

Greater Norwich Local Plan Regulation 18 Draft Local Plan – Part 2 Site Allocations Consultation Response for Hurlingham Capital March 2020

1.0 Introduction

- 1.0.1 Norwich City Council, in collaboration with neighbouring Councils, are producing a revised Local Plan, The Greater Norwich Local Plan (GNLP). Lanpro are instructed by Hurlingham Capital, who own the King Street Stores Site (shown on the site location plan at Appendix A) to make representations to the emerging Plan. We submit these representations in support of proposed continued allocation of the site.
- 1.0.2 These representations cover Context (page 2) and Comments on Policy CC8 'King Street Stores, Norwich' (page 3). Our recommended policy wording is included at Section 3.4 (page 7).
- 1.0.3 Our comments on Policy CC8 cover key points:
- 'Proposed policy amendment requiring retention of locally listed building' (page 3);
 - 'Development Brief, comprising Riverside walkway/retention of locally listed buildings' and 'Reinstating Historic building line on King Street/Loss of Trees' (pages 4-5);
 - 'Approach to Affordable Housing' (page 5); and
 - 'Policy Subtext' (page 6).

2.0 Context

- 2.0.1 The Site benefits from an existing site allocation in the Norwich City Council Development Management Policies DPD, Policy CC8 'King Street Stores'. The adopted policy and subtext, including a map are appended to this submission for reference (Appendix B).
- 2.0.2 This allocation is proposed to be carried forward and updated in the GNLP as Policy CC8. The draft policy and subtext are included at Appendix C of this submission for reference.
- 2.0.3 This allocation is proposed to be carried forward and updated in the GNLP as Policy R17. The draft policy and subtext are included at Appendix C of this submission for reference. A planning application has been approved for the adjacent land, known as the Ferry Boat Inn site. We understand this will be developed, providing important context for development of the King Street Stores site.
- 2.0.4 Since the site was allocated for redevelopment in the DPD, the site has changed ownership. Hurlingham Capital, as current owners of the site, can confirm the site is suitable and available for redevelopment to provide residential properties.
- 2.0.5 Hurlingham Capital are currently in early pre-application discussions with Norwich City Council Officers, as well as Historic England and The Broads Authority, regarding redevelopment of the site. The comments in this submission are informed by discussions through the pre-application process to date.

3.0 Comments on Policy CC8 King Street Stores, Norwich

- 3.0.1 The emerging Plan continues to recommend allocating the Kings Street Stores site for residential development, however, there are proposed changes to the Planning Policy and its subtext. These can be summarised as follows:
- 3.0.2 The adopted policy has requirements for the redevelopment of the site including:
- Reinstatement of the historic street frontage on King Street;
 - Creation of a riverside walkway and provision of access to the river;
 - Any scheme to be designed must respect the setting of adjacent listed and locally listed buildings; and
 - Quantum of units.
- 3.0.3 The emerging replacement policy replicates these requirements and proposes to add an additional requirement:
- Retain and enhance the locally listed structure on site.

3.1 Proposed policy amendment requiring retention of locally listed building

- 3.1.1 It is not appropriate to require the retention or enhancement of a locally listed building as part of the policy, as there is no evidence provided by Norwich City Council to suggest that this is feasible or viable.
- 3.1.2 Pre-application discussions to date explore the possibility of retaining the locally listed building, as well as removing it. The optioneering work is at an early stage of preparation and further information, including a structural survey, flood risk assessment, market advice and a viability appraisal needs to inform proposals. This information will inform a study of whether it is possible to redevelop the site with an acceptable scheme that meets planning policy requirements and presents a viable outcome. The NPPF is clear that planning policies should support development that makes efficient use of land, taking into account market conditions and viability (Paragraph 122 NPPF).
- 3.1.3 It is premature to update the emerging site allocation policy to include retention of the building as a requirement of redevelopment of the site, before such evidence is available. In addition, the viability of redevelopment is subject to market forces, which cannot be accurately be predicted over the Plan period, meaning that whilst evidence may conclude it is possible to retain the locally listed building as part of a scheme at present, this may not be the case in 5 or 10 years' time. Because site allocations need to apply for the whole plan period, it would be inappropriate to assume retaining the locally listed building would enable a viable redevelopment scheme at any given point throughout the Plan period. This would be contrary to the primary aim of the policy to enable redevelopment of the site.
- 3.1.4 The significance of the locally listed building is not considered to outweigh redevelopment of the site. This was position accepted at the Site Allocations and Development Management DPD Examination and resulting adopted policy CC8. The adopted policy subtext states 'It (the locally listed building) should be retained as part of the development scheme if appropriate.' There is no new evidence to suggest that the significance of the building has changed in any way that would justify the

proposed amendment to policy to explicitly require retention of the structure. This proposed addition should be removed in order to make the policy sound.

- 3.1.5 We also note that there does not appear to be a clear narrative or justification underpinning the designation of the local listing of the warehouse.

3.2 Development Brief

- 3.2.1 There are two areas in which the intentions of the site allocation policy should be made clearer, to clarify the redevelopment brief for the site. These are:

- a. The tension in the adopted policy between the requirement to provide a riverside walkway and the desire to retain the locally listed building; and
- b. Confirmation that reinstating the historic building frontage on King Street will result in the loss of the trees along the King Street, and how this should be assessed in the context of redevelopment of the site and wider Local Plan policies.

Riverside walkway/retention of locally listed buildings

- 3.2.2 The written feedback received from the pre-application discussions with Norwich City Council on 02.03.2020 stated: 'Policy CC8 of the adopted 2014 Local Plan requires a section of riverside path to be provided, however a longer riverside path linking the site to Lady Julian Bridge is not shown on the Local Plan proposals map. This is something of an anomaly and it means that the Council has no formal mechanism to secure further stretches of the path. The provision of an extended path linking to Lady Julian Bridge would be complicated to achieve due to the number of historic buildings right on the riverfront, and the likely need to oversail the river in a number of locations. It also potentially conflicts with the policy aim of retaining the locally listed building at King Street Stores.

It is understood that for these reasons the requirement for a full riverside path on the site has been dropped from the replacement CC8 site policy contained within the emerging GNLP (currently out to consultation). The emerging policy states that the site should "Provide access to the river potentially linking to the riverside walk to the Novi Sad bridge through the adjacent Ferryboat redevelopment site". On this basis we would advise against the provision of a full riverside path and instead recommend that the principles of the emerging policy are adhered to – eg providing river access and potentially a route through to the approved path on the adjoining Ferry Boat site. The potential for anti-social behaviour is however a concern when providing small sections of pathway, so we would suggest keeping options for this open and discussing it with us further as the design evolves.

NB – it is recognised that river access would be difficult to achieve if the façade of the non-locally listed warehouse is retained, in which case we would be prepared to waive the provision of river access'.

- 3.2.3 As drafted, the emerging policy wording requires that redevelopment of the site provides riverside access. Given the pre-application feedback received which outlines that the retention of facades is likely to be given greater weight than the provision of riverside access, together with concerns around anti-social behaviour, it is considered to be contrary to the Council's development aspirations to require riverside access.

- 3.2.4 We do not object to the policy referencing the opportunity to provide a riverside walkway or access to the river through the redevelopment of the site (which may or may not include demolition of the buildings on site). However, the wording should be updated so as not to require access.
- 3.2.5 Appropriate revised wording could be 'Explore opportunities to provide access to the river potentially linking to the riverside walk to the Novi Sad bridge to the south through the adjacent Ferryboat redevelopment site, and potential for a future riverside walkway to the north.'

Reinstating Historic building line on King Street/Loss of Trees

- 3.2.6 Both Historic England and Norwich City Council have confirmed that the adopted Local Plan requirement to reinstate the historic building line on King Street would require removal of the trees along the street frontage. This requirement is proposed to be carried forward in the emerging Local Plan. For the purposes of clarity, the policy requirement to remove the trees to enable the historic street frontage to be reinstated should be expressed in the wording of the emerging policy.
- 3.2.7 In pre-application discussions to date we have explored how a scheme could comply with other policies in the adopted plan including DM7, which relates to trees and Biomass. We understand that the way Norwich City Council are generally applying this policy in relation to the loss of trees, means it would not be possible to comply with the provision of replacement biomass resulting from the loss of the trees on site, as there is not enough space to plant over 100 trees on the site.
- 3.2.8 Pre-application advice indicates that the loss of the trees should be partially mitigated by off-site mitigation such as a 'financial contribution towards trees and landscaping elsewhere'. The Council have suggested a financial contribution to the soft landscaping of the Council's proposals to enhance King Street as part of the Transporting Cities Fund (TCF) work could be appropriate in this instance. The acceptability of an off-site payment to the Council in place of providing replacement biomass on site should be made clear in the revised policy text.

3.3 Approach to Affordable Housing

- 3.3.1 The adopted site allocation does not specify a proportion or number of affordable housing. Decision making regarding the appropriate amount of affordable housing on site is currently based on development management policies within the plan, as well as a consideration of planning balance.
- 3.3.2 The proposed revision seeks to include a percentage and a number of affordable homes. The percentage and numbers of affordable homes within the site will be subject to other planning considerations, including viability and opportunities to retain the locally listed building.
- 3.3.3 The site is not required to meet a level of affordable housing that is different from other sites in the Plan. There is no need for the number or proportion of affordable homes to be specified in the site allocation policy. This can continue to be managed through development management policy.
- 3.3.4 The reference to the number and proportion of affordable housing in the policy should be removed.

3.4 Policy Subtext

- 3.4.1 The subtext of the adopted policy provides context for the redevelopment of the site. The emerging policy does not include most of the background text from the 2014 Plan.
- 3.4.2 We consider parts of the narrative are helpful in providing background and context for the policy. These include the priority of regenerating King Street sites for the City as a key objective for the Council. The benefits of regeneration in placemaking, safety and meeting housing needs are described, which helpful context for the need to redevelop the site. The reference to public realm works along King Street supports the policy and represents the Council's approach to mitigation for loss of Biomass in recent pre-application discussions. The existing subtext recognises that there is an opportunity for the redevelopment of the site to 'contributing positively to the character of the street'. This is still the case.
- 3.4.3 We suggest that these points are carried forward in the emerging subtext to assist with redevelopment of the site.

3.5 Recommended Policy Wording

POLICY CC8 King Street Stores, Norwich (approx. 0.20ha) is allocated for residential use. This will accommodate a minimum of 20 homes, of which at least 6 (or 28%) should be affordable.

The development will achieve the following site-specific requirements:

- Development proposals will contribute to the regeneration of the King Street area by reinstating the historic street frontage of King Street and having regard to the significance of heritage assets and their settings in this part of the City Centre Conservation Area. **A financial contribution towards trees and landscaping elsewhere will mitigate the loss of trees on site.**
- ~~Retain and enhance~~ **Explore opportunities to retain** the locally listed structure on site, **both in part and in its entirety.**
- **Explore opportunities to** Provide access to the river potentially linking to the riverside walk to the Novi Sad bridge **to the south** through the adjacent Ferryboat redevelopment site, **and potential for a future riverside walkway to the north.**

Notes CC8:

The site was allocated in the previous Local Plan but has not yet been developed.





The principle of development on the site has already been accepted, and it is expected that development will take place within the new local plan time-period up to 2038. The site is re-allocated for residential development. As an existing allocation it has been considered in the calculation of the housing requirement.

The site is likely to accommodate at least 20 homes. More may be accommodated, subject to an acceptable design and layout etc. being achieved.

Appendix A: Site Location Plan



Figure 11. Extract from the 2017 aerial photography

	 Study Site		 <small>Planning + Development Design Studio Archaeology + Heritage</small>
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Appendix B: Norwich City Council Site Allocations DPD Extract: Site Allocation CC8 'King Street Stores' Policy and subtext

Description

The site is approximately 0.2 hectares in size and is located between King Street and the River Wensum. The allocation site is currently occupied by a warehouse building with a courtyard, which includes a locally listed building fronting the river.

The King Street area is mixed in character, with some very important old domestic buildings interspersed with more recent industrial buildings. There are many listed and locally listed buildings along the length of the street. King Street is an area of great change, with many buildings formerly associated with industry or the river being replaced or converted, many of these for residential use.

Explanatory text

The JCS promotes the city centre as the main focus in the sub-region for retail, leisure and office development, with housing and educational development also adding to the vibrancy of the centre. The key diagram for the city centre identifies the site as being within an 'area of change' where the focus of change is through mixed use development including commercial and residential development.

King Street has been promoted as a regeneration priority by the council for a number of years, and continues to undergo significant change as many older industrial buildings are replaced or converted, many into residential use. The ongoing regeneration and enhancement of the area, including reinstatement of many building lines and reuse of traditional buildings, will create a more cohesive townscape and a strategically important area linking Riverside with the city centre.

Redevelopment of the site must address a number of constraints including its location within the City Centre Conservation Area and the Area of Main Archaeological Interest. Its redevelopment provides an opportunity to sensitively regenerate this part of King Street, by contributing positively to the character of the street. In accordance with the conservation area appraisal, the scale of development should reflect the existing traditional buildings, and public realm works should help create a high quality and unified streetscape. Any demolition would require planning permission.

Development proposals should be informed by a heritage assessment of the locally listed building to assess its significance. It should be retained as part of the development scheme if appropriate.

Development must provide access to the river and a riverside walk. If the locally listed building is retained as part of the development, consideration should be given to innovative methods of delivering this section of riverside walk. This could include a structure over the river (which would require consent from the Broads Authority) or possibly provision of a route through the building adjacent to the river frontage.

A flood risk assessment and appropriate flood risk mitigation measures are required. Given its proximity to the King Street frontage the site will require an archaeological evaluation through trial trenching prior to its development.

The site is suitable for high density development given its location; a minimum of 20 dwellings is expected.

The site lies adjacent to the River Wensum. A written consent from the Environment Agency is required for proposed works or structures, in, under, over or within 9 metres of the top of the bank of

a designated 'main river'. It is recommended that developers engage in early discussions with the Environment Agency.

Development needs to ensure that the water environment is protected. The site falls within Source Protection Zone 1, designated to protect water supplies, and therefore the water environment is particularly vulnerable in this location. Detailed discussions over this issue will be required with the Environment Agency to ensure that proposals are appropriate for the site and that the site is developed in a manner which protects the water environment.

Deliverability

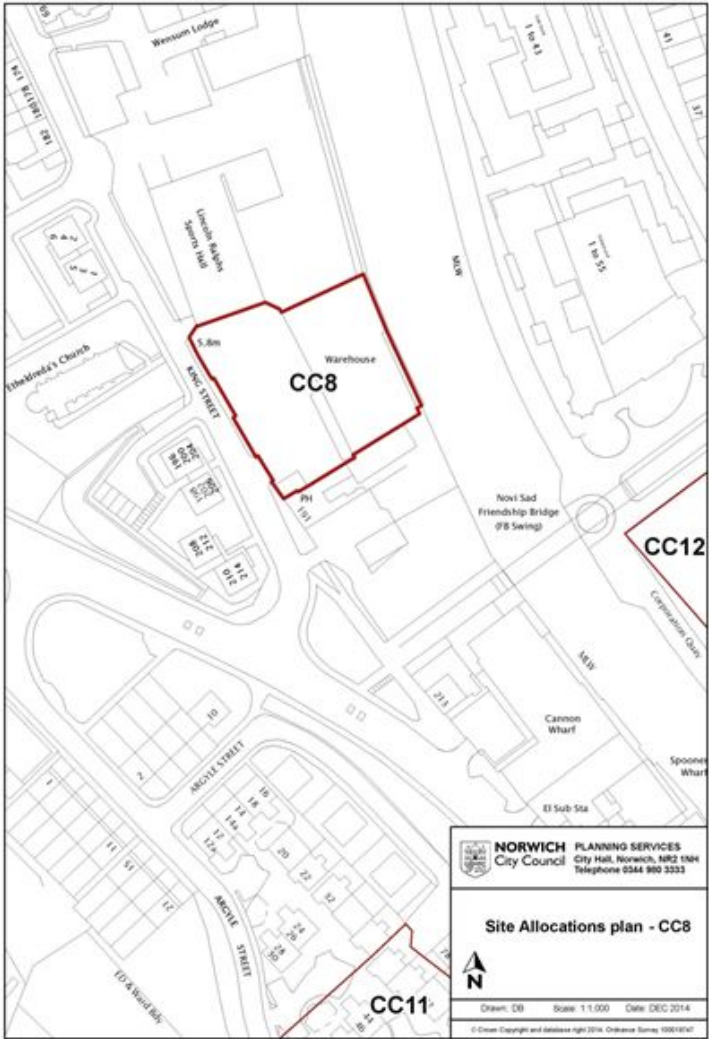
This site is in a single ownership, and is suitable and available for development within the plan period. It is being actively promoted by the landowner.

POLICY CC8: King Street Stores – Housing development

The King Street Stores site is allocated for housing development, to include a minimum of 20 housing units.

Development proposals will contribute to the regeneration of the King Street area by reinstating the historic street frontage of King Street, providing access to the river and a riverside walk, and should be designed to respect the setting of adjacent listed and locally listed buildings.

Site plan



Appendix C: Emerging Greater Norwich Local Plan text (Reg 18) January 2020

POLICY CC8 King Street Stores, Norwich (approx. 0.20ha) is allocated for residential use. This will accommodate a minimum of 20 homes, of which at least 6 (or 28%) should be affordable.

The development will achieve the following site-specific requirements:

- Development proposals will contribute to the regeneration of the King Street area by reinstating the historic street frontage of King Street and having regard to the significance of heritage assets and their settings in this part of the City Centre Conservation Area;
- Retain and enhance the locally listed structure on site;
- Provide access to the river potentially linking to the riverside walk to the Novi Sad bridge through the adjacent Ferryboat redevelopment site.

Notes CC8:

The site was allocated in the previous Local Plan but has not yet been developed.

The principle of development on the site has already been accepted, and it is expected that development will take place within the new local plan time-period up to 2038. The site is re-allocated for residential development. As an existing allocation it has been considered in the calculation of the housing requirement.

The site is likely to accommodate at least 20 homes. More may be accommodated, subject to an acceptable design and layout etc. being achieved.


[Site Plan overleaf]

NORWICH

Site Reference CC8
 Location King Street Stores, Norwich Residential
 Allocation Development (20 homes)
 Area 0.20 ha

Greater Norwich Local Plan Carried Forward Allocation

(Also shown as commitments
 on other maps)


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Date: 31/10/2019

