norwich. The Archant site is an established location for office use in the Office Development Priority Area and is situated in a key interface between the South City Centre area and the St Stephen's Street area / primary retail area. Retention of a significant part of the site for office use would contribute to a substantial office base in the city centre which is considered critical to maintaining the long term viability and vitality of the city as a retail and visitor destination and a major employment hub. Ideally this provision should be in a prominent location such as the Golden Ball Street frontage or the junction of Ber Street and Thorn Lane.
- 2.2.7 Archant is a major employer in the city centre. The civic importance of Archant and its predecessor businesses as the gatherers and distributors of news about the city has always been reflected in its occupancy of visible and proud building in the city centre. The council strongly wishes to see Archant remain on the site in new office accommodation although planning legislation does not enable the council to restrict the occupancy of office space to a particular occupier.

2.3 Planning policy - Housing

- 2.3.1 JCS policy 4 reflects evidence on housing needs and seeks that 1,833 homes will be provided each year within the Norwich Policy Area (NPA) between 2008 and 2026, of which at least 8,500 are to be provided in the City Council's administrative area. Since adoption of the JCS market conditions have meant that the rate of building has been below that necessary to achieve the levels set in the JCS both within the City Council area and across the wider NPA, notwithstanding a very large stock of unimplemented planning consents.
- 2.3.2 The level of housing need in the emerging GNLP is based on the latest housing needs assessment - the Strategic Housing Market Assessment (SHMAA) for Central Norfolk, which was published in July 2017. The Regulation 18 plan identifies Norwich as having the capacity for an additional 1,500 homes to 2036 that are not already allocated in planning documents. There is potential to increase this figure further and the Archant site represents an opportunity to deliver much-needed additional housing in a sustainable location.
- 2.3.3 The SHMAA also looks at property size and tenure issues. Of the predicted need for market housing arising from the City, approximately 36% of the needs will be for 1 and 2 bedroomed properties. 38% of all housing need in the City is generated by households who are not able, or predicted to be able, to meet their own needs in the housing market (either by private rented or owner occupied housing) and therefore are in need of affordable housing. Of these

households, 68% will have a need for 1 and 2 bedroomed properties.

- 2.3.4 JCS policy 4 requires that 33% of all housing on larger development sites is delivered in the form of affordable housing. The policy further states on sites for 16 dwellings or more the tenure split for the affordable housing should be 85% social rented and 15% of intermediate tenures. The SHMA 2017 shows the annual need by property type and tenure as:-

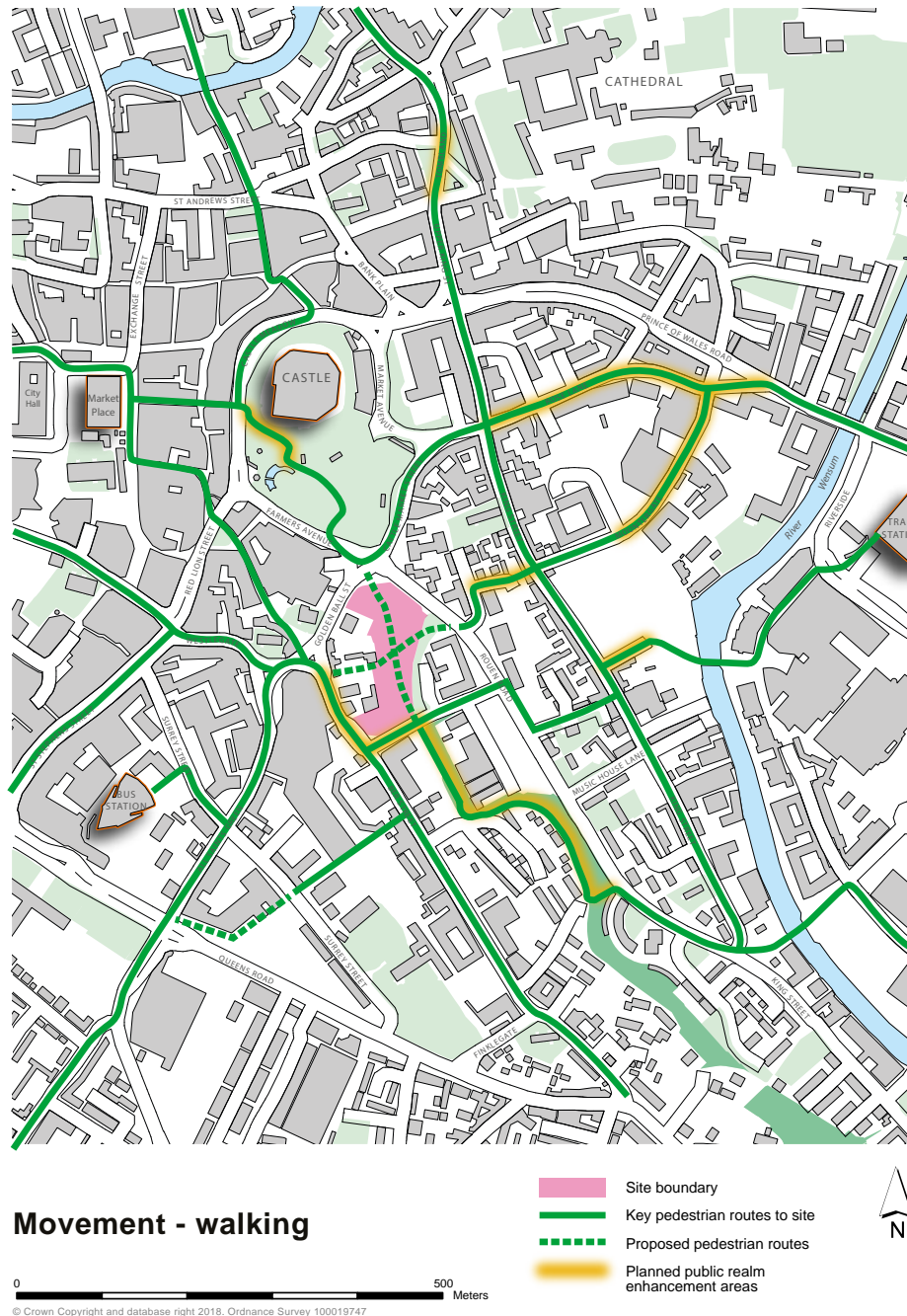
Norwich	Property Type	Market Housing	Affordable Rented Housing	Low Cost Home Ownership	Total
Flat	1 bedroom	50	90	9	149
	2+ bedroom	55	47	10	112
House	2 bedroom	54	25	6	85
	3 bedroom	231	53	17	301
	4+ bedroom	56	17	3	76
Total		446	232	46	724

- 2.3.5 Whilst the SHMA shows a high need for 2-bedroom flats and 3-bedroom houses for affordable housing, in reality we have a surplus of these since the spare room subsidy was introduced and therefore the council is currently seeking an affordable housing provision comprising 1-bedroom flats, 2-bedroom houses or larger 4+ bedroom houses. This site lends itself to higher density flatted development due to its location and topography however some housing on the site would be welcome.
- 2.3.6 Providing affordable housing in separate blocks would allow for easier disposal, management and maintenance and allows any registered provider or the council to keep service charges

to a minimum. However, it is important that there is no visible distinction in quality of location, outlook or design that would identify those blocks as affordable housing or give residents an inferior quality of accommodation.

- 2.3.7 Current planning practice guidance 2014, para 21, states that local planning authorities should plan for sufficient student accommodation, whether communal or self-contained buildings, and on or off-campus. Policy DM13 sets out criteria to guide residential institutions and student accommodation, whilst DM12 sets out principles for all residential development.
- 2.3.8 The council is currently experiencing a significant increase in the number of planning applications and requests for pre-application advice for purpose-built student accommodation. There are approximately 2,520 units of student accommodation currently either under construction, with planning consent, or pending a planning decision, and a further approximately 980 units proposed through the pre-application process or understood to be coming forward, giving a total of around 3,500.
- 2.3.9 The council has commenced a study to investigate the need for new student housing in Norwich to inform consideration of planning applications and potential future planning policy. Evidence gathered to date suggests that although there is a significant gap between the current provision of student bed spaces in the city (in the region of 5,000) and the total number of students (around 17,500 full-time students at the University of East Anglia and Norwich University of the Arts). Further investigation

Figure 4



is required into the universities' anticipated growth and trends such as growth in international students, and likely demand for living in purpose built accommodation beyond the first year.

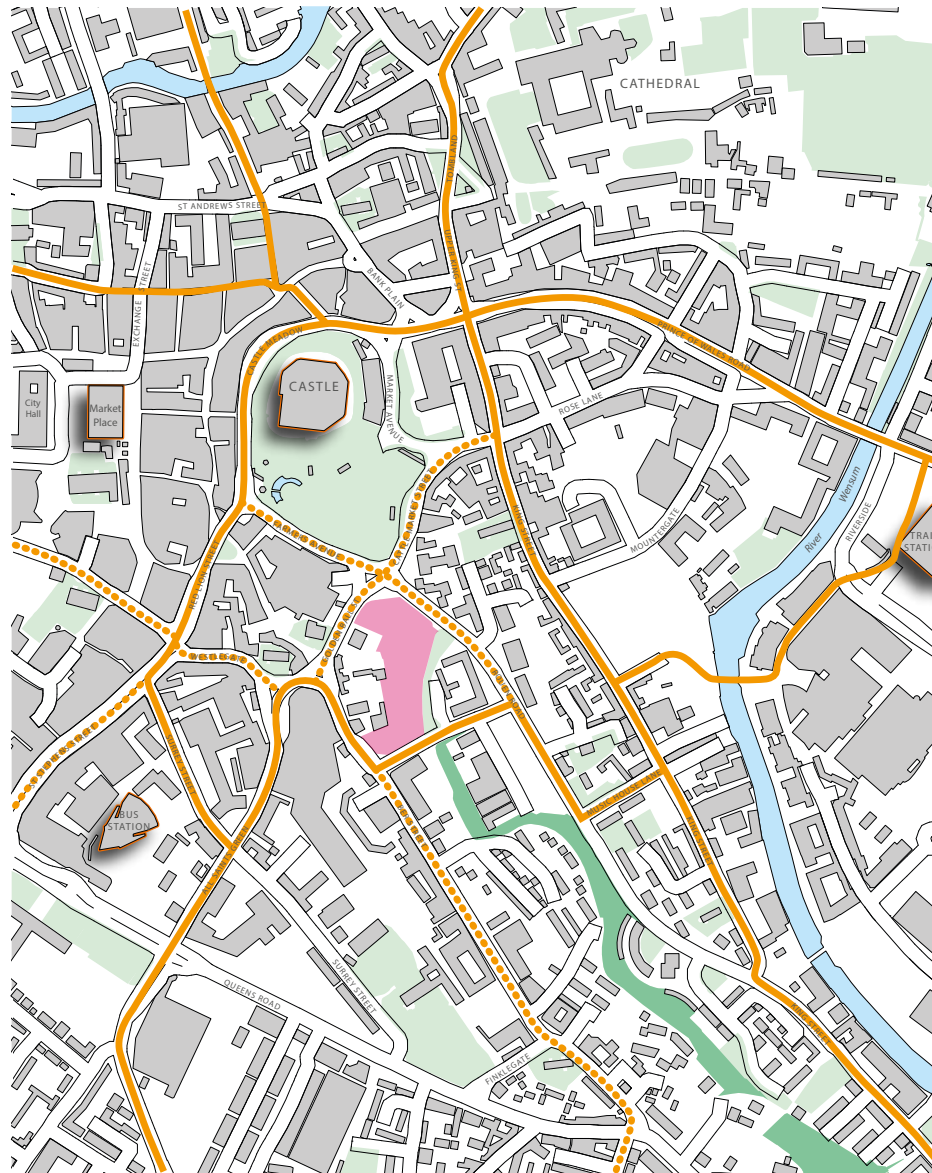
2.3.10 The Prospect House site is suitable in principle for student housing provision, being in a city centre location with sustainable transport links. However, in light of the emerging evidence referred to above, the council would prefer to see the provision of general market housing and an element of affordable housing in line with JCS policy 4. This would make a significant contribution to meeting objectively assessed need for market and affordable housing in the city centre.

2.4 Planning policy – retail

2.4.1 The Greater Norwich Employment, Town Centre and Retail Study Strategy Advice (2017), produced as evidence for the GNLP, states that the GNLP will need to positively plan for the development of additional comparison (non-food) floorspace over the course of the plan period. It identifies a requirement for 11,100-15,000 sqm of additional comparison retailing provision in the Norwich urban area to 2027.

2.4.2 The evidence study notes that comparison goods shopping is the reason that the vast majority of people visit the city centre, and that the city centre is a top 15 ranked shopping destination nationally. It recommends that the majority of the identified comparison goods requirement for the Norwich urban area is accommodated in the city centre. It goes on to state that the council should ensure new comparison retailing is well-related to the existing shopping circuit in the city centre.

Figure 5



Movement - cycling

- Site boundary
- Pedalway (existing or proposed)
- Site access non-pedalway connections



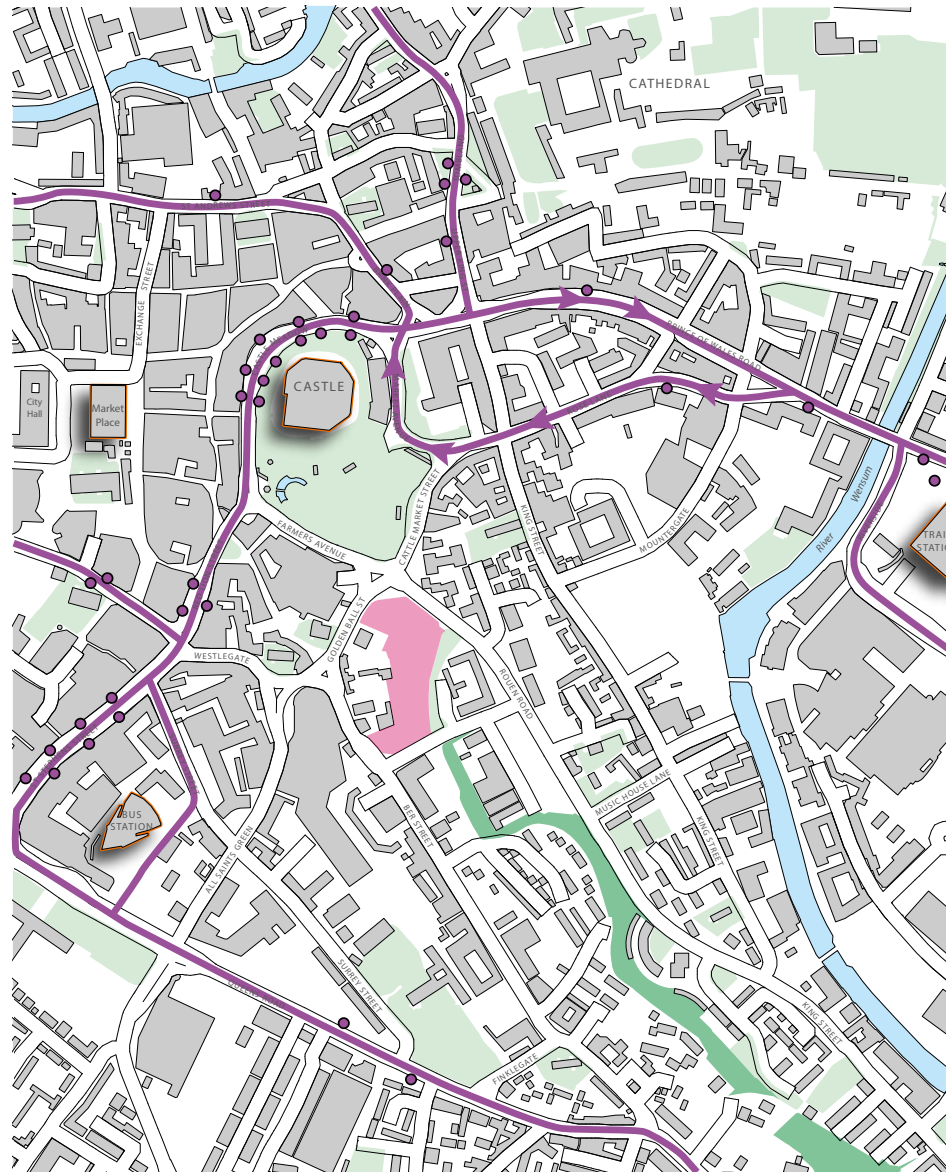
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2.4.3 The site is outside but directly adjacent to the primary retail area. Given this closeness to the main retail centre, the site has the potential to contribute to the strength of the city centre by including retail as part of the mix of uses. Any retail development must be well related and well connected to the existing primary retail area, particularly to nearby shopping provision at John Lewis, Westlegate and Timber Hill. The recent changes to traffic circulation in the Westlegate area and associated public realm improvements, have helped reinforce links between the Ber Street / Golden Ball Street area and the Stephen's Street area / primary retail area. The ground floor on Ber Street would be an appropriate location for additional retail. Given the site's location within the city centre leisure area, leisure and hospitality uses would also be appropriate in principle as part of a mix of uses, subject to the policy considerations set out in DM18.

2.5 Movement and parking

- 2.5.1 This site has better access to sustainable transport and public car parks than any other development site in Norfolk.
- 2.5.2 Policy DM28 of the adopted Development Management Policies Plan (DMPP) encourages sustainable travel, including cycle and pedestrian links, and maximising accessibility to and permeability of development sites for pedestrians.
- 2.5.3 The local walking network is shown in figure 4. It shows that the most direct route from the train station to the bus station and the St Stephens part of the city centre is via the Lady Julian Bridge, Thorn Lane and Westlegate. Thorn Lane is very steep and as a respite from the arduous climb the Prospect House site offers the opportunity to connect to Ber Street on an easier gradient

Figure 6



Movement - buses

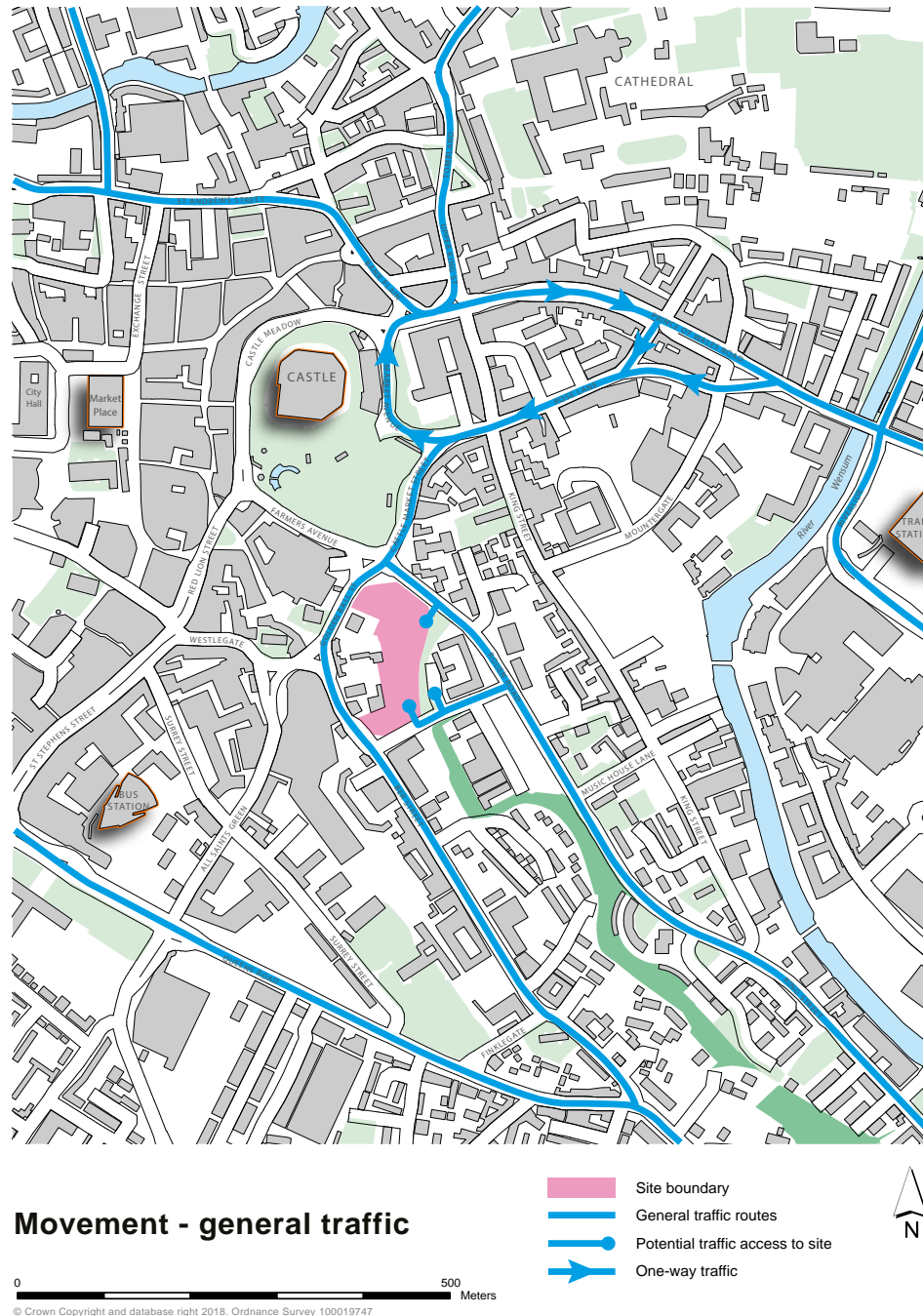
- Site boundary
- Bus routes
- Bus stops

0 500 Meters
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via new public spaces on the site and to 10-14 Ber Street. A north-south connection from the lower part of King Street and the Carrow Works site to Castle Gardens and the market place on the alignment of the wooded ridge can also be provided through the site.

- 2.5.4 The local cycling network is shown in figure 5. The orange pedalway passes the site on Thorn Lane en route between the train station and Brazengate via Thorn Lane. The main challenge of this section of the pedalway is the gradient on Thorn Lane. National cycle route 1 passes close to the site along King Street.
- 2.5.5 Bus routes and bus stops are shown in figure 6. The site is a short walk along Westlegate, All Saints Green and Farmers Avenue to the highest concentration of bus services in Norfolk.
- 2.5.6 General traffic is shown in figure 7. It passes the west edge of the site along Ber Street and Golden Ball Street and the east edge of the site along Rouen Road. Thorn Lane is closed to traffic at its west end. The location of vehicular access to the site should ensure that vehicular movements do not undermine the creation of a safe and attractive environment and minimise impacts on the surrounding road network. The most appropriate solution is likely to focus vehicular access on the north eastern edge of the site, with access taken from Rouen Road. Any secondary access from Thorn Lane must be compatible with an enhanced pedestrian connection across Thorn Lane on the alignment of the wooded ridge.
- 2.5.7 The level of parking on this site should be minimised given its highly sustainable location and car-free housing would be strongly encouraged. Although the maximum level of parking for any housing element (set out in Appendix 3 of the DMPP) is 1 space per household, it would be expected that the level would be substantially lower

Figure 7



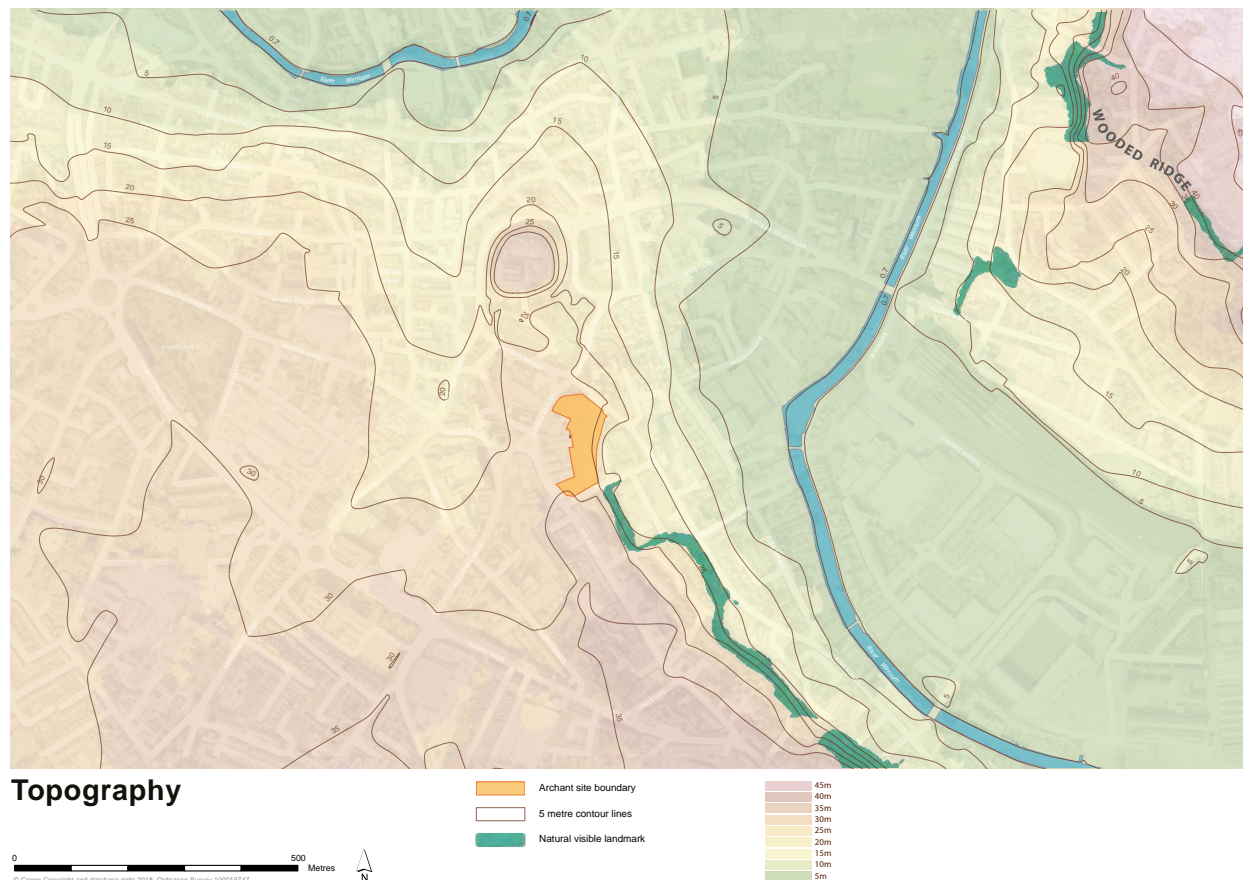
than this. Parking for employment uses are specified in Appendix 3. No parking would be allocated for retail uses. Provision of a car club parking space and car club vehicle will be expected for a development of over 100 units. If car parking is provided on the site it would be preferable for it to be contained beneath the buildings at the northern end of the site.

2.5.8 The air quality baseline review that was completed in March 2018 indicated that the operation of the development as a result of changes in traffic emissions as well as any centralised combustion plant has the potential to impact on the city centre air quality management area as well as nearby residents (e.g. Paradise Place and at the rear of Ber Street). These impacts will need to be quantified as part of an application process and mitigated. Mitigation measures could include:

- Limitations on car parking, provision of cycle parking, electric vehicle charging, pedestrian routes
- Planting
- Energy and thermally efficient housing
- Commercial servicing strategy
- Travel plan
- Optimal flue height for any combustion plant.
- Location of ventilation extracts for any covered parking to avoid emissions affecting existing or new residents.

The report concluded that if suitable mitigation is provided air pollutant concentrations are not a constraint to development at the site.

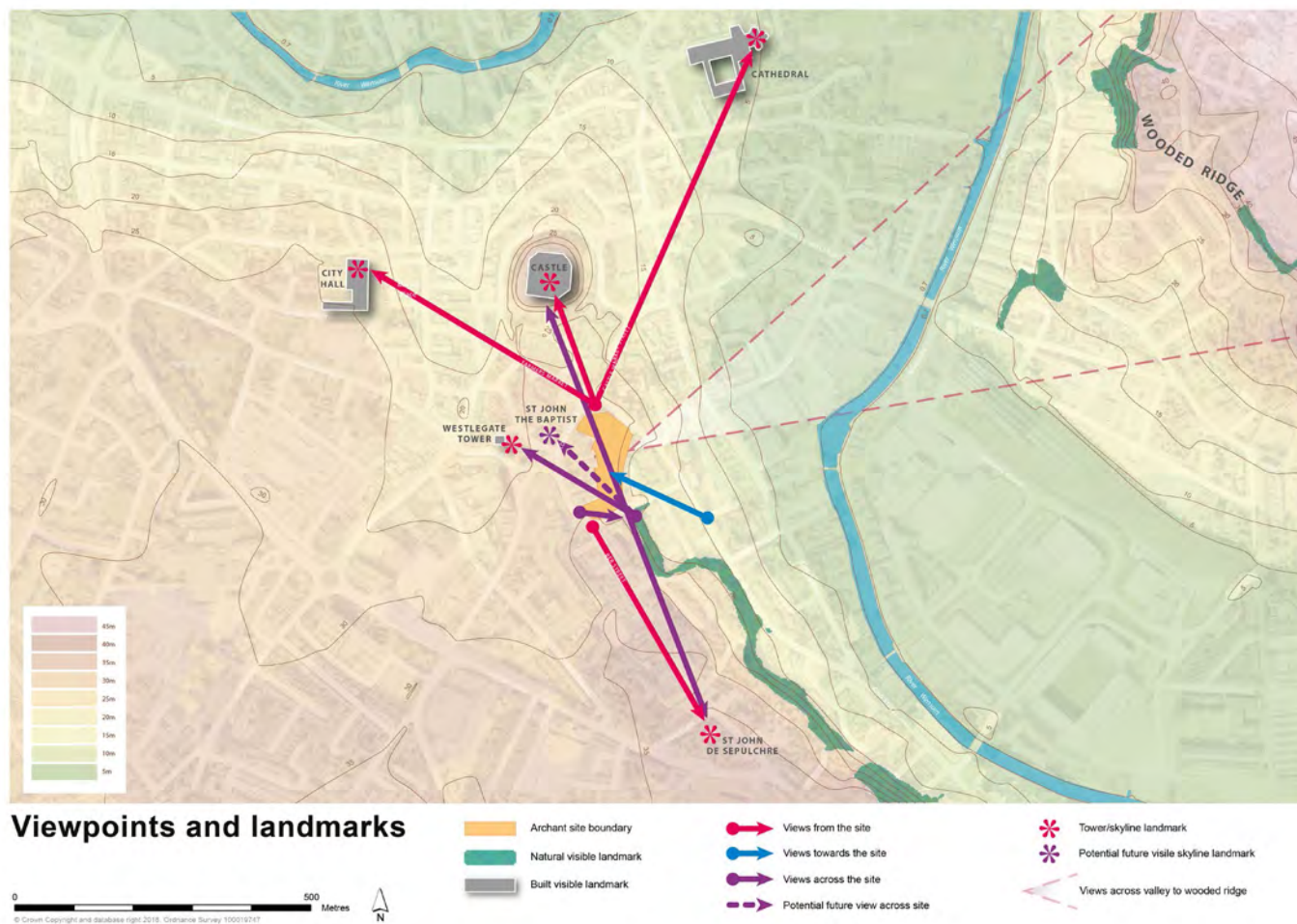
Figure 8



2.6 Topography, green Infrastructure and views

- 2.6.1 The city centre key diagram (Fig. 3) highlights principal green links that the JCS seeks to enhance. One of these is the wooded ridge within the study area. The wooded ridges of the city are valued green areas lying to the top of the Wensum and Yare river valleys on steeply sloping ground between 10-25 metres elevation. Much of the wooded ridges within the city are still in existence although some areas have become fragmented as a result of development over time. Norwich City Council's Development Management Policies Local Plan (2014) objective 9 and policies DM3, DM6 and DM8 concern green infrastructure and are applicable to the study area.
- 2.6.2 The Norwich Site Allocations and Site Specific Policies Local Plan (2014) includes policy CC10 relating to land at Garden Street near Prospect House. The policy requires protection and enhancement of the wooded ridge, enhanced landscaping, green infrastructure and improved pedestrian and cycle links through the site.
- 2.6.3 At 20-25 metres elevation, Prospect House sits near the top of the valley side with land sloping steeply away to the east towards the river Wensum; the plateau lies to the south-west at 30 metres. (fig.8)
- 2.6.4 The dominant topographical feature within the study area is the ridge line extending north-south at 20-25 metres elevation. The ridge widens out as it moves through the Prospect House site and rises to a 25 metre elevation at the junction of Rouen Road, Cattle Market Street and Golden Ball Street. Figure 9 clearly illustrates why the Castle was strategically positioned at the end of the ridge overlooking the river below. This ridge line is generally wooded and undeveloped because the slopes are steep. Instead, development is found above on the plateau

Figure 9



and terraced below the ridge where slopes are gentler and building conditions more favourable.

2.6.5 The majority of the development site is relatively level and in effect is set on a terrace between Paradise Place and mixed development on Ber Street. The only exception is the on-site car park adjacent to Thorn Lane which extends westwards up a slope to match levels on Ber Street.

2.6.6 This terracing leaves some areas of banked grassland, some with tree planting, which have limited functional use. These banks are located between Ber Street and lower car park levels, and between the main site and Paradise Place.

2.6.7 There are a number of local ground level vantage points for views to and from the site to other local landmarks. Figure 9 show the locations of these landmarks and lines of sight across the city.

- Norwich Castle
- Norwich Cathedral
- City Hall clock tower
- Westlegate Tower
- St John de Sepulchre

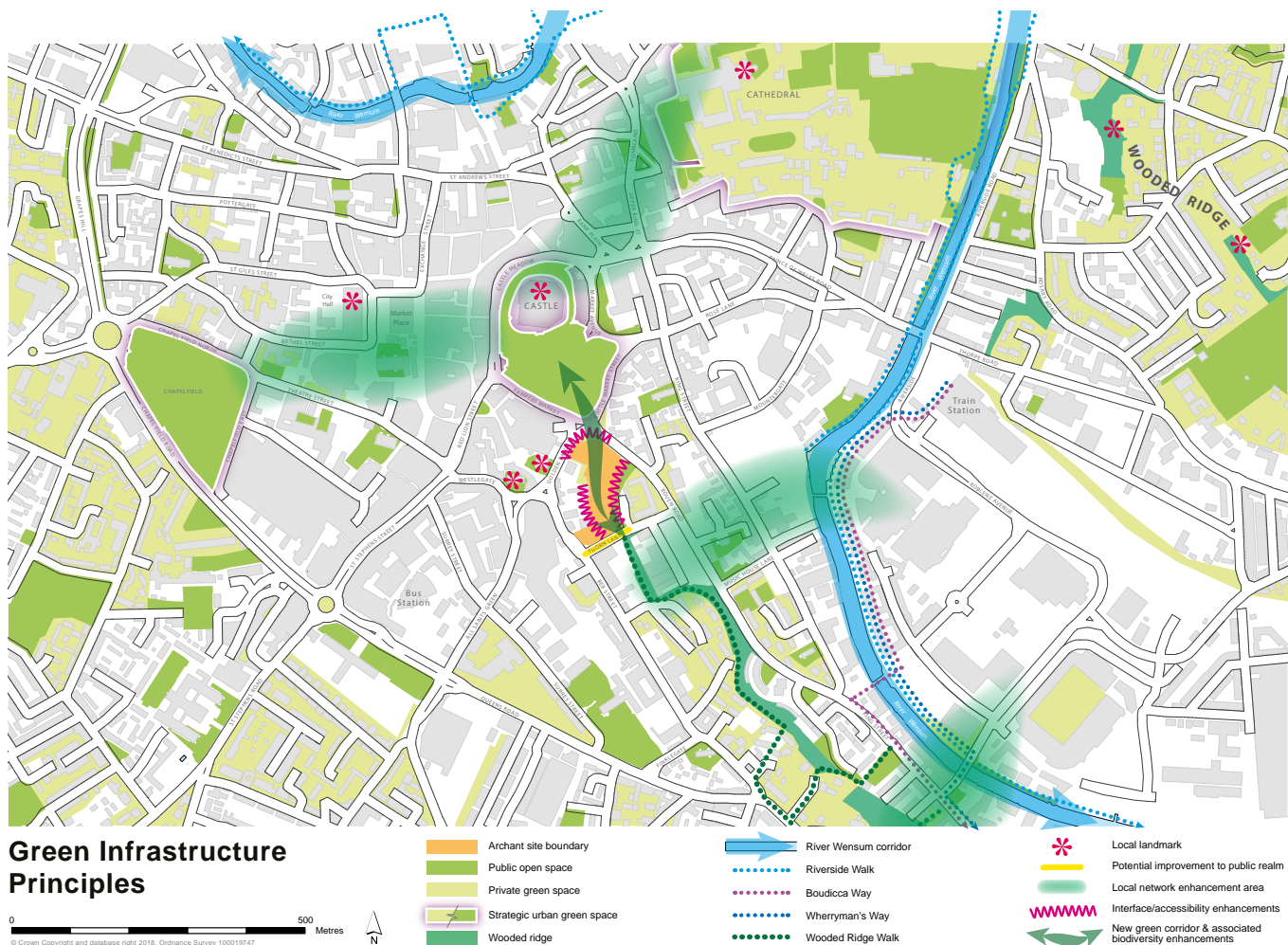


Figure 10

2.6.8 The view from the corner of Golden Ball and Cattle Market Street at the northern part of the site is particularly impressive where Norwich Cathedral and Castle can be seen.

2.6.9 The main entrance of Prospect House to the northern extent of the site is the location of a large piece of sculpture by Bernard Meadows, which was recently given protected listed status. Although views to this artwork are currently restricted by level changes and trees, this is a feature which contributes to the heritage of the site and must be retained; there is a clear opportunity to create an improved public realm and integrate the sculpture as a distinctive landmark (fig.11).

2.6.10 Figure 10 shows Prospect House within the wider green infrastructure context. It includes both public and private green space at a relatively large scale, and is derived from Joint Core Strategy baseline information as well as an assessment of aerial imagery. It also shows the sister corridor to the opposite ridge comprised Mousehold Heath and the Thorpe wooded ridge, components of which can be seen from some parts of the site.

2.6.11 Although Prospect House lies on the wooded ridge corridor, the building interrupts the flow and consistency of the tree-covered ridge. The Castle Gardens lie to the north of the site and are a significant area of greenspace within the city centre. There is opportunity to improve the connectivity between the wooded ridge and Castle Gardens to enhance this green infrastructure corridor.

2.6.12 Development at this site should seek to improve connectivity between the city's strategic green infrastructure components including the Wooded Ridge, Castle Gardens and Green, Chapelfield Gardens, Norwich Cathedral / The Great Hospital and the River Wensum. Measures should enhance biodiversity and network connectivity through a combination of interventions at different levels including:

- street tree planting,
- public open space,
- Sustainable Urban Drainage (SUDS),
- green roofs / walls
- Integral bird / bat boxes and
- private green space.

2.6.13 Any enhancements made to the green infrastructure network should be for wildlife and public benefit. Links between the Wooded Ridge Walk, the Wensum Riverside Walk, Norfolk Trails and Yare Valley Walks should be considered alongside biodiversity enhancement measures.



Figure 11 - Bernard Meadows sculpture (1970)

2.6.14 Any potential redevelopment should take into account and exploit existing views to landmarks and visible skylines from site vantage points. The sister wooded ridge to the other side of the Wensum Valley is of particular note, as well as views to local landmarks such as Norwich Castle, Norwich Cathedral, City Hall, St John de Sepulchre, and Westlegate Tower.

2.6.15 Given that the site is over 1ha in size and is likely to have the capacity for over 100 homes, its redevelopment is likely to trigger the requirement in policy DM8 for on-site provision of informal publicly accessible recreational open space and younger children's playspace. This should be an integral part of the design of the development and ideally overlooked by homes.

2.6.16 New public spaces should be created within and on the edge of the development site that relate well to the pedestrian routes identified in the previous section and are framed by buildings within the site and the adjacent 10-14 Ber Street site:

- Adjacent to the upper section of Thorn Lane. The recent closure to through traffic makes this possible. It will welcome people into the development who are walking up Thorn Lane or crossing from the wooded ridge walk.
- In the centre of the site at the intersection of a new east-west route from Ber Street to Rouen Road and the new north-south route from Thorn Lane to Castle Gardens / Farmers Avenue.
- Connected spaces at the north end of the site that provide a protected residential courtyard and an elevated terrace on the Golden Ball Street frontage with views to the Castle and Cathedral.






Figure 12

2.7 Trees and ecology

2.7.1 The trees on the site have been surveyed and a constraints plan produced (fig.12) with an accompanying schedule identifying the species, size, age, physiology and structure. It also ascribes an importance to the trees which is an important factor in determining whether they are an asset to the site and should be protected in redevelopment proposals. The trees on the Golden Ball Street frontage, on the wooded bank adjacent to Paradise Place and on the side of Rouen Road are recommended to be retained. The three London Plane trees (one off site and two within the raised terrace area) are particularly good specimens. There should be extensive planting of new trees within the public spaces on the site, to provide an attractive environment for residents and encourage people to walk through, and to connect the wooded ridge between Thorn Lane and Castle Gardens. This is especially important if loss of existing trees on the site needs to be mitigated. The council's supplementary planning document for Landscape and Trees provides detailed guidance.

2.7.2 The ecology survey has concluded that the site is of low nature conservation importance. No statutorily protected species were identified although three bird species that are 'red-listed' by the RSPB for their declining populations were found: linnet, house sparrow and herring gull. No habitat would be lost through the redevelopment of the site. Opportunities exist to boost biodiversity through retention of mature trees, planting new trees and other vegetation and installation of boxes for birds, bats, hedgehogs and insects.

-  Category A: Trees of high quality and value
-  Category B: Trees of moderate quality and value
-  Category C: Trees of low quality and value

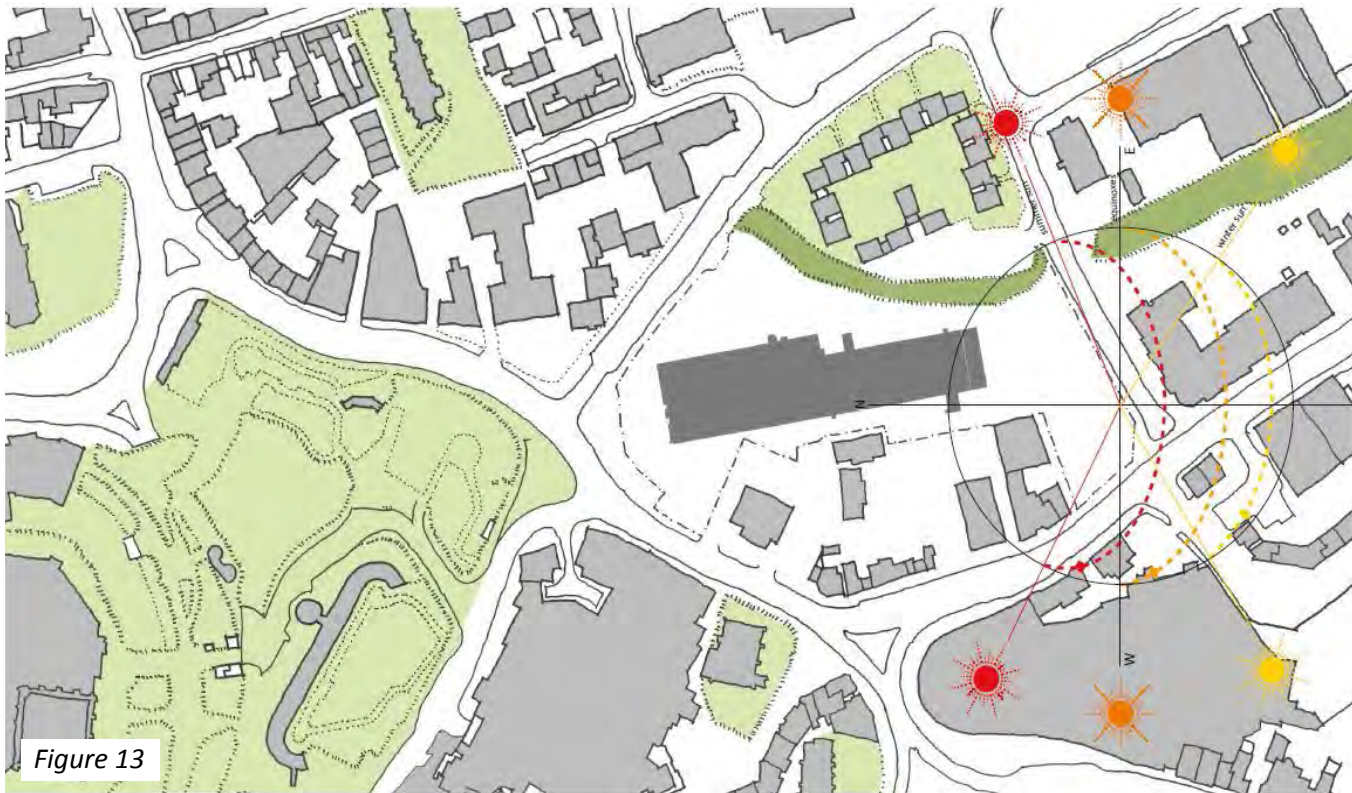


Figure 13

2.8 Flood risk and drainage

2.8.1 A Flood Risk and Drainage Briefing note (April 2018) has been produced and it finds that:

2.8.2 The risk of surface water flooding to the development is low. External ground levels should have a nominal fall away from any entrances to buildings, with ground levels maintained above the adjacent highway.

2.8.3 Foul and surface water runoff should connect into Anglian Water's sewer network, due to the presence of contamination on the site and the lack of an adjacent watercourse. It should

discharge via gravity with pumping being avoided.

2.8.4 A reduction in the current rate of discharge of surface water of 50% is essential, requiring 305m³ of retention. An increase to greenfield rate may be required, which would entail 531m³ of attenuation.

2.8.5 Attenuation should be provided through a variety of sustainable urban drainage techniques including, but not limited to, ponds, blue roofs, swales, bio-retention areas, green roofs and permeable paving.

2.8.6 Thorn Lane is identified on the Environmental Agency's mapping as being at risk of surface water flooding. It is important that any proposed accesses into the site do not create new flow routes from Thorn Lane into the development, with ground levels sloping up from the highway.

2.9 Energy

2.9.1 The requirements of JCS policy 3 should be met. These include a requirement to include sources of decentralised and renewable or low-carbon energy providing at least 10% of the scheme's expected energy requirements and to demonstrate through a design and access statement whether there is scope to exceed this. The site has good exposure to sunlight so mounting photovoltaics on roofs could be part of the approach. (See sun path diagram fig 13)

2.10 Ground conditions

2.10.1 A ground conditions strategy for the site was produced in April 2018 following a desk top study in October 2017.

2.10.2 Potential sources of ground contamination include above and below ground fuel tanks, former operational areas of the former print works, a transformer and made ground. Investigation of these features is required prior to redevelopment and should include assessment of the risk to groundwater and the ground gas and vapour regime.

2.10.3 Based on the information presented in the desk study, significant widespread contamination at the Site is unlikely. However, localised soil and groundwater contamination around potentially contaminative features is possible. Ground investigation would help to establish the nature and extent of existing contamination and feasible options for its remediation.

2.10.4 Materials balances should be investigated at an early stage to identify opportunities for materials re-use on-Site or suitable permitted sites for disposal. The potential for some soils classified as hazardous for waste disposal purposes cannot be discounted, particularly close to the fuel tanks. However, re-grading the site presents an opportunity for re-use of soils as part of cut and fill operations providing they are chemically and geotechnically suitable. The CL:AIRE Definition of Waste: Development Industry Code of Practice (DoWCoP) can be used to facilitate material re-use subject to appropriate sampling and testing, risk assessment and compliance with the requirements of the DoWCoP.

2.10.5 Historically, the Site has undergone several phases of redevelopment. Therefore, consideration should be given to the potential presence of buried obstructions and constraints they present to foundation design.

2.10.6 The Site is indicated to be in Source Protection Zone 2 – outer catchment. Restrictions can be placed on potentially contaminative development and activities in SPZs. However, considering development does not include potentially significant contaminative activities,

it is likely restrictions will be limited to a planning condition requiring a foundation works risk assessment to assess potential risks to groundwater from the preferred foundation solution.

2.10.7 Ground investigation and remediation would be undertaken as part of redevelopment, which follows the approach in the Council's Contaminated Land Strategy. This approach could be secured by inclusion of contaminated land planning conditions.

2.10.8 Upon completion of the Development and implementation of appropriate remediation measures, the site would be expected to meet the requirements of NPPF that as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

2.11 Design and historic built environment

2.11.1 A built heritage assessment has been produced to inform this brief.

2.11.2 The site lies within the city walls. In the past there have been a number of churches in or close to the site. St Michael at Thorn, after which Thorn Lane was named, was built in the late eleventh or early twelfth century. It stood in the south east corner of the site at the junction of Thorn Lane and Ber Street. It was demolished in the late 1940s after suffering bomb damage. St Martin in Balliva church lay within the northern edge of the proposed development site and associated archaeological remains may extend

into the red line area." Surviving churches in the vicinity are All Saints Timberhill, St John the Baptist Timberhill, St Peter Parmentergate, St Julian's Church and St John de Sepulchre. The location of these and other lost churches can be seen on the 1789 map (fig.14). The main approach to the Castle was from the south, passing adjacent to the site along Ber Street.

2.11.3 The 1885 map (fig.15) shows the intricate pattern of streets and terraced buildings that lay on the site at the end of the nineteenth century. All these were removed during the 1960s as part of slum clearance projects. At this time Rouen Road was constructed and the site now occupied by Prospect House was cleared and levelled.

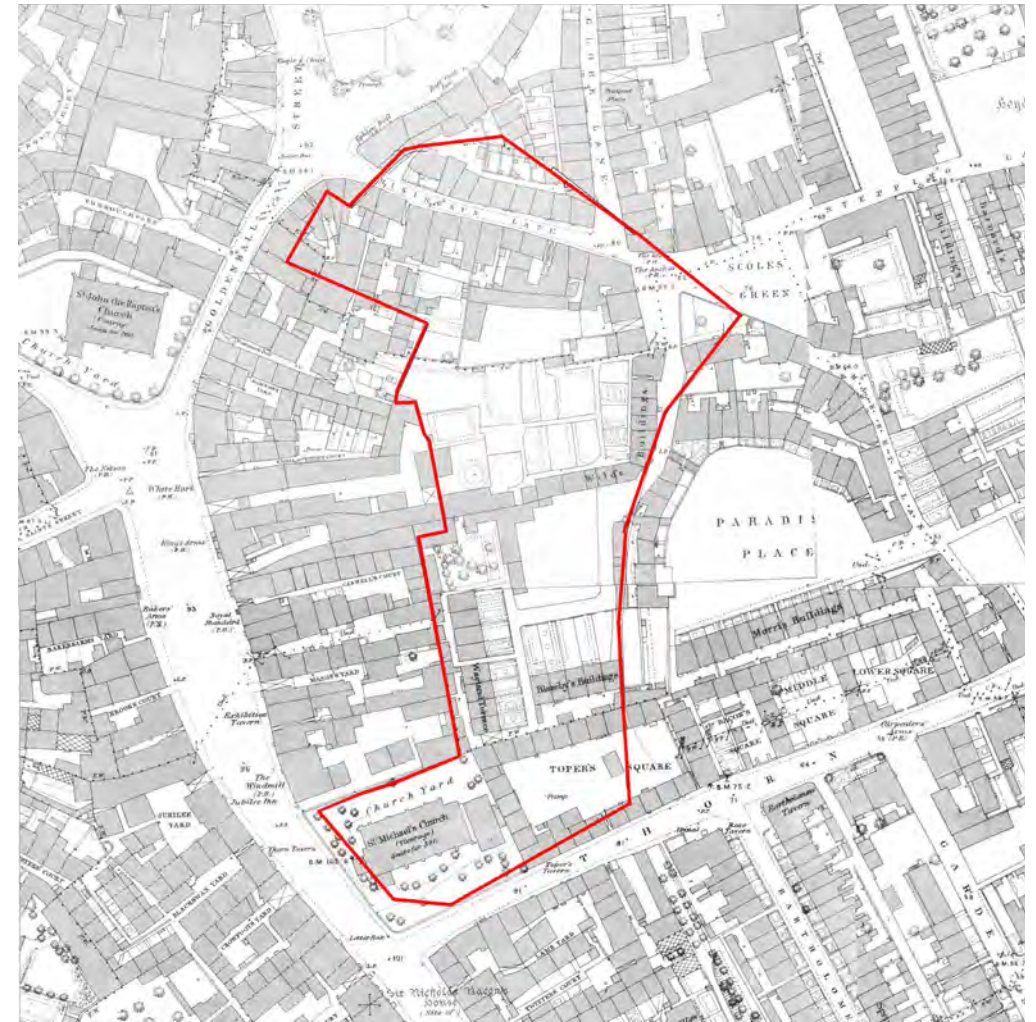
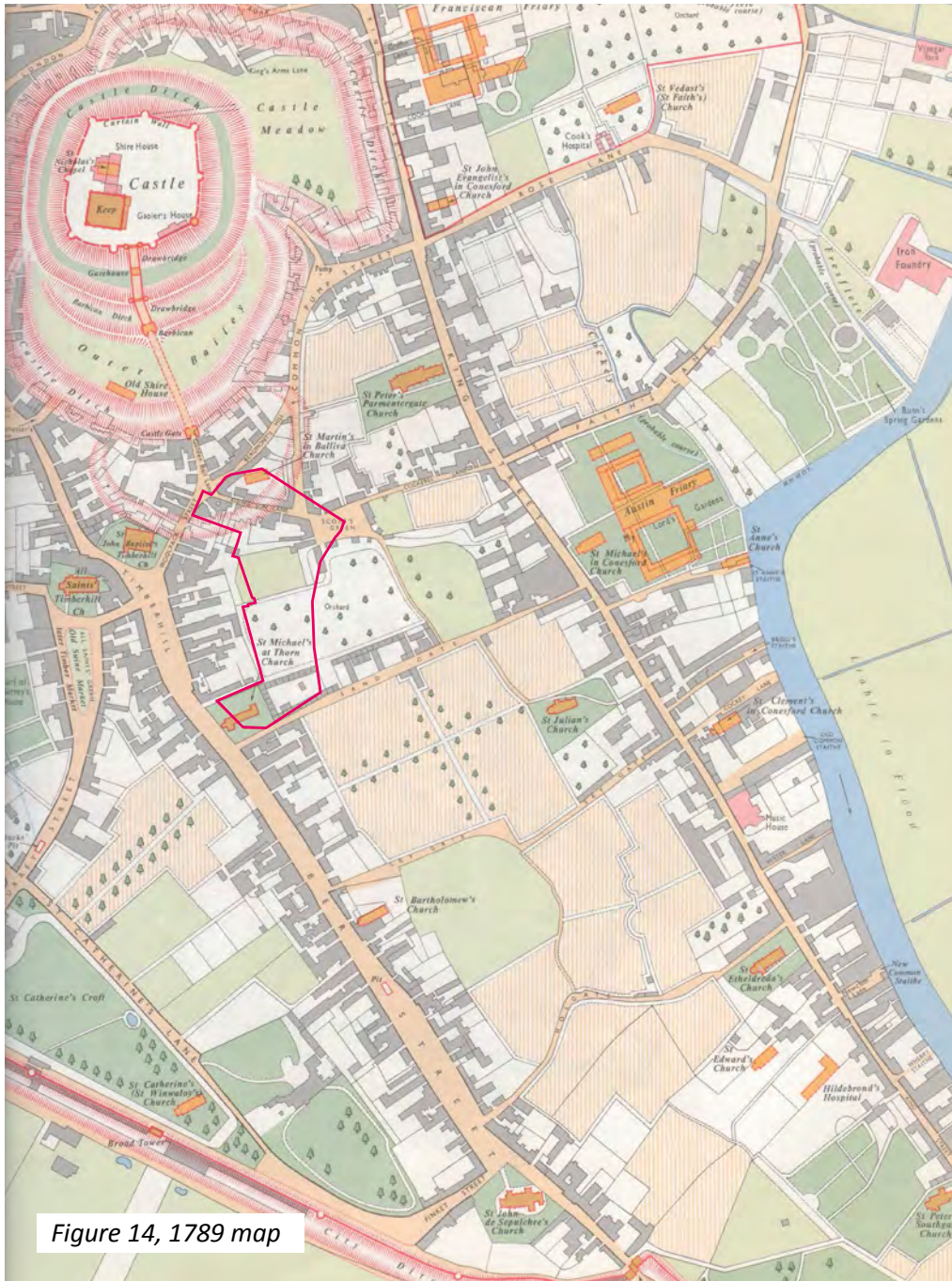


Figure 15, 1885 map

Figure 14, 1789 map

2.11.4 The site is within the city centre conservation area. The conservation area extends across the whole area of the medieval city and is divided up into character areas. The site lies within the Ber Street character area. This character area is described as being “a fragmented area as a result of slum clearances and Second World War bomb damage. Remnants of its earlier character and buildings survive along the long and wide Ber Street, behind which, towards Rouen Road, lies a predominantly mid C20 local authority housing area. The Finkelgate area, at the southern end of Ber Street, leads out across the City Wall boundary into the residential Bracondale area, whilst the northern end of Rouen Road contains a number of large office buildings.”

2.11.5 The appraisal map (fig.16) identifies Prospect House as a negative landmark due to its bulk and massing which is out of scale with the remaining historic development in the area. It also has a poor relationship with the surrounding streets due to the lack of a built frontage on Rouen Road or Thorn Lane and the prominence of surface car parking.

2.11.6 There are 97 listed buildings within 250m of the site. These heritage assets are identified in figure 17. The built heritage assessment considers their history, setting, views, how the setting contributes to their significance and how the site contributes to their significance. Those listed as grade 1 that may be relevant to the site:

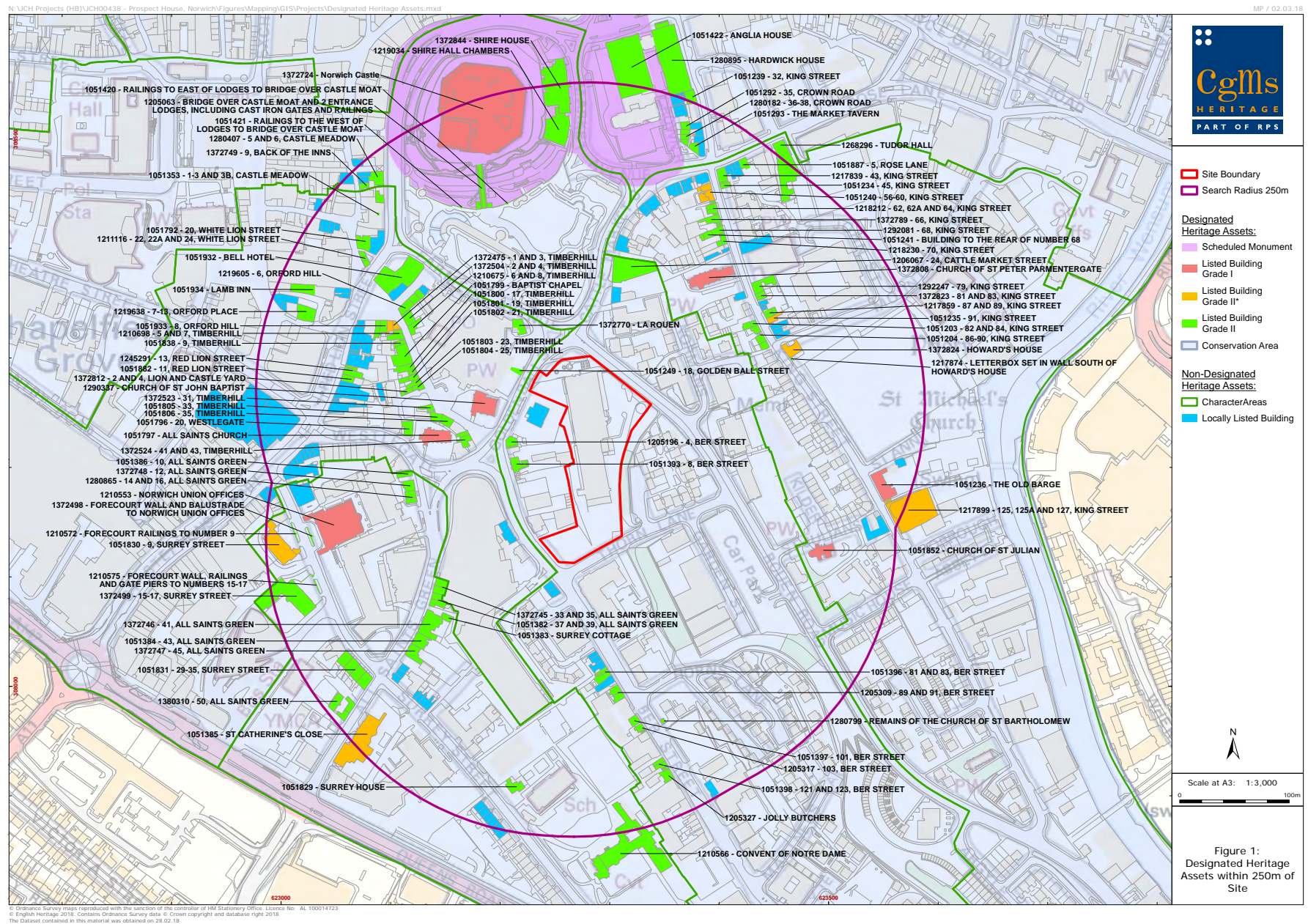


Figure 16 - City centre conservation area appraisal Ber Street character area.

- Church of St John the Baptist, Timberhill
- All Saints Church, Westlegate
- Church of St Peter Parmentergate, King Street
- Church of St Julian, St Julians Alley
- Dragon Hall, 115-123 King Street
- Church of St John de Sepulchre, Ber Street
- Castle, Castle Meadow
- Anglican Cathedral, The Close
- Roman Catholic Cathedral
- Church of St Peter Mancroft, St Peter's Street
- City Hall, St Peter's Street
- Church of St Giles, St Giles Street

2.11.7 Other listed buildings that are very close to the site are:

- 18 Golden Ball Street
- 1 Farmers Avenue
- 4 Ber Street
- 8 Ber Street
- 24 Cattle Market Street
- Timberhill, Westlegate and All Saints Green group
- Ber Street group south of the site



2.11.8 The Woolpack PH, sitting immediately adjacent to the site, is locally listed.

2.11.9 The development of the site must respect the statutory duty to preserve or enhance the special character of the conservation area as defined in the conservation area appraisal and the requirements of development management policy DM9 and NPPF paragraphs 184 to 202. The management and enhancement policies in the appraisal include:

- Reinstatement of a strong building line along Ber Street
- Views to and from the Ber Street ridge must be preserved and enhanced
- Development on Rouen Road and the east side of Ber Street must respect the important topography of the area.
- In areas of low significance the prevailing scale of existing buildings should be respected, but the careful siting of taller buildings and use of larger scaled buildings in appropriate locations will be encouraged, provided that they do not negatively impact on important views of city wide and local landmarks or affect the setting of listed buildings.

2.11.10 The information from the built heritage analysis enabled a “heat map” to be produced that seeks to identify the height thresholds above which buildings on different parts of the site are likely to have a major impact on the setting of heritage assets (see figure 18). Existing heights are shown in figure 19. The annotations on the heat map provide a detailed commentary and rationale for the recommended storey height thresholds

taking into account the impact of both proximate and more distant identified heritage assets and the likely impact of new development on the viewpoints identified in Figures 20 & 21. Sixteen viewpoints have been identified where it is anticipated that development proposals would be visible in the context of designated heritage assets, representative townscape and the city centre conservation area as well as its wider setting. Detailed proposals would require further evaluation of the viewpoints as part of a future planning application including a Townscape and Visual Impact Assessment. The heat map should be treated with caution and its limitations and applicability are explained in appendix 1.

2.11.11 The sensitivity to the surrounding built heritage is not the only constraint on building height and massing. The relationship with neighbouring residents is also important. The new buildings should not have an unacceptable impact on the amount of sunlight or daylight that enters their properties. The most sensitive relationship is with the occupants of flats in the lower levels of Warminger Court that face Thorn Lane. The development site is to the north which means that sunlight will not be affected other than in the late afternoon and evening in mid-summer when the sun sets over John Lewis. However, the amount of visible sky and daylight will be affected. It is inevitable that there will be some reduction in daylight given that a surface car park currently lies opposite. In order to judge an acceptable amount of daylight loss a rule of thumb would be to keep new building below the level of a 45 degree line drawn from the ground floor windows of the building. When a planning application is produced for the site the



Figure 19

BUILT HERITAGE SENSITIVITY—HEAT MAP

Sensitivity to Built Heritage Assets—Heat Map

Colour Key:

-  **Violet—Extreme sensitivity:** buildings above 4 storeys likely to have a major impact on the setting of heritage assets
-  **Red—Very High sensitivity:** buildings above 5 storeys likely to have a major impact on the setting of heritage assets
-  **Orange—High sensitivity:** buildings above 6 storeys likely to have a major impact on setting of identified heritage assets
-  **Yellow—Medium sensitivity:** buildings above 7 storeys likely to have a major impact on setting of identified heritage assets
-  **Green—Low sensitivity:** buildings above 8 storeys likely to have a moderate-major impact on setting of identified heritage assets. Buildings of 9 storeys plus likely to have a major impact on setting of heritage assets of high significance within the extended setting of the Site.

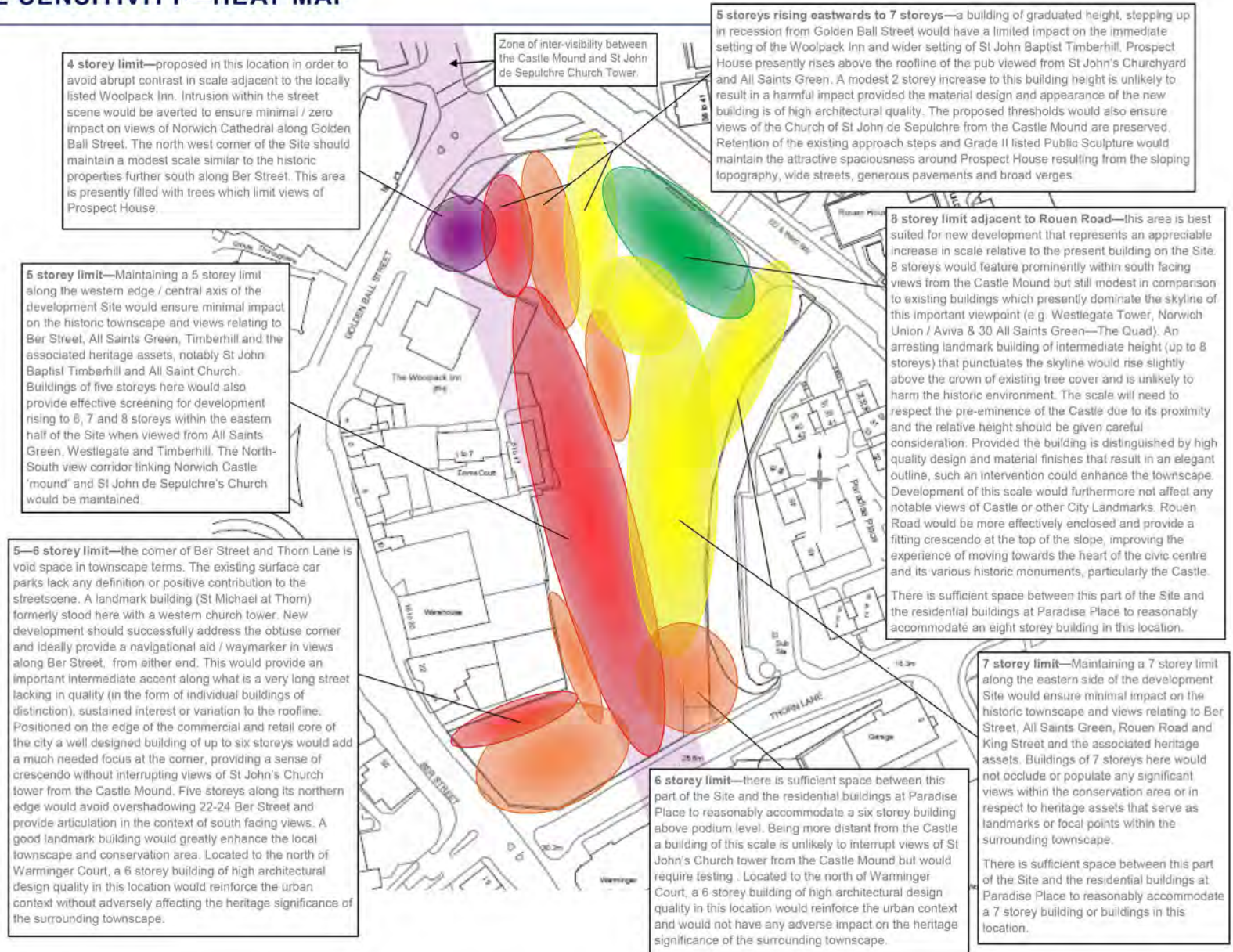


Figure 18

architectural proposals would need to be tested against the BRE guidance in “Site layout planning and sunlight” (2011). At this stage we have taken a cautious view that a building predominantly in the range of 4-5 office storeys at 4.2m floor to ceiling height will not unacceptably reduce the daylight available to the residents of Warmingier Court. The buildings erected on the part of the site close to Emms Court are restricted in height to 4-5 residential storeys and there should be sufficient distance between the building to avoid unacceptable overlooking or overshadowing. The properties at Paradise Place do not have their main residential windows facing towards the site and there is a buffer of trees so taller buildings would be allowed on the east side of the site.

2.11.12 The height thresholds proposed for the site, which have been determined through a combination of built heritage and residential sensitivity, are shown in figure 22. At this stage these parameters are indicative. When a planning application is prepared for the site the thresholds may be adjusted in response to architectural treatment, information on visual impact in relation to heritage impact and development viability.

2.11.13 The prominence of this site and its location within the conservation area will require a high quality architectural response. A design competition would be a good way of maximising the prospects of a good architectural outcome, especially for prominent buildings at the corner of Thorn Lane and Ber Street and at the northern end of the site.

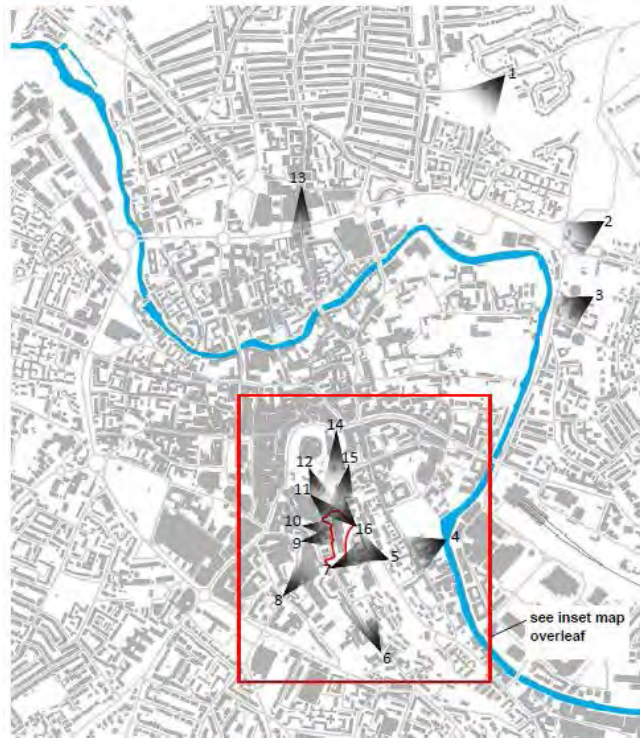


Figure 20

- 1 - Mousehold Avenue (northeast corner of allotments)
- 2 - Motram Monument, St James' Hill
- 3 - Ketts Heights (Armada beacon)
- 4 - Lady Julian Bridge
- 5 - St Julian's Alley (10m NW of St Julian's Church)
- 6 - Ber Street (south) west side opposite junction with Mariner's Lane
- 7 - Ber Street (north) west side opposite junction with Thorn Lane
- 8 - All Saints Lane (Surrey Street junction)
- 9 - South of All Saints Churchyard, Westlegate
- 10 - Timberhill, approx 20m west of St John Baptist Church

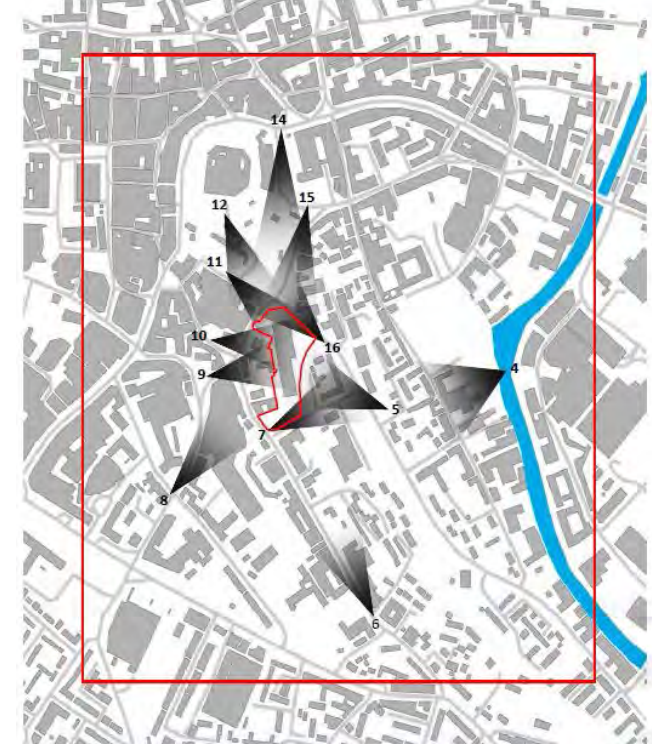


Figure 21

- 11 - Farmers Avenue (north side) west of road entrance to Castle Mall Gardens
- 12 - Castle Mound (south side) west of bridge over Castle Moat
- 13 - Magdalen Street (west side) at junction with Edward Street
- 14 - Bank Plain (north side) at junction with Market Avenue
- 15 - Market Avenue (north side) opposite junction with Cattle Market Street
- 16 - Rouen Road (east side) adjacent to Rouen Road

Building Height Thresholds



Figure 22

3.0 Development principles

Development of the site must fulfil the following development principles:

A. Planning Policy - Uses

- A.1 The existing lower grade accommodation should be replaced with purpose built, flexible and attractive high quality office space, ideally in a prominent location such as the Golden Ball Street frontage or the junction of Ber Street and Thorn Lane.
- A.2 A residential-led development with market housing and affordable housing is welcome on the site. At least 33% of units should be affordable, split 85% social rented and 15% of intermediate provision. They should be predominantly 1-bedroom flats. 2-bedroom houses would also be welcomed. The affordable housing should be provided on-site (not off-site commuted payment) in separate blocks with no visible distinction in quality of location, outlook or design.
- A.3 Retail can be part of the mix of uses providing it is well connected to the existing primary retail area, such as the ground floor on Ber Street.
- A.4 A minimum of 250 dwellings and 30,000 sq ft office space should be provided on site in order to ensure that this centrally located brownfield site makes an appropriate contribution to housing provision and that jobs are retained in the city centre

B. Pedestrian routes and public spaces

- B.1 New pedestrian routes across the site should be provided east-west through from 10-14 Ber Street to Rouen Road and north-south from Thorn Lane to Cattle Market Street.
- B.2 New public spaces should be created:
- Adjacent to the upper section of Thorn Lane.
 - In the centre of the site at the intersection of a new east-west route from Ber Street to Rouen Road and the new north-south route from Thorn Lane to Castle Gardens / Farmers Avenue
 - As connected spaces at the north end of the site that provide a protected residential courtyard and an elevated terrace on the Golden Ball Street frontage with views to the Castle and Cathedral

C. Vehicles

- C.1 The main vehicular access should be off Rouen Road. A secondary access could be at the lowest part of the site on Thorn Lane providing it does not undermine the quality of the public space and pedestrian connection to be created on the upper part of Thorn Lane.
- C.2 A car-free development is encouraged and if car parking is included it should be substantially below 1:1 for household. No parking would be allocated for retail uses. A car club parking space and car club vehicle must be provided.
- C.3 Any car parking should be contained beneath the buildings at the northern end of the site. Electric charging facilities for vehicles should be

provided

D. Landscape

- D.1 The recently listed Bernard Meadows sculpture must be retained within the new development.
- D.2 Boost biodiversity within the site to support green infrastructure connections between the Wooded Ridge, Castle Gardens and Green, Chapelfield Gardens, Norwich Cathedral / The Great Hospital and the River Wensum should be enhanced including: Sustainable Urban Drainage (SUDS), green roofs and walls, retention of mature trees, planting new vegetation and installing boxes for birds, bats, hedgehogs and insects.
- D.3 Existing views to the Castle, Cathedral, City Hall, St John de Sepulchre, and the wooded ridge should be enhanced.
- D.4 Informal publicly accessible recreational open space and younger children's playspace should be provided towards the middle of the site in places that are overlooked by homes.
- D.5 Grade A and B trees should be retained, especially those on the Golden Ball Street frontage with extensive planting of new trees within the public spaces on the site.

E. Energy

- E.1 Generate at least 10% of the scheme's expected energy requirements through sources of decentralised and renewable or low-carbon energy.

- E.2 Dealing with water by ensuring: a) external ground levels have a nominal fall away from any entrances to buildings, with ground levels maintained above the adjacent highway, b) foul and surface water runoff connect into Anglian Water's sewer network and discharge by gravity; c) at least 50% reduction in discharge of surface water from the site using the a combination of the following SUDS techniques: ponds, blue roofs, swales, bio-retention areas, green roofs, grey water recycling from roofs and permeable paving.
- E.3 Ground investigation and remediation secured by inclusion of contaminated land planning conditions.

F Historic built environment

- F.1 Preserve or enhance the conservation area and avoid harm to the setting of listed buildings.
- F.2 Reinststate a strong building line along Ber Street.
- F.3 Development on Rouen Road and the east side of Ber Street must respect the topography of the area.
- F.4 The height thresholds proposed for the site, which have been determined through a combination of built heritage and residential sensitivity, are shown in figure 22. At this stage these parameters are indicative. When a planning application is prepared for the site the thresholds may be adjusted in response to architectural treatment, information on visual impact in relation to heritage impact, residential amenity and development viability.

- F.5 The prominence of this site and its location within the conservation area will require a high quality architectural response.
- F.6 The site has archeological potential. A developer must seek to minimise harm to heritage assets with archaeological interest through its design and demolition / construction methodologies and maximise the public benefits of any archaeological investigations carried out at the site through community engagement, research partnerships and wide-ranging dissemination of the results. An archaeological desk based assessment should be submitted with, or at least prior to the determination of, a planning application in accordance with NPPF (2018) paragraph 189. Based on the findings of the assessment there may be a need for some pre-determination evaluation trenching, particularly around the site of St Michael at Thorn church

4.0 Illustrative proposal

4.1 When detailed plans are developed for the site they will need to comply with the development principles and parameters in section 3. These development principles could be fulfilled by many different permutations of development on the site. One way that these principles and parameters can be satisfied is illustrated in this section.

1. Routes & Public Squares



Figure 23

2. Key Views

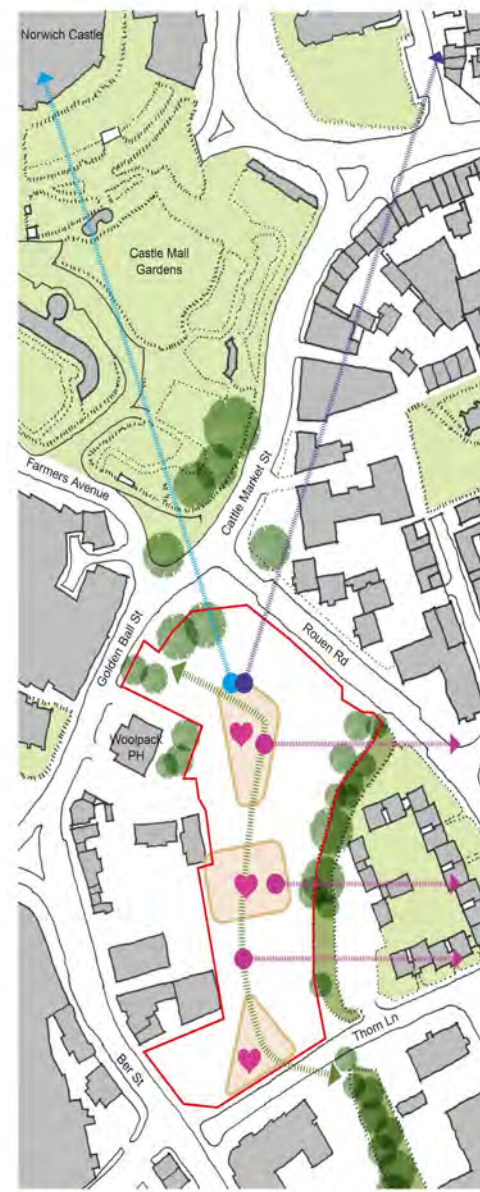


Figure 24

3. Illustrative Site Layout & Building Uses

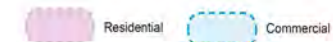


Figure 25



Figure 26

Appendix 1 – Using the heat map (fig. 18)

The purpose of the heat map diagram (fig 18) is to indicate where and to what extent development on the site is likely to have an impact on the setting of heritage assets covered within the assessment (i.e. within a 250m radius plus the City Landmarks). The likely magnitude of impact will be gauged in proportion to the scale of proposed development, proximity to heritage receptors and the relative sensitivity of those receptors. The various degrees of sensitivity (represented by a clearly legible heat-associated colour spectrum) indicate the recommended thresholds for the scale of new development in each part of the site. The heat map is intended to serve as a guide for the design development and in helping to determine what the likely magnitude of impact would be if the proposed threshold is exceeded in isolation. Where coloured zones on the map may overlap it is to be assumed that the zone of higher sensitivity takes precedent over any less sensitive zones adjacent. It should be noted that the proposed Heat Map will provide general guidance and does not in itself comprise an assessment of impact. The precise gauge for the impact on setting, and thereafter heritage significance, is one of professional judgement and will need to take account of the detailed design, architectural vocabulary and effect of the material finishes used throughout the development as well as its cumulative impact.

In terms of practical guidance the Heat Map will seek to establish an indicative upper threshold beneath which new development of good design quality would not be expected to have a major impact, whether adverse or beneficial, on the setting of heritage assets. It is acknowledged that the cumulative impact that may result from new development which approaches the recommended thresholds in all the parts of the site cannot be deduced by reference to the proposed thresholds alone. Likewise, it is accepted that where the thresholds are exceeded development is likely to have a major impact on the setting of heritage assets, potentially causing a degree of harm. Additional factors, however, such as the present conditions of the site and the overall design quality of the scheme, will need to be taken into consideration in order to determine the level of harm that proposed development will ultimately give rise to. Similarly the aggregate impact on cumulative heritage significance and townscape is something which will need to be judged independently and is beyond the scope of what the Heat Map is able to convey in terms of qualitative guidance.

The annotations on the heat map provide a detailed commentary and rationale for the recommended storey height thresholds taking into account the impact of both proximate and more distant identified heritage assets and the likely impact of new development on the viewpoints identified in Figures 20 & 21.