

Planning Applications Committee

2nd October 2008

Agenda Number:	
Section/Area: I	Inner
Ward:	Thorpe Hamlet
Officer:	Gary Howe
Valid Date:	15th July 2008
Application Number:	08/00712/F
Site Address :	Land Bounded By Pigg Lane Palace Street And Bedding Lane Including 1- 2 St Martin At Palace Plain Norwich
Proposal:	Demolition of workshops and redevelopment of site to provide two, three storey office buildings (Class B1); conversion of 1-2 St Martin at Palace Plain to offices (Class A2/B1); provision of associated car parking.
And Application Number:	08/00711/C
Proposal:	Demolish existing workshop and replace with new office building.
And Application Number:	08/00718/L
Proposal:	Alteration to 1-2 St Martin at Palace Plain and works to facilitate link to new three storey office.
Applicant:	Bussey & Sabberton Ltd
Agent:	Mr Mark Nolan

THE SITE

These applications relate to the eastern part of the former Bussey and Sabberton garage site and 1-2 St. Martin at Palace Plain. 1-2 St. Martin at Palace Plain was formerly owned by the Council and is a Grade II Listed Building. To the south the site abuts 19 Palace Street which is a new three storey office to be occupied by the Probation Service. To the north the site is opposite a courtyard of residential properties accessed off Joseph Lancaster Way. To the east the site faces the Wig and Pen Public House at 6 St. Martin at Palace Plain. The site is within the City Centre Conservation Area.

PLANNING HISTORY

4/2001/0835 - Demolition of vehicle servicing workshop (APPR - 25/04/2002)
4/2001/0834 - Redevelopment of part of site with 19 residential units (2 four bedroom houses, 6 three bedroom houses, 3 two bedroom houses, 2 three bedroom flats, 3 two bedroom flats and 1 one bedroom flat) including conversion of former school building to 2 three bedroom houses, one shop and new access road with associated parking and landscaping. (APPR - 12/08/2003)
04/01156/F - Amendment to planning permission (App. No. 4/2001/0834/F) to provide 2 additional residential units (total 21 residential units). (APPR - 06/07/2005)

THE PROPOSAL

This proposal involves the following:-

- demolition of vacant former workshop buildings fronting Bedding Lane;
- conversion of 1-2 St Martin at Palace Plain to offices (Class A2/B1);
- redevelopment of the frontage facing Bedding Lane with a three-storey office (Class B1);
- erection of a linked three-storey office building (Class B1) fronting Joseph Lancaster Way;
- provision of associated cycle and car parking with new vehicle access onto Joseph Lancaster Way.

CONSULTATIONS

Advertised in press, on site and adjacent occupiers notified: Two letters of representation on the following grounds:

- Concern about the visual and physical 'tunnel effect' caused by the relationship of the buildings being close to the back of pavement on Joseph Lancaster Way;
- Concern about run-off from surface water and the need for absorption;
- Concern that residential rather than office uses would be more appropriate in the area;

- Buildings too close to the road causing existing residents problems of excessive on-street car parking and loss of light.

Quality Panel: (18/06/2007)

The panel in principle approved of the building's design, particularly the reflective quality of the glazed façade, and considered the scale appropriate in terms of the setting of the St Martin's at Palace Plain. However, it was felt that more work is required with regard to the west elevation and its relationship to the masterplan, especially in terms of use of spaces. The masterplan should be updated before submission. Concern was expressed at the relationship of floor levels on the sloping site and the panel considered that this could be improved. The architect was encouraged to explore further ways of improving the environmental performance of the new buildings to achieve a high BREAM (British Research Establishment Environmental Assessment Method) rating.

Anglian Water: Flows from this brownfield development can be accommodated on a like for like basis with any increased flows subject to attenuation.

Norfolk Landscape Archaeology: It had been hoped that it would be possible to leave the existing workshop slab in-situ with only the need to add supplementary piling through the slab, thus leaving any archaeology in place. However possible contamination of the sub surface may mean that deep piling is inappropriate therefore the standard archaeological conditions are necessary. (i.e. archaeological evaluation and a program of mitigation).

Environment Agency: If planning permission is granted would wish to see conditions relating to the need for further site investigation, a remedial strategy for dealing with any contamination found and longer term monitoring.

PLANNING CONSIDERATIONS

Relevant Government Guidance:

PPS1 – Delivering Sustainable Development (Jan 2005)
 PPG15 – Planning and the Historic Environment (Sept 1994)
 PPG16 – Archaeology and Planning (Nov 1990)
 PPS25 – Development and Flood Risk (Dec 2006)

Relevant East of England Plan Policies:

ENG1 – carbon dioxide emissions and energy performance
 ENV7 – Quality in the Built Environment

Relevant Saved City of Norwich Replacement Local Plan Policies:

HOU9 A17	Site Specific (Mixed Use Including Housing)
CC5	North Centre/St Andrews Area
HBE3	Area of Main Archaeological Interest

HBE8	Development in Conservation Areas
HBE9	Listed Buildings
HBE12	High quality of design, with special attention to height, scale, massing and form of development
EP 16	Water conservation and sustainable drainage systems
EP 18	High standard of energy efficiency for new development
EP 20	Sustainable use of materials
EP 22	High standard of amenity for residential occupiers
EMP1	Small Scale Business Development
HOU9	Mixed use site allocations
TRA3	Norwich Area Transport Strategy
TRA 6	Parking standards
TRA 7	Cycle parking standards

Relevant Supplementary Planning Documents:

Energy efficiency and renewable energy
Heritage Interpretation

Introduction

The applicants proposed to construct two new linked office buildings in two phases. The first, fronting Bedding Lane would involve 1207 sq. m. of office floorspace and is earmarked for a local business who wants to relocate. This new block would be sympathetically linked to 1-2 St Martin at Palace Plain which would retain its shopfronts and act as a public entrance (with meeting rooms) to the main building. The second office (409 sq.m.) is speculative.

Land Use/Policy

This site is allocated within the overall site allocation (HOU9 A17) for mixed use development within the saved policies in the Replacement Local Plan. The Quayside Planning Guidelines (1994), which looked more specifically at the Maids Head and Busseys sites, suggests that although ideally the Busseys site should be redeveloped in a comprehensive form, that a phased approach which could take account of the future redevelopment of the rest of the site and create a viable package would also be acceptable. More specifically it identified the application site as being suitable for a range of uses including commercial offices, possibly extending into Bedding Lane. It suggests either A2 or B1 offices specifically to take advantage of the site's position in relation to the Crown and Magistrates Courts. This approach was accepted when other parts of the Busseys site were approved. Commercial offices are therefore considered to be acceptable as part of the overall mix with the existing housing which is mainly situated along Pigg Lane and fronting the river at Quayside. The proposal is consistent with government policy PPS1 which aims to promote sustainable development on 'brownfield' sites with good access to public transport.

Energy Efficiency

I will report verbally at the meeting on the energy efficiency credentials of the development.

Demolition/Archaeology

There are no objections to the Conservation Area Consent application (App. No. 08/00711/C) to demolish the utilitarian former garage workshop building which fronts Bedding Lane.

The site is within the 'Main Area of Archaeological Interest' and Norfolk Landscape Archaeology are content that either the slab of the existing workshop building will be retained, thereby preserving archaeology, or that an archaeological evaluation will be necessary if the slab has to be removed for other reasons. Either way, conditions to protect archaeological remains will be necessary.

Layout/Design/ Listed Building

The applicants architects have considered the advice from Quality Panel (18/06/2007) and from officers and have modified their scheme in terms of the fenestration to Bedding Lane; roof form and extending the building to turn the corner into Joseph Lancaster Way. The building now effectively visually closes the western end of St Martin at Palace Plain without being too dominant and the creation of the additional block on Joseph Lancaster Way screens the car park and creates a proper street frontage on this road. The largely glazed link between the listed building and the contemporary office acts as a good design foil between the two buildings. It will be important however to condition the choice of brick and the glazing system to be used, together with the roof material and the colour of the timber cladding.

The applicants architect have submitted a Conservation Statement to support the proposed internal alterations which seek to carry out repairs to the structure and to open up the internal spaces to make them more flexible for modern trading. This includes removing modern (1960's) floors and ceilings in both wings. It is accepted that some information on what structural additions may be required cannot be evaluated until further opening up takes place. It will therefore be necessary to condition that these works do not take place until a suitable structural solution has been agreed with the Council. The method of physically attaching the listed building to the new glazed link will need to be conditioned.

Transportation

The development would be served off a single vehicular access onto Joseph Lancaster Way. The access into the existing building on Bedding Lane would be removed. The development would allow for a total of eleven operational car parking spaces (including three spaces for the disabled) which is consistent

which the Councils car parking standards (policy TRA6 of the local plan). The scheme also includes a total of twenty cycle parking spaces which has been based on the potential number of office staff to be accommodated within the two buildings and is considered to be acceptable. There will need to be a condition to ensure that the cycle spaces are provided. The size of the development will mean that there will need to be a Travel Plan and this too will need to be conditioned.

Representations

In terms of the 'tunnel effect' mentioned it is normally good design practice to seek to recreate a strong urban street frontage within the City centre. The applicant's architects have been encouraged to take this approach. There is still just under eight meters (road and footpath) distance between the nearest elevation on the existing residential courtyard and the new offices. It is not considered that there will be any significant loss of light as a result of the proposal or any significant loss of privacy. The issue of residential development sitting side by side with office use is common within the City centre and should not be problematic.

Anglian Water has been consulted regarding the issue of excessive run-off and has confirmed that suitable attenuation should be built into the scheme. This has been conditioned.

RECOMMENDATIONS

App. No. 08/00712/F

GRANT Planning Permission subject to the following conditions:

1. Commencement within 3 years;
2. Materials;
3. Details to be agreed (including windows, doors, eaves detail, canopies, details of the glazed link, car park treatment, bin storage details;
4. Groundwater contamination mitigation;
5. Attenuation of any increased public surface water provision;
6. Heritage Interpretation;
7. Cycle Parking and bin storage;
8. Travel Plan;
9. Landscaping, planting, site treatment;
10. Car parking a cycle parking to be provided and available for use prior to first occupation of Bedding Lane office;
11. Plant and machinery details;
12. Fume and flue outlet points details.

Reasons for Approval:

The decision to grant planning permission has been taken having regard to saved policies HOU12, C35, CC5, HBE3, HBE8, HBE9, HBE12, EP16, EP18, EP20, EP22, EMP1, TRA6, TRA7, TRA12 of the City of Norwich Replacement Local Plan (Adopted November 2004) and all material considerations.

App. No. 08/00718/L

GRANT Listed Building Consent subject to the following conditions:

1. Commencement within 3 years;
2. Method of attaching the listed building to the new building;
3. No works to remove floors or ceilings until an agreed structural solution has been agreed with the LPA
4. Schedule of repairs.

Reasons for Approval:

The decision to grant listed building consent has been taken having regard to saved policies HBE8, HBE9 of the City of Norwich Replacement Local Plan (Adopted November 2004) and all material considerations.

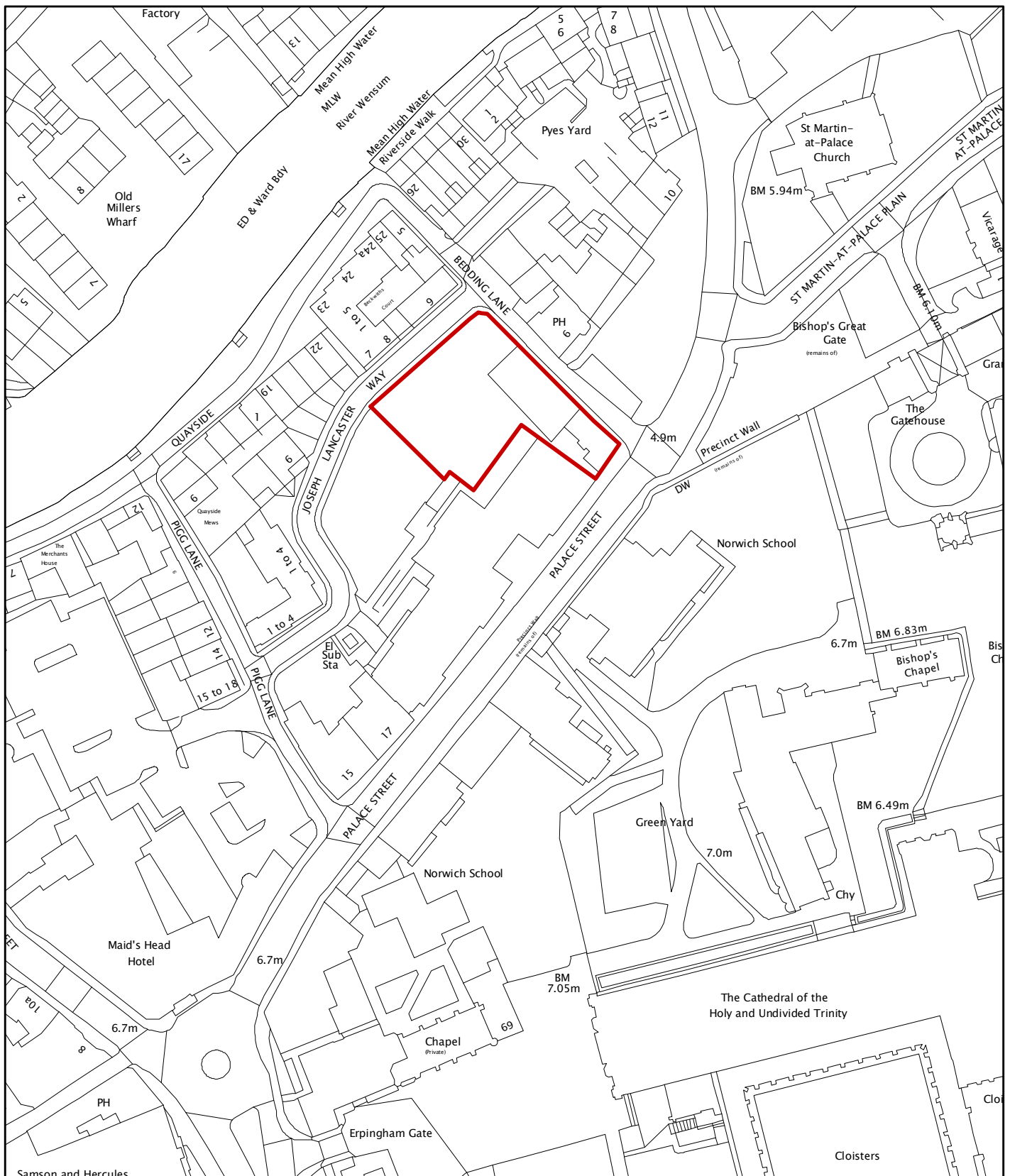
App. No. 08/00711/C

GRANT Conservation Area Consent subject to the following conditions:

1. Commencement within 3 years;
2. Boni-fide contractual arrangements with known occupier to be in place prior to demolition.

Reasons for Approval:

The decision to grant conservation area consent has been taken having regard to saved policies HBE8 of the City of Norwich Replacement Local Plan (Adopted November 2004) and all material considerations.



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Planning Application No

- 08/00711/c, 08/00712/F, 08/00718/L

Site Address

- land Bounded by Pigg Lane, Palace Street and Bedding Lane
Including 1-2 St Martin at Palace Plain

Scale

- 1:1250



NORWICH
City Council

**DIRECTORATE OF REGENERATION
AND DEVELOPMENT**

