

Planning Applications Committee

2 October 2008

<b>Agenda Number:</b>	<b>B1</b>
<b>Section/Area:</b>	INNER
<b>Ward:</b>	MANCROFT
<b>Officer:</b>	Anne Napier
<b>Valid Date:</b>	10th July 2008
<b>Application Number:</b>	08/00743/F 08/00742/C
<b>Site Address :</b>	Former Eastern Electricity Board Site Duke Street Norwich
<b>Proposal:</b>	Demolition of buildings and structures at Duke Street (excluding elements of Boardman buildings) and construction of A2/B1A offices, A3 restaurant/cafes, A1 retail floorspace, D1 Art Gallery and 16 residential dwellings comprising 5 No Townhouses and 11 No. Apartments with underground car and cycle parking.
<b>Applicant:</b>	<b>Highcourt Developments Ltd</b>
<b>Agent:</b>	<b>Mr Garth Hanlon, Savills</b>

**THE SITE**

The application site, of 0.81 ha, immediately adjoins the north of the city centre and is situated on land located between Duke Street and Westwick Street. The northern boundary of the site borders the river Wensum and the southern boundary adjoins properties that front Charing Cross Road. The western boundary of the site abuts the boundaries of residential properties at Anchor Quay, whilst the eastern boundary fronts Duke Street and faces the new St Andrew's car park, the residential properties adjoining and the telephone

exchange. The main point of access into the site is from Westwick Street with another point of access onto Duke Street.

The site previously housed the offices, workshops and social club of the Eastern Electricity Board, having formerly been the location of the Norwich Corporation Electricity Department and the Electric Light Works and also comprising some land formerly owned by Bullards Brewery that was taken into an enlarged site by the EEB after the closure of the brewery. Since its cessation of use by the EEB, the site was used as a temporary surface car park, but this use ceased some time ago and the site is currently vacant.

The buildings on the site were developed over time, with the two oldest being those closest to the junction of Duke Street with Charing Cross. These date back to the early 1900s and are believed to have been designed by the Norwich architectural firm of Edward Boardman. The other buildings are later in date and are of less interest historically or architecturally. The largest are those constructed in the 1930s which front the river and Duke Street. They are some 5 storeys in height taken from the river embankment level and 4 storeys when viewed from Duke Street. A 4 storey modern office building built in the late 1970s links this building with the older 'Boardman' buildings. In addition to the above, in the north-west corner of the site, the Meter Station Store was constructed in the 1980s. The two storey sports and social building is located within the site, close to its southern boundary and is gable end on to the rear of the commercial properties on Charing Cross Road.

The site is located within the City Centre Conservation Area and the two 'Boardman' buildings are considered to make a positive contribution to the character and appearance of the area and, as such, central government guidance indicates that their demolition should normally be resisted unless the relevant 'tests' can be shown to have been met. The remainder of the buildings, whilst also being within the Conservation Area, are not considered to have the same importance. The City Centre Conservation Area Appraisal identifies the site as lying within the 'Northern Riverside' key character area. The Appraisal acknowledges the varied character of the buildings within the area and identifies scope for the introduction of larger scale buildings where appropriate.

The site is also within close proximity of the city centre and the listed churches of St Lawrence and St Gregory. Views of the churches are possible across the site at present and also, from the north, to the city centre. The site adjoins the development at Anchor Quay which is a predominantly residential development of listed converted brewery buildings, some of which are listed, and new build residential properties. The scale of this development is mainly of two and three storeys and is domestic in character, despite the original industrial nature of the older buildings, and these residential properties are of a smaller scale and massing than others within the vicinity on Westwick Street, for example. Similarly, the properties located on Charing Cross Road, whilst commercial, were built around the 1980s and are of two and three storeys, a size and scale that would

be unlikely to be considered appropriate today for properties fronting a main route into the city.

The land slopes down significantly from the south of the site, closest to Charing Cross/ Westwick Street, to the north of the site, fronting the river. There is a difference in levels of almost 5 metres between the lowest point of the site in the north-west corner and the highest point in the south-east. The north-west part of the site lies within Flood Zone 3a with a high probability of flooding, according to the Strategic Flood Risk Assessment. The remainder of the site lies within Flood Zones 1 & 2, with a low to medium probability of flooding.

## **RELEVANT PLANNING HISTORY**

**4/2000/0546** - Temporary use of site as short stay public car park (150 spaces) (APPR - 12/10/2000)

**4/2000/0545** - Conversion and part rebuilding of former office buildings to provide 82 residential flats, 12 town houses, change of use from offices to leisure club and restaurant, with associated access, car parking and landscaping (revised scheme). (APPR - 04/09/2001)

**4/2001/0855** - Continued use of site as temporary short stay public car park. (APCON - 19/11/2001)

**4/2002/0941** - Continued use of site as temporary short stay public car park. (APPR - 10/10/2002)

**07/01226/F** - Demolition of all existing buildings and erection of a mixed use development comprising Class A2/B1 offices, Class A3 Restaurants/Cafes, Class A4 Wine Bar, Class A1 retail floorspace, Class D1 Art Gallery, sculpture park and 24 residential dwellings together with underground car and cycle parking. (WITHDN - 25/06/2008)

**07/01227/C** - Demolition of all existing buildings, structures and walls on the site. (WITHDN - 25/06/2008)

The applications submitted in 2007 were withdrawn following the consultation period and the wish by the developers to amend certain aspects of the scheme in the light of comments made. The layout and design of the site in its entirety have been revisited and this has led to the retention and re-use of the two 'Boardman' buildings fronting Duke Street as part of the redevelopment proposals, which has had an impact on design and layout across the site.

## **THE PROPOSAL**

It is proposed to demolish the majority of the buildings and structures on the site, with the exception of elements of the two Boardman buildings which would be incorporated into the redevelopment proposed for the site.

The proposals comprise the construction of new offices in 4 separate buildings, riverside restaurant and cafes, small retail units (including within the converted 'Boardman' buildings), a new art gallery with sculpture garden above and 16

residential dwellings. These would comprise a terrace of 5 townhouses and 11 riverside apartments.

The buildings are proposed to be 'eco-friendly' with the use of green roofs and construction techniques that minimise the use of resources both during construction and in terms of the amount of energy to be used. The scheme has been designed to incorporate energy efficiency measures and Low and Zero Carbon (LZC) technologies with a combination of passive and active energy saving designs, on site gas combined heat and power (CHP) generation and renewable energy sources provided by biomass boiler heating.

The developers have submitted an energy efficiency statement to demonstrate that the energy efficiency measures proposed for the development will reduce carbon emissions by 35.7% beyond Part L 2006 Building Regulation standards and that the gas CHP plant and biomass boiler will deliver a further 8.8% for the development over the baseline scheme, resulting in an overall carbon reduction of 41.3%. In terms of energy consumption, the development as proposed would achieve a reduction in annual conventional energy consumption of 27.6% when compared with the total conventional energy use as compliant with Part L of the Building Regulations. The introduction of the gas CHP plant further reduces the consumption to 34% less than a Part L compliant scheme, with the addition of the biomass boiler resulting in total reduction of some 36.5%.

In addition, the developers are committed to achieving a BREEAM rating of 'Excellent' for the office elements of the scheme and Level 3 in the Code for Sustainable Housing Assessment for all 16 dwellings, with an aspiration to achieve a Level 4 for the 5 townhouses. The above schemes also place requirements on water usage and this is proposed to be met by a combination of rainwater harvesting and low water consuming sanitary appliances.

The development makes use of the existing levels on site by providing 'underground' car parking for residents (16 spaces) and minimum operational parking for designated office users (77 spaces). This lower ground level utilises the basement levels of the existing buildings fronting the river (at +2.1m above ordnance datum, the lowest part of the site) with additional excavation further into the site towards the south. There would be no additional excavation at the northern part of the site adjacent to the river and the 'ground floor' courtyard level would be at +5.5m AOD and sited over the 'basement' car park. It is from +5.5m that the main development sits.

The lower ground floor 'basement' level would also provide secure cycle parking of 186 spaces, with an additional 36 visitor cycle spaces in the central courtyard. The application submission also includes, amongst many supporting documents, a Transport Assessment and both Residential and Commercial Travel Plans. A central refuse and recycling storage facility is also proposed and a new riverside walkway. The site would have 24 hour access and management.

## CONSULTATIONS

The applications have been advertised on site, in the press and neighbours notified. This has resulted in the receipt of 5 letters of representation from local residents raising concerns on the following grounds:

- Over-development of the site
- Excessive height of buildings
- Detriment to the character and appearance of the area
- Failure to capitalize on riverside location
- Creation of unacceptable 'micro-climate' conditions caused by tall buildings being separated by only a narrow space
- Lack of open space
- Lack of considered ecological enhancement of site
- Potential for overshadowing of neighbouring residential properties
- Lack of sunlight within the scheme at ground and lower levels
- Inappropriate use
- More imaginative possibilities in keeping with the uniqueness of the site should be explored
- Lack of pre-application consultation by the developers
- Lack of detail on the disposal of surface water
- Removal of existing vegetation
- Removal of waste not clarified
- Overlooking of adjoining residential properties
- No affordable housing provision
- Need for the uses proposed
- Volume of traffic likely to be generated
- Access into the site & potential for congestion
- Loss of views across site to city landmarks
- Lack of a through route from the riverside walkway
- Poor relationship in terms of massing with the adjoining Anchor Quay properties
- Lack of re-use of existing structures on site
- Detriment to the living conditions of Anchor Quay residents due to increased noise and disturbance
- Loss of outlook from adjoining properties
- Retention of historical features from 'Boardman' buildings
- Lack of planting proposals

The following consultations have also been carried out and the responses received can be summarized as follows:

- **East of England Development Agency** – support the proposal, Greater Norwich Growth and Sites and Premises Study has highlighted a shortage of high quality office accommodation within the city and indicates that the currently available office premises are largely unsuitable for modern city centre use and are likely to detract from investment in Norwich city centre; report goes on to identify the area in and around Duke Street as a primary

location for new office development; development as proposed would support objectives of Regional Economic Strategy and also bring other benefits to the city centre in view of its location, it would assist in extending the evening economy of the city centre, it is well located between the river and the city centre and would assist in increasing the footfall in the north of the city centre; therefore, the development would bring significant regeneration benefits to a key site in the city

- **East of England Regional Assembly** – no strategic comments
- **Norfolk County Council as Strategic Highway Authority** – no strategic highway objections, amendments required to the Travel Plans submitted
- **Norfolk Constabulary** – no objections in principle, detailed comments concerning design, security and access arrangements
- **Environment Agency** – no objections in principle, sequential test considered and EA are satisfied that no other sites at a lower risk from flooding have been shown to be reasonably available for development at this time; flood risk assessment submitted as part of application judged to be sufficient; conditions required concerning flooding protection and drainage works, contamination, bat measures and reptile surveys and sustainable design
- **Broads Authority** – objection raised. Concerns about the relationship of the scheme with the river, steps down to the river would be an improvement and benefit; height of buildings will exacerbate shading of the north facing river aspect; scheme over-dominant in relation to scheme on opposite side of river; relationship with Anchor Quay, views of historic core of City, medieval churches and City Hall should not be unduly compromised; choice of materials and detailing vital
- **Norfolk Wildlife Trust** – no response received
- **Norfolk Landscape Archaeology** – no objection in principle – detailed evaluation and mitigation condition requested
- **English Heritage** – no objection in principle, welcome the retention of Boardman buildings and their meaningful integration into the new structural massing; new development considered to be compatible with the scale and massing of this side of city centre and worthy successors to existing industrial buildings; proposal generally appropriate in terms of its arrangement of spaces within the site, the building forms, their detailing and use of materials. Has the potential to set a benchmark for future large schemes in the city. Satisfied that the longer views of the site have been fully considered and the overall impact will be significant, but generally appropriate. Minor design amendment suggested. Recommend approval of planning application stressing importance of use of high quality materials; conservation area consent application recommended for approval subject to condition preventing premature clearance of the site.
- **Anglian Water** – no objection in principle
- **Norwich Society** – present scheme has recognized past criticisms and as a result is very acceptable, accompanying description of the work and the use of the model is to be applauded but some concern over abrupt

- change of scale on Duke Street elevation which includes a change in proportion of the fenestration proposed
- **Design Quality Panel (pre-application comments)** – concerned that the Boardman buildings were not worthy of retention, but should they be retained, which is likely, they should have a suitably important use. Height of north and south blocks did not help with regard to the orientation of the site and the lack of light within the complex. Suggested that the height of the southern (central) block could be reduced so that more southerly light is let into the central space. Concerned at the effectiveness of the sculpture park space. Suggested that this could be accommodated elsewhere and the central block pushed south to sit over the art gallery and increase light into the central space. Recognised that improvements to the scheme have been made, in particular the breaking up of the river frontage and the residential component to the scheme.

## **PLANNING CONSIDERATIONS**

### **Relevant National Policy Guidance:**

PPS1 – Delivering Sustainable Development  
Supplement to PPS1 – Planning and Climate Change  
PPS3 – Housing  
PPS6 – Planning for Town Centres  
PPS9 – Biodiversity and Geological Conservation  
PPG13 – Transport  
PPG15 – Planning and the Historic Environment  
PPG16 – Archaeology and Planning  
PPS22 – Renewable Energy  
PPS23 – Planning and Pollution Control  
PPG24 – Planning and Noise  
PPS 25 – Planning and Flood Risk

### **East of England Plan 2008 policies:**

NR1 – Norwich Key Centre for Development and Change  
E1 – Job Growth  
ENG1 – Carbon Oxide Emissions and Energy Performance  
WM6 – Waste Management in Development  
ENV7 – Quality in the Built Environment

### **Relevant Saved Local Plan Policies:**

HOU1 - Provision of new housing to meet needs and monitoring  
HOU2 - Mix of uses including housing on sites in City Centre  
HOU10 A21 - Sites identified for conversion of buildings to housing use or redevelopment  
HBE3 - Archaeological assessment in Area of Main Archaeological Interest  
HBE7 - Evaluation of standing archaeology

HBE8 - Development in Conservation Areas  
HBE9 - Listed Buildings and development affecting them  
HBE12 - High quality of design, with special attention to height, scale, massing and form of development  
HBE13 - Protection of major views and height of buildings  
HBE19 - Design for Safety and Security including minimising crime  
EP1 - Contaminated land and former landfill sites – evaluation and treatment prior to permission  
EP2 - Testing for ground stability conditions  
EP5 - Air Pollution emissions and sensitive uses  
EP6 - Air Quality Management Areas  
EP10 - Noise protection between different uses  
EP12 - Development in other areas at risk of Flooding  
EP16 - Water conservation and sustainable drainage systems  
EP17 - Protection of watercourses from pollution from stored materials, roads and car parks  
EP18 - High standard of energy efficiency for new development  
EP19 - Renewable Energy development  
EP20 - Sustainable use of Materials  
EP22 - High standard of amenity for residential occupiers  
NE8 - Management of features of wildlife importance and biodiversity  
NE9 - Comprehensive landscaping scheme and tree planting  
EMP1 - Small scale business development  
EMP16 - Office Development – sequential test and criteria  
SHO3 - Locational conditions for new retail development – sequential test  
SHO7 - Smaller scale expansion of retail units  
SHO22 - Food and drink uses and conditions on hot food takeaways  
TRA3 - Modal shift measures in support of NATS  
TRA5 - Approach to design for vehicle movement and special needs  
TRA6 - Parking standards – maxima  
TRA7 - Cycle parking standard  
TRA11 - Contributions for transport improvements in wider area  
TRA12 - Travel Plans for employers and organisations in the City

**Relevant Supplementary Planning Documents:**

Green Links and Riverside Walks  
Open Space and Play Provision  
Heritage Interpretation  
Energy Efficiency and Renewable Energy  
Transport Contributions  
Trees and Development

The application is considered to be a **Departure** from the Local Plan as it does not accord with the policy allocation for the site and has been advertised as such. This aspect is considered in more detail below. Due to this and the size of the development, if permission is minded to be granted the proposal would need to



be referred to the Government Office for the East of England (GO-East) for consideration.

### **Main Issues**

A number of issues have been raised by consultees and interested parties. The majority of these have been able to be satisfactorily addressed by the submission of further information, revised details or can be addressed by conditions imposed on a permission.

The following are considered to be the main issues associated with the proposals:

- The principle of the development as proposed
- The visual impact of the scheme, including its scale and massing
- The loss of the existing trees and vegetation on site
- The impact on the living conditions of neighbouring residents

### The principle of development:

The site is allocated for development within the City of Norwich Replacement Local Plan 2004 and policy HOU10 A21 applies. However, this policy provides for a largely residential redevelopment of the site with some commercial elements, whereas the current application has, in effect, reversed the proportion of the mix of uses proposed.

Central government guidance indicates that decisions in respect of development proposals should normally be taken in accordance with the development plan unless material considerations indicate otherwise. In this instance, whilst there is a need to provide for new residential development within the city, there is also a need for the provision of new Grade A office accommodation within the city centre.

This has been recognised within the East of England Plan 2008, where policy E1 identifies a need to provide 35,000 jobs within the Greater Norwich area between 2001-2021 and also identifies the city, under policy NR1, as a key centre for development and change. This is followed through by the emerging local development framework policy, with the function of the city as an employment centre recognised and the need for at least 100,000sq.m. of new offices identified as being required in the city centre up to 2021. The development as proposed would significantly help to meet this requirement with the provision of over 15,000sq.m. of office floor space. The long-term competitiveness of the city-centre is also considered to depend on its ability to offer a continuing supply of space. The city centre is a prime location for Grade A office development and this is in line with national guidance contained within PPS6. Locating office development in the city centre also allows for more sustainable methods of transport to be used by employees and visitors, in line with the advice on sustainable development as contained in PPS1.

Therefore, although there is significantly less housing proposed as part of the development than was allocated in the local plan, it is considered that the provision of a significant quantity of Grade A office accommodation on the site is a material consideration that, in light of the East of England Plan, the emerging LDF policy and national policy guidance, is sufficient to outweigh the policy allocation in this instance.

In addition, the policy in the Replacement Local Plan refers to the re-use of the existing buildings on site. The previous scheme proposed the complete demolition of all structures on site whereas the current proposal involves the retention and integration of the two 'Boardman' buildings. In terms of the sustainability of the development proposed and reasons for the demolition rather than re-use of the other buildings on site, the developers have submitted a Sustainability Statement as part of the application. This addresses the issues of site context and appraisal, safeguarding townscape character and the historic environment, conserving and enhancing biodiversity, conserving energy and use of renewable energy resources, waste management and recycling during construction and after the completion of the development, accessibility, and sustainable buildings.

National planning guidance in PPS1 confirms that sustainable development is the core principle underpinning planning and that the planning and development process is one of a number of inputs to a much wider strategy. It is important that development schemes take account of environmental issues, including the prudent use of natural resources.

The site currently comprises a very inefficient layout of buildings and their overall design, layout and specification does not meet the needs of modern day office occupiers. The narrow floor plates of the buildings do not allow for the desired open plan offices with some cellular accommodation, the floor to ceiling heights do not provide for adequate height for raised floors and suspended ceilings for the installation of cabling and air conditioning plant and the servicing cores are not situated in a central position to allow the buildings to be sub-divided. The physical constraints of the buildings make compliance with the Disability Discrimination Act 1995 virtually impossible and there is an absence of fire systems within the buildings. These constraints have led to the inability to lease the buildings on short-term lets whilst the future strategy for the site is decided. The needs of modern day occupiers could not be met by the adaptation of the existing buildings. The redevelopment of the site as proposed enables the office accommodation to address these requirements whilst also enabling the whole scheme to address the wider sustainability context for developments.

It is considered that the proposed re-development of the site with a mixed use scheme provides an opportunity to regenerate what is a redundant brownfield site within the city centre and results in a high quality energy efficient scheme that accords with national government guidance and development plan policies.

#### Scale and massing of the proposals and their visual impact:

The retention of the Boardman buildings is considered to be a positive improvement of the current scheme as compared to the previous proposal on the site. The design of the scheme integrates the buildings into the development and the interesting addition to the roofscape is not considered to detract from the buildings or their appearance within the streetscape of the Conservation Area. The alterations proposed to the façade are considered to be in keeping with their historic character. Specific uses have been proposed for the buildings (retail and office) addressing a concern raised by the Quality Panel. The retention of these buildings also helps to generate a smoother transition between the new development and the existing, much smaller scale, buildings on Charing Cross.

The architects have addressed earlier concerns about scale and massing and have overcome this by dividing the development into a series of 'blocks' that form part of an integrated concept for the site. The riverside element comprises 3 distinct 'blocks' and the central one of these has been subdivided further into 3 uniform elements. This alleviates the impression of bulk whilst ensuring that the commercial floorspace requirements can also be met. The internal elevations and those facing south now incorporate projecting box units and this further helps to break up the bulk of the development.

The scheme also makes much use of glass, both at higher levels and at the ground floor. This, respectively, helps to reduce the impact of the height of the development and allows light penetration into the central courtyard area.

The comments of English Heritage are endorsed and in terms of the longer views of and across the site, a relatively minor amendment was requested to address an issue about the impact of one of the buildings proposed and, following this amendment, the proposal is considered acceptable in this regard.

The residential units have been significantly reduced in scale and height from earlier schemes. The block at the north-west corner of the site, facing the river, has reduced its massing towards the west by an interesting breaking up of the scale. It is considered that this helps to create a foil for the former Bullards building at Anchor Quay on the river frontage, without compromising the ability of this part of the scheme to act as a 'bookend' to the larger central riverside block.

The design details and materials proposed are considered to work well and the scheme also proposes the incorporation of artwork into the development, beyond that contained within the sculpture park and art gallery. However, whilst these aspects are viewed as a positive element of the scheme, it is also recognised that the quality of the materials and the precise details of some elements proposed will be critical in ensuring the overall success of the development. Consequently, it is recommended that these aspects be conditioned.

#### Loss of existing trees and vegetation:

Concern has been expressed about the loss of the existing trees and vegetation on the site. This was also raised as a concern in respect of the previous scheme. There are ten trees on site currently, which have been assessed as being of category B or C in importance, together with some overgrown vegetation located towards the south-west boundary of the site, adjacent to properties in Anchor Quay. This provides an attractive outlook for those residents currently as well as an important source of biomass on this site which is largely covered by hard surface car parking and buildings.

The developers looked carefully at this aspect of the proposals and attempts were made to retain some of the existing trees within scheme for the site. However, this proved impractical due to the requirements of the site layout and configuration of the buildings and the locations of the trees. However, the amendments made to the Westwick Road part of the scheme and the re-sited management suite building have allowed for the incorporation of planting of mature/ semi-mature trees on the site frontage in this location. This is considered to significantly enhance the setting of the development on this street frontage in a location which presents a challenge for development due to the different land levels and scale and orientation of buildings involved, as well as to compensate in part for the loss of the existing vegetation.

Additional compensation is proposed to be provided by the introduction of a 5 metre landscaping buffer to the western boundary of the site with the Anchor Quay properties which would allow for significant planting within this area, indicative details of which are provided within the applicant's submitted Landscape Strategy for the site. Proposals also include the incorporation of a 'green wall' to part of the western elevation of the apartment building and landscaping and planting within the scheme, including container planting within the central courtyard and on the terraces and balconies of buildings, a formal 'sculpture park' located above the art gallery and the inclusion of some 'green' sedum roofs.

These aspects of the proposals have been carefully assessed and it is concluded that, whilst the loss of the existing trees and vegetation is regrettable, with the appropriate controls imposed through conditions, the landscaping and planting details proposed will be an acceptable compensation, both in terms of adequately compensating for the loss of biomass on site currently and also in ensuring the integration of the development with its surroundings, softening the impact of the proposal when viewed from the west and enhancing the overall setting, design and appearance of the scheme.

#### Impact on living conditions of neighbouring residents:

Strong concerns have also been expressed about the impact of the development on the living conditions of neighbouring residents, although it is worth noting that, following the withdrawal and redesign of the earlier application, the number of representations received is significantly fewer than previously.

The developers have carried out a series of pre-application consultations, both before the previous application was submitted (with local commercial and residential interests) and also prior to the submission of the current scheme. It is understood that the commercial interests on Charing Cross were largely supportive of the proposals, but that a number of local residents initially expressed serious and grave concerns about certain aspects of the original scheme. In part, these related to issues considered elsewhere (e.g. the principle of the type of use proposed, the scale, bulk, layout and massing of the buildings) but also to the impact of the proposal on adjoining individual properties. The relatively small scale and residential use of the adjoining properties represented a significant challenge to the developers in designing an appropriate scheme for the site that reflected its city centre location, incorporated the extent and mix of uses required but also related positively to the adjoining properties around the site.

Following these pre-application consultations, revisions were made to the original scheme, including a significant increase in width of the landscaping buffer on the western boundary and the introduction of a roof to the ramped car park access, and the previous application was submitted. However, a number of concerns still remained about the impact of the proposal on the adjoining neighbours. Following the withdrawal of the previous scheme, this aspect of the development was considered in detail again and significant changes have been made to certain aspects to reduce the potential impact.

The apartment block has been redesigned and reduced further in height and scale, the glazing to the west elevation of the site is confirmed to be translucent and care has been taken with the layout and orientation of the residential units to prevent overlooking both from within the buildings and also from the terraces and balconies. Sectional drawings have been submitted that demonstrate the relationship in terms of height and scale between the proposed development and the existing adjoining dwellings, together with a specific detail demonstrating that, due to the design details of the proposal and the layouts and sitings proposed, the sight lines achievable from the apartments will not enable views of the adjoining dwellings or their gardens. Similarly, the distance between the existing and proposed development, the width of the proposed landscape buffer and the relative heights of the buildings are such that it is not considered that the outlook of the neighbouring residents would detrimentally affected.

A sunpath analysis has also been submitted that demonstrates that the shadowing caused by the proposed development would not be excessive. For example, at the spring and autumn equinox, the east facing (rear) elevations and gardens of the Anchor Quay properties would not be in shadow for most of the morning, from 1000 hrs until 1300hrs (at which time the sun moves round towards the west), with the first floor rear elevation not in shadow earlier, at 0900hrs. This represents a time of year when the sun is not at its highest and during the summer months, when the desire to use gardens is likely to be higher, even less shadowing will occur.

For these reasons, it is considered that the proposal is not over dominant in terms of its scale and bulk and wont result in an overbearing form of development to the neighbouring residents. Whilst the outlook from those existing dwellings would change, it is considered that the landscaping proposed and the siting and heights of the buildings proposed are such that the proposal would not be detrimental to those residents in this regard. Furthermore, it is considered that it has been adequately demonstrated that the development would not cause problems of overlooking, loss of privacy or overshadowing. In addition, subject to the imposition of conditions regarding details concerning the control of access to the car park, and acknowledging the proposed incorporation of a roof to the ramped access, it is considered that the scheme is unlikely to lead to problems of noise and disturbance to the neighbouring residents. Whilst some concerns have also been expressed regarding the impact of the proposed access point to the site in the location shown, it is considered that the number of vehicle movements likely to be generated will be relatively low for a scheme of this size, due to the restricted parking available and, taking into account the previous uses of the site, the proposals are unlikely to lead to detriment to the amenities of the adjoining residents due to noise, disturbance or congestion.

#### Conclusions:

It is considered that the scheme has adequately addressed concerns expressed and that, with the imposition of conditions and subject to a legal agreement covering the matters set out below, represents an acceptable form and type of redevelopment of this vacant city centre brownfield site, which is an appropriate departure from the local plan. Furthermore, the visual impact of the scheme, including its scale and massing and design details, is considered acceptable and the loss of the existing trees and vegetation on site will be adequately mitigated by a landscaping scheme that will also enhance the appearance and setting of the development. Additionally, the scheme is considered to relate positively to the neighbouring properties around the site and unlikely to have a detrimental impact on the living conditions of the adjoining residents. Taking all issues into account, the scheme is therefore considered acceptable and is consequently recommended for approval.

## **RECOMMENDATIONS**

**APPROVE PLANNING PERMISSION** subject to a **s106** covering a transport contribution and public access to and discovery of national or international archaeology, and **conditions** relating to the following issues and **referral to GO-East** as a departure application:

- Standard time limit for commencement (3 years)
- Flood protection measures including flood storage, flood defence, finished floor levels, flood management plan, lockable gates and barriers to basement areas & warning notices
- Drainage details
- Details of riverside walkway

- Contamination – further investigation, detailed remediation strategy and verification report
- Precise details and timetable for implementation of water, energy and resource efficiency measures during the construction and occupational phases of the development
- Ventilation – location and specification
- Noise protection details, including from car park, adjoining uses and the stand-by generator
- Air quality – details of demolition and construction work management and dust suppression
- Plant and machinery
- Details of site management relating to refuse and recycling storage and collection, biomass fuel deliveries and collection of ash
- Specification and schedule of repairs for Boardman buildings
- Historic interpretation of site
- Details of signage within the site
- Precise details of certain elements of the scheme e.g. glazing, fenestration, art components, the roofscape addition to the Boardman building, etc
- Precise details of all external materials and provision of sample panels
- Hard and soft landscaping scheme, planting plans, specifications (including genera and species, provenance of indigenous stock, plant handling standards, soil amelioration), implementation timetable, maintenance and management scheme, including irrigation and formative pruning and to relate to all aspects of the scheme including the landscaping on the buildings and the landscape buffer to the western boundary
- Provision of cycle parking, showers, car parking, refuse and recycling prior to first occupation of any part of the site
- Precise details of access and exit points, including ramps, gradients, cross-over details and security methods
- Requirement to undertake off-site transport improvements around the site as detailed in the scheme, including the improvements to footways and crossing points etc
- Provision of bat boxes
- Removal of vegetation and trees on site with prior agreement to timing to avoid impact on foraging bats and minimise impact on adjoining residents
- Archaeological evaluation and mitigation
- Provision of acceptable Travel Plans to include appropriate details of arrangements for monitoring and implementation
- Public access through the site (24 hours) and public access to riverside walk and sculpture park (restricted hours)
- CCTV on site & maintenance of on site management arrangements

**GRANT CONSERVATION AREA CONSENT** subject to **conditions** relating to the following issues:

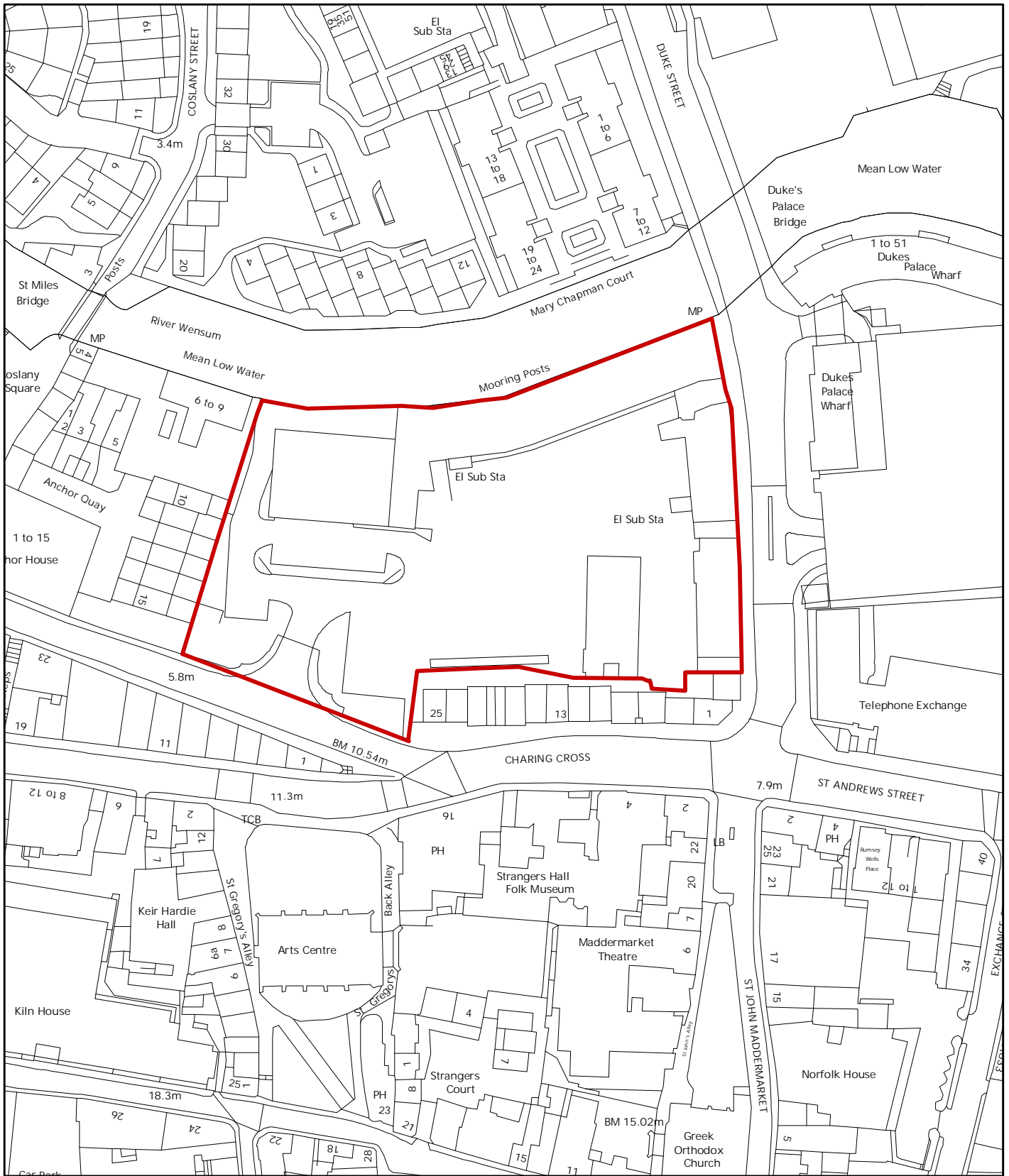
- Standard time limit (3 years)
- No demolition to take place until precise details of a scheme agreed to prevent the premature clearance of the site without adequate mitigation measures in place to prevent the creation of an unsightly 'gap' within the streetscape
- Air quality – details of demolition and construction work management and dust suppression
- Removal of vegetation and trees on site with prior agreement to timing to avoid impact on foraging bats and minimise impact on adjoining residents

**Reasons for Approval:**

The proposal is considered to be in accordance with PPS1, Supplement to PPS1 – Planning and Climate Change, PPS3, PPS6, PPS9, PPG13, PPG15, PPG16, PPS22, PPS23, PPG24, PPS 25 and to meet the relevant criteria of East of England Plan 2008 policies NR1, E1, ENG1, WM6, and ENV7 and saved policies HOU1, HOU2, HBE3, HBE7, HBE8, HBE9, HBE12, HBE13, HBE19, EP1, EP2, EP5, EP6, EP10, EP12, EP16, EP17, EP18, EP19, EP20, EP22, NE8, NE9, EMP1, EMP16, SHO3, SHO7, SHO22, TRA3, TRA5, TRA6, TRA7, TRA11 and TRA12 and the relevant accompanying supplementary planning documents.

It is considered that the scheme has adequately addressed concerns expressed and that, with the imposition of conditions and subject to a legal agreement, represents an acceptable form and type of redevelopment of this vacant city centre brownfield site, which is an appropriate departure from the local plan. Furthermore, the visual impact of the scheme, including its scale and massing and design details, is considered acceptable and the loss of the existing trees and vegetation on site will be adequately mitigated by a landscaping scheme that will also enhance the appearance and setting of the development. Additionally, the scheme is considered to relate positively to the neighbouring properties around the site and unlikely to have a detrimental impact on the living conditions of the adjoining residents. Taking all issues into account, the scheme is therefore considered acceptable and is consequently recommended for approval.





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Planning Application No - 08/00742/C, 08/00743/F  
 Site Address - Former Eastern Electricity Board Site, Duke Street  
 Scale - 1:1250



**NORWICH**  
City Council

DIRECTORATE OF REGENERATION  
AND DEVELOPMENT

