

Report to Planning applications committee

Item

09 July 2015

Report of Head of planning services

Subject Application no 14/01816/F - Land North West Side of 25 -
27 Surrey Street, Norwich

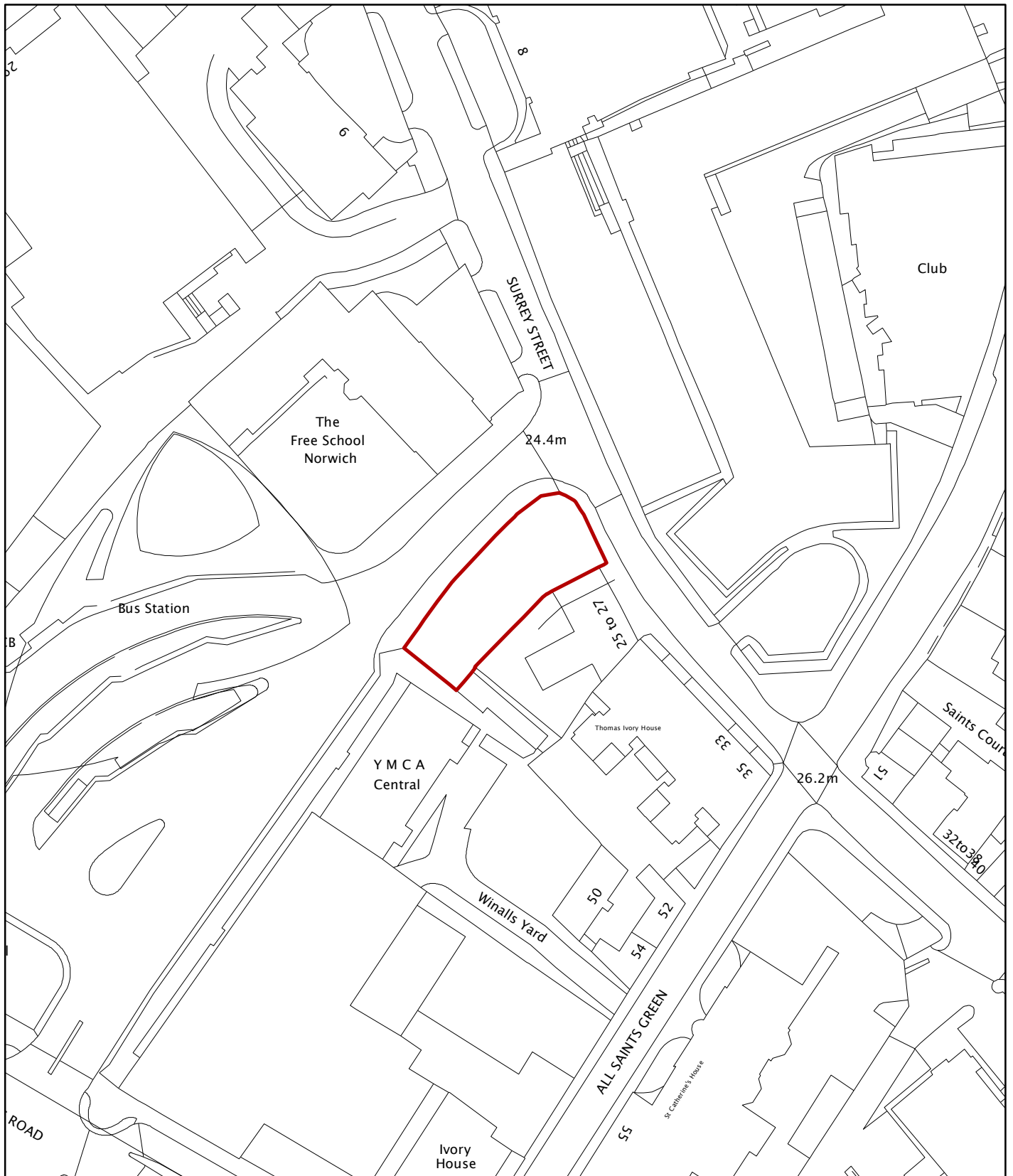
**Reason
for referral** Objection to major development

4(A)

Ward:	Mancroft
Case officer	Rob Parkinson - robparkinson@norwich.gov.uk
Applicant	Norfolk County Council
Agent	Mr Andy Scales, Norfolk Property Services

Development proposal		
Erection of four storey building providing B1 (office) and/or A1 (retail)/A2 (professional services) use at ground, 10 no. residential flats above, and 2no. public disabled toilets.		
Representations		
Object	Comment	Support
1	1	-

Main issues	Key considerations
1. Principle of development	Location for housing. Noise and ventilation for future residents. Mix of housing. Location for commercial uses.
2. Design and heritage	Curved frontage; Uniformity of fenestration; Access and safety of public disabled toilets.
3. Amenity	Space standards internally. Quantum and quality of external space for residents. Impact on local residential properties. Impact on adjoining businesses.
4. Parking and access	Lack of parking and restricted access.
Expiry date	16 July 2015
Recommendation	Approve with conditions.



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Planning Application No 14/01816/F

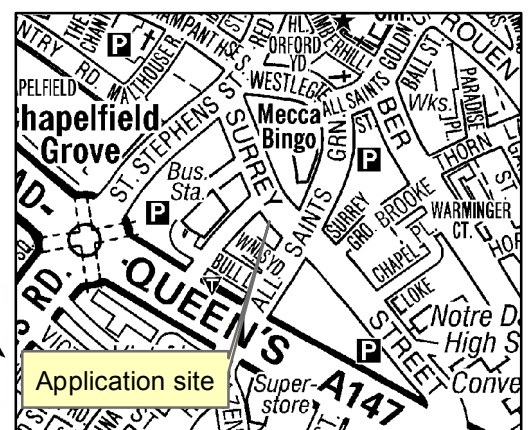
Site Address 25-27 Surrey Street

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. This is the vacant site of the former single-storey ticket office at the bus station, on the north-east side of Surrey Street, on the left hand side of the entrance to the bus station. The site is currently enclosed by site hoardings and overgrown with buddleia and scrub.
2. The adjoining properties include, to the south-east, a recently re-occupied office at 25-27 Surrey Street, and beyond that the residential flats of 29-35 Surrey Street; to the north, the Norwich Free School for primary aged pupils on the other side of the bus station entrance; to the north-east (front) the 7-9 storey Aviva offices; and, to the west/south-west (rear) are the YMCA accommodation and ground floor cafe, the bus station interchange and a new complex of student flats under construction.

Constraints

3. The site is within the City Centre Conservation Area and Area of Main Archaeological Interest. Neighbouring properties 29-35 Surrey Street, the Free School and beyond that no. 9 (Bignold House) and 8 (Marble Hall) Surrey Street are all Listed Buildings. The site is flat but slopes from Surrey Street uphill towards the back of the bus station. Surrey Street is for bus and cycle use only.
4. The Local Plan does not include any specific development plan development allocations for this or neighbouring sites, but it does include these designations: City Centre Regeneration Area (policy DM5); Area for Increased Parking (DM29); Office Development Priority Area (DM19); and is within the St Stephens Street Masterplan Area Boundary (policy JCS2).

Relevant planning history

5. Since demolition of the former ticket office and previous bus station, and prior to the current proposal, there were two schemes approved for the site to be developed for a 3-storey office (B1a use class) building. Permission 11/00327/ET simply extended the timescale for implementing the first permission 07/01120/F until 15th February 2015, though both have expired without being implemented.

Ref	Proposal	Decision	Date
03/00216/C	Conservation Area Consent for demolition of bus station and former co-op buildings prior to constructing new bus station.	Approved	12.02.2004
03/00222/CFR3 ()	Demolition and redevelopment to provide new bus station. Conversion of ticket office into cycle storage, community and advice centre and reconfigured taxi rank.	Approved by County Council	05.12.2003.
05/00215/CF3	New bus operator accommodation and public toilets on the site of the former ticket office, within the bus station site.	Approved by County Council	

Ref	Proposal	Decision	Date
06/00291/CF3	New bus operator accommodation on site of former ticket office (County Council LPA application ref Y/4/2006/4006).	Approved by County Council	2006/4006 - 05.05.2006
07/01120/F	Erection of three-storey building for B1 office use including toilet facility linked to adjacent bus station.	Approved	27.03.2008
11/00327/ET	Extension of time period for commencement of development for previous planning permission 07/01120/F.	Approved	16.02.2012

The proposal

6. This commercial and residential mixed-use scheme originally proposed a development to the same dimensions and very similar design as the previous B1a office block permissions, comprising a 3-storey scheme with 8no. flats above. Following discussions it was revised to increase the development's scale and external appearance, to be a 4-storey building with commercial uses at ground floor and 10no. 1- and 2-bedroom flats above. The proposals include public toilets as consistently previously proposed as part of the bus station redevelopment plans; they have disabled access and are accessed separately from the offices.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	10no. flats, comprising 4x 1-bed and 6x 2-bedroom units.
Affordable dwellings	None required.
Total commercial floorspace	277 sq.m.
No. of storeys	4
Max. dimensions	Approx. 38m long (north-south) x 11m wide (east-west) x 14m high (+ plant and machinery enclosure).
Density	167 dwellings / hectare [0.06ha site]
Appearance	
Materials	Mix of yellow / buff facing brick and pale render, with silver grey metal windows, soffits and gutters.

Proposal	Key facts
Construction	Blockwork and/or brick and cavity external wall at first and second-floors, but steel cladding panels at third floor, and a steel roof.
Energy generation / efficiency measures	24no. PV panels are proposed on the roof, to generate 6,720 kWh/yr, or 11.1% of the proposed energy demand.
Operation	
Opening hours	No specified hours proposed for the commercial units.
Ancillary plant and equipment	Some plant and machinery will be required; an enclosure is proposed behind louver screening on the roof.
Transport matters	
Vehicular access	No vehicle access or parking is available.
Car parking spaces	None.
No of cycle parking spaces	14 spaces for residents in a secure enclosure, and 8 individual stores for office staff, all located in the curtilage space to the south.
Servicing arrangements	On-street servicing is possible from Surrey Street at off-peak hours.

Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received from the Norwich Society, citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Norwich Society February 2015 (initial proposals): This is a prominent and important site but the proposal is inappropriate; the flat roof is ugly and the services are starkly exposed; the curved frontage is out of scale and does not relate to the rest of the building; fenestrations clash, materials are boring and the scheme does not add to the street scene.	See: Main Issue 2 'Design'.
Norwich Society May 2015 (initial proposals): The site is not suitable for residential accommodation and could be more usefully incorporated into the	See Main Issue 1 'Principle of development'.

Issues raised	Response
over-crowded bus station complex.	
Bus station management: Originally, access to the toilets looked difficult, and boundaries between private and public domains, and access to flats, was unclear. Such concerns have since been addressed.	See paragraphs 54 and 56.

Consultation responses

8. Consultation responses are summarised below. The full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Design and conservation

9. The curved glazed street-front elevation stands out as a stark and undefined element of the overall design: framing design details and colour will be crucial to add depth and shadow. The main bus station façade now has a classical feel which could be further enhanced by careful materials choice; a buff, pale yellow brick in combination with a painted render would be reminiscent of the classical creamy Clipsham stone of the nearby Grade I listed Marble Hall.

Historic England

10. The scheme has potential to affect the conservation area and setting of listed buildings. Although a contemporary design is not necessarily out of character, the projecting front curved façade to Surrey Street is detrimental because it counteracts the strong building line of the west side of Surrey Street, which helps provide the consistent form and architectural rigour of the area. Realignment and simplification of the Surrey Street end of the building would help the building better conserve the surroundings and potentially enhance the area as required by the NPPF (para 137). The plans should be amended; ideally (even if the curve is still retained) the front of the building should be pulled back in line, and different materials used to the front.

Local Lead Flood Authority (Norfolk County Council)

11. No bespoke comments received. Current standing advice states drainage schemes should ensure development proposes a scheme that meets the drainage hierarchy.

Environmental protection

12. An acoustic survey was needed, and conditions should secure acoustic protection to windows and mechanical ventilation with inlets on the east elevation. Objection to the revised design including balconies, external areas and Juliet balconies because the acoustic consultant confirms the need for non-opening windows. No details are provided regarding where the ventilation inlets would draw air from. The WHO Guideline of 50dB_LA_{eq} for daytime steady continuous noise in external space balconies and roof terraces during the day would be exceeded by this proposal.

Bus station operations are late into the night and frequent, and this is unlikely to be a site whereby residential use is acceptable, given the prevailing conditions.

Highways (local)

13. Off-peak servicing is possible from Surrey Street. Car-free flats are acceptable.

Norfolk historic environment service

14. A condition should be used to require an archaeological scheme of investigation, assessment, evaluation and publication of results, prior to commencement.

Assessment of planning considerations

Relevant development plan policies

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

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

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

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM4 Providing for renewable and low carbon energy
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM16 Supporting the needs of business
- DM17 Supporting small business
- DM18 Promoting and supporting centres
- DM19 Encouraging and promoting major office growth
- DM20 Protecting and supporting city centre shopping
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing

- DM33 Planning obligations and development viability

Other material considerations

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

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF2 Ensuring the vitality of town centres
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

18. Written Ministerial Statement on Small Scale Developers (November 2014).

19. Relevant sections of the National Planning Policy Guidance online (NPPG):

- 'Planning Obligations' para 012 – affordable housing should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000sqm (gross internal).
- 'Flooding' para. 079 – for schemes of 10+ dwellings, sustainable drainage systems should be provided unless demonstrated to be inappropriate.

20. Supplementary Planning Documents (SPD) and other guidance

- Affordable housing SPD adopted March 2015.
- St Stephens Street Area Masterplan (October 2009)(non-adopted guidance).

Case Assessment

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

Main issue 1: Principle of development

22. Key policies and NPPF paragraphs – DM1, DM12, DM16, DM17, DM18, DM19, NPPF paragraphs 49 and 14.
23. A mixed use scheme is supported in this unallocated location, to make the most efficient use of the brownfield site and provide ground floor activity and upper floor housing. Residential is supported in principle because the site is not reserved for other uses, is not within the late night activity area, and would not compromise regeneration. However, the design will need to secure an acceptable level of

amenity for future residents, must not compromise neighbouring uses and will need to enhance the conservation area and setting of listed buildings.

24. Although policy DM12 would expect a mix of housing types and sizes unless size and configuration of the site makes this impracticable, the location is not considered appropriate for conventional family housing or units large enough to need bigger areas of amenity space, whilst constraints on amenity and site size lends the site towards flats. The NPPG expects developments of 10 dwellings or less to be exempt from providing affordable housing, so no affordable housing is required.
25. Commercial uses are also supported for job creation and investment (DM1, DM16, DM17), particularly in the regeneration area / St Stephens Street Masterplan Area (JCS5, JCS11) and for small units as proposed. In the period between December 2009 and October 2012 the site was actively marketed (as a separate lot to the site that has been sold for the student flats being built) but there was no interest, and since then the site has remained available.
26. The St Stephens Street Area Masterplan 2009 guidance suggests that a 4-storey development solely in commercial use would be the most beneficial / appropriate scheme for this site (which would include the adjoining offices in a combined corner-plot redevelopment of 2,400sq.m. gross floorspace). However in current economic conditions it is thought a mixed use scheme will be more attractive to the market. The mix of commercial uses proposed will allow flexible occupancy and marketing to attract a tenant, and provide activity and interest to the street scene. Subject to conditions which will prevent any implemented A1, A2 or B1 use from moving to other less compatible uses, these should not affect the amenity of residents in the flats above.
27. **Noise Impacts and Air Quality:** A noise assessment was undertaken on a standard Tuesday and Wednesday in January to look at the impacts from the bus station, although noise from air conditioning units became apparent during surveys. Daytime activity was so noisy that results would fall into the pre-NPPF previous Planning Policy Guidance Note 24 rating of Noise Exposure Category C, whereby “planning permission should not normally be granted...but [if it is necessary to approve an application then] conditions should be used”. Night time noise levels fell into Noise Exposure Category B, whereby “noise should be taken into account...and conditions imposed”. Bus station noise would affect living rooms and bedrooms equally. During lulls in noise from the bus station there was noise from the plant at the offices to the east, throughout the night, at a constant level, although this should have minimal affect due to interior layouts.
28. Construction proposals expect a blockwork and cavity external wall at first and second-floors, but steel cladding panels at third floor, and a steel roof. The roof will also be susceptible to noise from rain, which should also be agreed by condition.
29. In terms of noise, it is necessary to ask whether environmental conditions around the site should preclude granting permission for residential development. The site has had the benefit of a planning permission for unrestricted B1 office commercial use for more than 7 years, and apparently has not attracted sufficient interest to warrant being implemented. There might also be doubts about the feasibility of other use types being appropriate in this location, in broad compliance with policy, but they have not been proposed and this is a troublesome eyesore site in a prominent location in the city centre. As the proposal is considered to provide

sustainable development and beneficial use of the land, residential use should therefore be considered favourably in principle if the design can provide a basic level of amenity which can be further maintained or improved through using appropriate and reasonable conditions; in this case this is considered possible.

30. WHO criteria were used in the assessment which ordinarily hope to ensure bedroom windows could be left open, but the Environmental Health Officer has requested the window designs should be non-opening, with ventilation supplied by mechanical or forced air ventilation with the inlet set well away from the bus station side of the scheme (to avoid receiving fumes).
31. Conditions can ensure that windows and ventilation should be designed such that the internal noise levels of the dwellings meet the A-weighted levels set out in Section 2 of the acoustic report, and ventilation systems are available to achieve this. Although the Environmental Protection Officer has concerns that all windows and openings towards the bus station should be fixed shut, it is considered necessary to keep loggia balconies and Juliet balcony doors to allow residents the opportunity to have external space / connections to the outside, but an Informative Note will ensure the residents are made aware of the need to keep them closed and use the mechanical ventilation at all times as the primary source of fresh air.
32. The acoustic assessment finds internal levels can be achieved, but external balconies would not meet the WHO criteria, although a condition can try to secure the lowest practicable levels. Therefore, any balconies would need to be used in the knowledge that the Council considers this an acceptable design where impact on amenity may be affected by the bus station activities. See Informative Notes 1 and 2.
33. The Norwich Society's concerns are noted but with appropriate mitigation the site can be made to work for residential use (as at the YMCA and student building). It is assumed the Society believe some of the current bus station's activities could be moved into the site but this scheme would not prejudice that, should the need arise.

Main issue 2: Design and heritage impacts

34. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 9, 17, 56, 60-66 and 128-141.
35. The building is now proposed to be 4-storeys, with the topmost set-back from the rest, with a glazed curved street-facing elevation to mirror that of the floors below. In terms of scale, the 4-storey approach can be accommodated here, as is acknowledged by the St Stephens Street Area Masterplan guidance document, and the plot proportions maintain a degree of consistency with the surrounding traditional built form. The curved frontage to Surrey Street is referenced by an inward curve in the middle. Initially the 3-storey proposals simply retained the rather plain and utilitarian design of the previously-approved office, which was inappropriate. The design has been much improved by introducing fenestration, mixed materials, 'shopfront' and access glazing, verticality and balconies.
36. The 4th-storey enhances the scheme by improving the relationship to the scale of surrounding buildings, and the link to the taller YMCA on higher grounds. The use of parapet will help increase the sense of verticality, clean lines and solidity to the

form (and help hide the balustrades and the plant screen enclosure, and any PVs or air handling units required), though details would be agreed to confirm its final form.

37. The 8.2m gap between upper-levels of the south elevation wall and the YMCA north wall maintains appropriate separation between uses, whilst the 4.5m separation at ground level maintains a safe pedestrian through-route to Winalls Yard, allowing for access to the new toilets and receiving surveillance from residential balconies and kitchen windows. The rear / south elevation provides adequate surveillance and separation to support the safe use of the link to Winalls Yard, although the execution of the corner treatment around the new toilets is poor
38. The earliest designs positioned the roof-top plant enclosure towards the front; this has since been revised and positioned towards the back and is acceptable subject to the finishing materials being agreed. The building line and boundary appearance to Surrey Street uses a brick wall and timber gates to the refuse store, so keeps in with character of scheme and neighbours and helps define building line.
39. The proposal includes the curved front which follows the line of the existing hoardings. This feature would not amount to 'harm' to designated heritage assets in NPPF terms, but neither does it particularly fulfil its potential to better reveal heritage assets. The St Stephens Street Area Masterplan guide takes the view that new development on the corner should position its building line as a continuation of the adjacent terraces', but at the same time it proposes a curved building adjacent to the listed building Free School, so it is considered more appropriate for both sides of the access to the bus station to provide an inviting and natural curved entrance. In any case, the curved and projecting building line has been considered acceptable twice previously and it may be unreasonable to object to its use now.
40. The curved design is considered beneficial for the most part, albeit debate remains as to whether it should project forward. In urban design terms the side of the listed Free School is too blank and uniform, and creates a negative frontage to the inactive area around the bus station entrance; the curved frontage may be helpful in giving window space to commercial users and attracting pedestrians into the bus station area, and be a 'visual stop' to the historic row of terraces, provide presence to the space, and in doing all this still provide a narrower plot façade actually in keeping with the historic grain of the area. It may also one day relate to any revamp of the Surrey St / All Saints Green junction suggested by the Masterplan.
41. The mix of materials proposed reflect the mixed character of the area and although they initially tried to relate with the YMCA building, it is more appropriate to try and reference the materials of the historic street and allow the design form of the building to provide a link to the contemporary styles to the rear; conditions will secure this. Overall the scheme will enhance the entrance to the bus station.
42. It is not appropriate to assess this scheme against Building for Life criteria (JCS2), or to require Lifetime Homes provision (DM12) given the single block mixed use design. The toilets have historically been proposed to be in this part of the bus station area to ensure they are covered by CCTV operations of the bus station, and by having doors fronting onto the bus station, this ensures they are covered by CCTV and general passing surveillance. The toilets may appear detached from the main bus station and waiting area, but it's understood the current bus station layout does not lend itself to being remodelled to accommodate toilets in the existing

building, so whilst perhaps not ideal there are no reasons to suggest the toilet provision is unacceptable.

Main issue 3: Amenity, external space and internal space standards

43. Key policies and NPPF paragraphs – DM2, DM11, DM12, DM13, NPPF paragraphs 9 and 17.
44. **Internal layouts:** The three storeys of flats above commercial uses makes the scheme rather intense. Internal layouts are somewhat convoluted and unconventional, but not unacceptable. All units just satisfy the Local Plan internal space standards set out in policy DM2 and the layout has for the most part directed less active rooms and corridors onto the southeast elevation facing the offices to the northwest, where flues to bathrooms will be concealed, whilst circulation cores, corridors and bathroom windows would minimise the intrusion that might impact on the offices. The applicant has considered whether a four-storey predominantly-residential building can only be served by a spiral staircase, and confirmed Building Regulations will allow this with no requirement for a lift.
45. **External space:** Access to external space is limited and the quality of the space is less than ideal, as light and outlook are fairly limited; in order to avoid overlooking to the offices to the east, the scheme has proposed 5no. units with loggia / 'internal' balconies facing the bus station to the south-west, which although noisy during certain periods of the day will receive daylight. There is a first- and second-floor projecting balcony for each of the two flats forming the south elevation, and this gives some enclosed private area for the two-bed flats even though daylight received may be restricted by the tall YMCA building adjacent. The third-floor larger 2-bed flats also have roof-top gardens, albeit one is north-facing and rather narrow so could be quite shaded.
46. **Landscaping / environs:** The external environment has not provided any margin for planting within the site to reduce the hard landscaping or relatively solid environment in the area. There should be little visible separation between the building line and the rest of the bus station, so in effect the 'pavement' outside the west elevation should be around 5.5m wide at the closest point. This means there should be adequate space to include some tree planting within the 'public realm' outside the development (but within the applicant's ownership control) to mirror the trees established on the opposite side of the bus station access. This would help blend the site and the bus station into the green tree-lined environment of Surrey Street where significant trees grow opposite this development, as well as help define the intended link between Surrey Street to All Saints Green via Winalls Yard (which itself will soon be tree-lined). This has been shown to be possible, using trees and visitor cycle hoops to define the pavement edge and give a sense of curtilage; conditions will secure this in order to improve outlook and provide a sense of relief to future residents, and satisfy the expectation for biodiversity enhancement and 'street tree' planting of policies DM6 and DM7.
47. The YMCA building is only 7.3m from the flank of the south-east / rear elevation, and 5.5m from the edge of the balconies, but the facing window serves only a communal corridor so overlooking / loss of privacy should not be prevalent. The ground floor café can operate to serve the public and become intensively used by

virtue of permission 14/00293/VC, but its impacts should be compatible with this development because opening hours are restricted by planning condition to be only between 07:30 – 19:00 Mon-Sat and 08:00 – 16:00 on Sundays, and extraction flues don't appear to purge into the space next to this building, so harm to resident's amenity should be avoided.

48. ***Impact on neighbouring residents and businesses:*** The site layout follows that previously approved, albeit being a storey taller, and proximity to neighbouring uses is not considered to be any more unacceptable than the designs previously approved. The building's height and siting will affect some of the existing limited outlook from three flats at 29-35 Surrey Street, but the set-back nature of the top floor and the 23m distance between the two buildings is sufficient to avoid loss of light, whilst views towards the bus station remain.
49. There will be no direct window-to-window loss of residential privacy from this development. Overlooking from the new flats will be minimal, being directed towards the car park at Winalls Yard and the parking forecourt at the back of 29-35 Surrey Street. The balconies are 17-20m away from the Free School car park and play area, and its play area is behind the car park with a fence in between. Some of the adjacent office at 25-27 Surrey Street will be affected by loss of privacy and light, but the internal layouts have been sensitive towards this issue and so have minimised the impact.
50. In summary, the external space offered, and the internal layouts and features proposed are unlikely to attract a £million price tag, but the scheme does respond to the constraints of the site and its environment and meets the necessary minimum levels of amenity and quality of design for future residents.

Main issue 4: Transport, parking and servicing

51. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
52. The site does not have room to accommodate parking without expensive and detrimental ground floor parking being provided at the expense of design quality. However it is highly accessible and does not propose larger housing which may otherwise necessitate car ownership.
53. Despite double-yellow lining, servicing and loading can take place from Surrey Street on-street and outside peak hours Mon-Sat or all day Sundays. Although Environmental Protection Officers were concerned that deliveries and commercial servicing should be avoided between 7pm and 7am, in the interests of amenity, it would not be reasonable to do so given that loading can take place in the vicinity anyway; had the servicing been possible off-street this would be different.
54. Appropriate secure and covered cycle storage is provided for residents and their visitors (14no. cycles are proposed in a two-tier racking system outside the resident entrance on the south elevation). Cycle stores are provided for commercial staff and an adjacent secondary access door and links to staff showers are included on the ground floor. Separate residential and commercial refuse stores are proposed, accessed safely from Surrey Street. Visitor cycle hoops are required by condition.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Refuse storage	DM31	Yes - subject to provision by condition.
Energy efficiency, generation and water efficiency	JCS 1 & 3 DM3	Yes - subject to provision by condition.
Sustainable urban drainage	DM3 and 5	Yes - subject to provision by condition. Although the geology and restricted site area precludes use of soakaways, there is room in the external area to the east for installing an attenuation tank for containing a 1 in 100 year + 30% for climate change event flow rate. This can slow run-off rates to the sewers to the existing site run-off rate, so will future proof the scheme against climate change.
Biomass increase	DM6 and 7	Yes - subject to provision by condition.

Other matters

56. The public toilets are designed for disabled persons' use and, although this would improve facilities at the bus station, it is surprising that the County Council is choosing to develop these facilities in a site remote from the existing public toilets in the travel centre. It would be unreasonable to require their management and availability outside the bus station's operations. Condition 19 will ensure the precise hours and management responsibilities are agreed.
57. The following matters have been assessed and are satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation: biodiversity; contamination, affordable housing; energy and water; archaeology; acoustic protection; access to cycle provision; and toilet availability.

Equalities and diversity issues

58. There are some equality and diversity issues in that none of the flats can be accessed by wheelchair / level access because all are served only by a spiral staircase. Although this is far from ideal, apparently this is still compliant with Building Regulations and as the site is constrained it could be difficult to achieve the desired internal space standards if a lift is provided. On balance, providing the offices and a mixed use scheme is acceptable in order to regenerate this site.

Local finance considerations

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

Conclusion

62. Subject to conditions to control final design and appearance, the proposal represents a high quality of design, will positively enhance the Conservation Area, make use of an unsightly brownfield site in the City Centre and will deliver economic, social and environmental benefits, including job and housing. The provision of public toilets will be of direct benefit to the users of the bus station. As such the development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 14/01816/F - Land North West Side Of 25 - 27 Surrey Street Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Once implemented – no change of use from A1, A2 or B1 into A3, A4, A5, betting shops etc. Or – notwithstanding PD rights, commercial units shall only be used for A1, A2 or B1.

Prior to commencement:

4. Archaeological scheme of investigation and evaluation.
5. Contamination assessment to be undertaken.
6. Design of balustrades and parapet to be agreed, to find a blend between side and front elevations.
7. Materials for building and toilet extension to be agreed - Notwithstanding the details shown to date:
 - a. External brick, types, colour, bond and mortar, with samples (LPA suggest a buff, pale yellow brick);
 - b. Render (LPA suggest a painted render of colour such as RAL 1014, a sandy/ivory tone);
 - c. Third floor external wall cladding panels;
 - d. Stone banding;
 - e. Roofing, parapets and balustrades;
 - f. Soffits, gutters, fascias and rainwater goods;
 - g. Rooftop plant enclosure design and materials;

- h. Windows and doors – materials colours details and profiles;
 - i. Balconies.
8. Details of acoustic protection to windows to be agreed and provided thereafter, with noise to be limited to the maximum limits set out in para 4.1 of the acoustic report (specified). See informative note 1.
 9. Details of mechanical ventilation to be agreed, demonstrating that air will be taken via inlets installed from the south east elevation only, and to include dust and pollen filters, and ideally ventilation to avoid terminating on the bus station facade. Details to show system, design, capacity, specifications and manufacturers maintenance proposals, and to be installed and maintained in accordance with those details as agreed. See informative note 2.
 10. Details of acoustic protection through roof design and balcony designs, and their construction to be agreed, to ensure the lowest practicable noise exposure levels.
 11. All windows other than loggia balconies and Juliet balcony doors to be non-opening and fixed shut at all times, unless designs of windows preclude this need.
 12. Details of ground-floor / first floor ceiling sound insulation to be agreed and used.
 13. Details of energy generation and screening designs to be provided – i.e. solar PV panels with balustrade, sufficient to meet at least 10% of the energy requirements of the residential development unless unfeasible or unviable to do so. Proposals to be installed and available for use before occupation.
 14. Details of drainage scheme – using attenuation tank & hydro-brake system.

Prior to any residential or commercial occupation:

15. The residential refuse and cycle stores to be provided as per plan 06A, in accordance with precise details of materials and capacity to be agreed.
16. The commercial units staff cycle stores to be provided as per plan 03A and details to be agreed.
17. Cycle stands to be provided for visitors to the commercial units.
18. Details of boundary treatments to be agreed – to include:
 - a. Surrey Street boundary wall, including bricks and mortar (and samples);
 - b. Surrey Street refuse store doors;
 - c. Access gates / walls;
 - d. Steps and railings on south-east and north-west sides of building;
19. The unisex disabled toilets shall be completed and made available for use by the public, and details of management, security arrangements and opening times to be provided and approved. The toilets shall be retained in perpetuity thereafter.
20. Cycle storage to be provided and made available for use.
21. Hard landscaping to be provided for the curtilage as per details to be agreed for materials, paving, external lighting, roof-top garden construction.
22. Soft landscape tree planting to be provided in the public realm area of the curtilage of the bus station within the applicants ownership and control, in accordance with considerate tree species selection and siting, and details of planting specifications to be first agreed with the LPA. See informative note 2.
23. Details of water conservation measures for (a) residential and (b) commercials.
24. Energy generation measures to be installed and made available for use, as per the energy generation strategy.

Informative Notes:

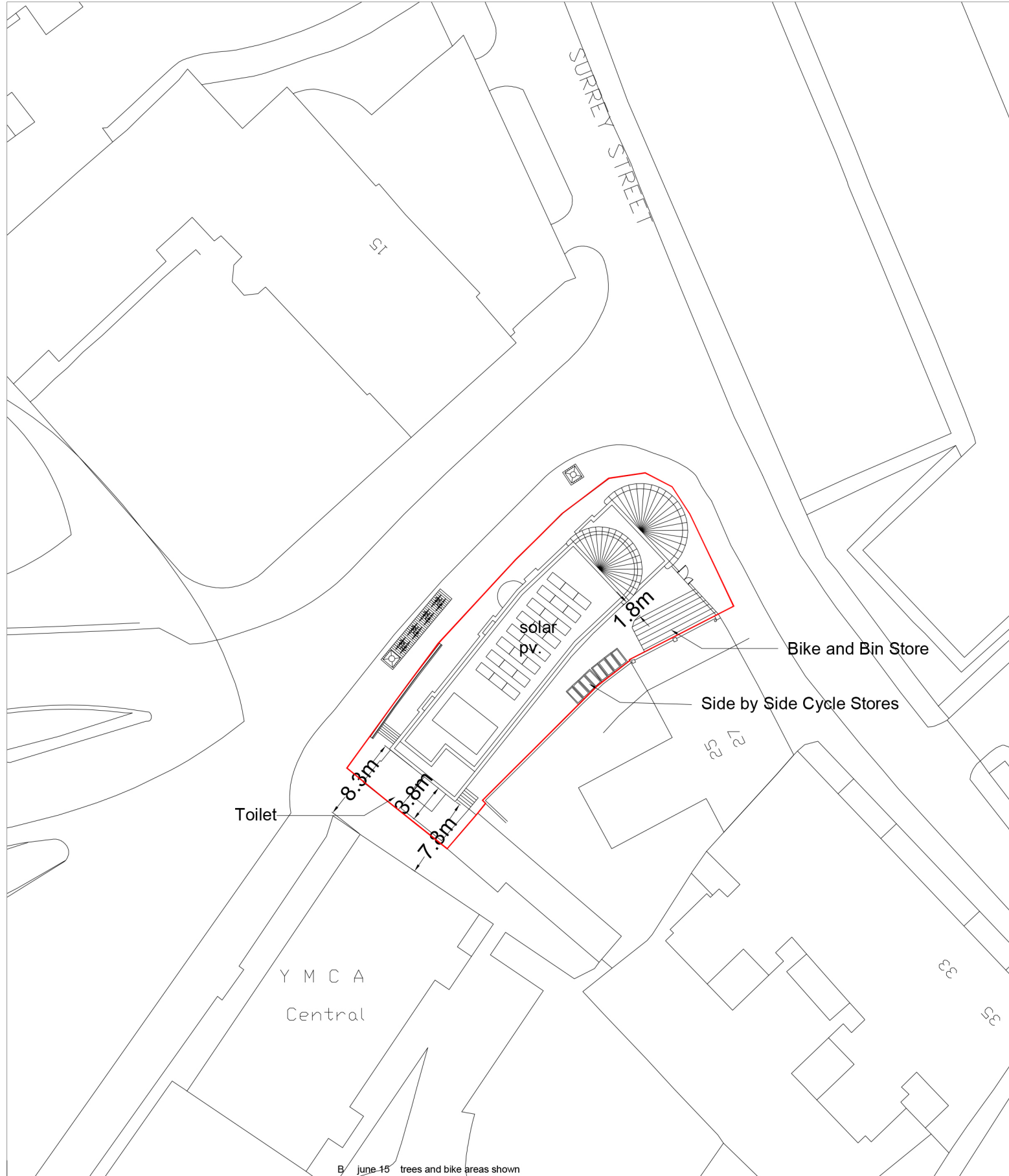
1. Acoustic considerations, re windows and balconies; any noise complaint will be investigated only on the basis that measurements are taken with doors and

windows closed, and proprietary ventilation system provided with the dwelling being in use at the time.

2. Ventilation advice – this is an area of notable air quality concern, and residents are advised to use mechanical ventilation as well as using any windows.
3. Advice for tree planting in the bus station public realm and blue line area, which could be combined with an integrated plan for cycle storage for staff and visitors to the commercial units (as required by Condition).
4. It is highly desirable the mechanical ventilation system required by Condition has adequate dust and pollen filtration, and that these are replaced regularly in line with the manufacturer's instructions. Similarly, the mechanical ventilation system should be regularly serviced and maintained by a competent service engineer in accordance with the manufacturer's instructions. As this will be the principal means of ventilation for the flats it is essential that it be properly maintained.
5. The materials palette should relate and enhance the street scene referencing the historic buildings in the area. It is strongly suggested that a buff, pale yellow brick is used in combination with a painted render (colour such as RAL 1014). This would be reminiscent of the classical creamy Clipsham stone of the nearby Grade I listed *Marble Hall*. Such materials would better enhance the conservation area whilst still allowing the building's design form to then blend into the contemporary designs of the buildings to the south.
6. New properties are not eligible for residential parking permits.
7. Access advice for commercial tenants – Surrey Street is 'access only' for setting down or picking up from certain areas at certain times only.

Article 35(2) statement

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations. Following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



SCALE IN METRES

010203

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A

jan 15

walls and gates + red line added

REV	DATE	DESCRIPTION

Address.

Former Ticket Office Site Surrey Street Norwich Norfolk

Title.

Proposed Block Plan

Plan No.

01-01-15-2-1212 (03B)

Scale

1:500 @ A4

Date:

MAR 15

DRAWN BY

RG

CHECKED BY

AS

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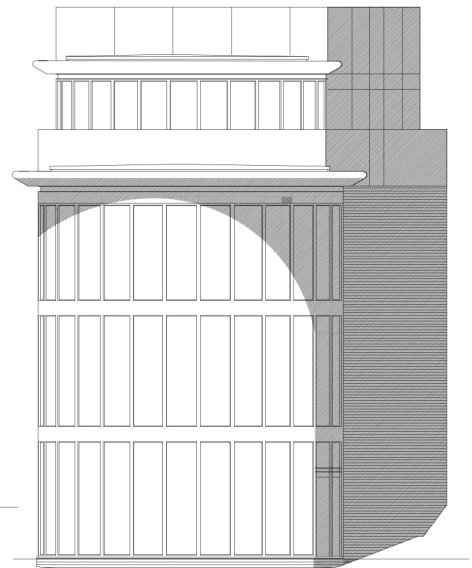
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NORTH

nps group



South West Elevation



North East Elevation



South East Elevation

ALDRIDGE LANDSDELL



North West Elevation

B June 15 Toilets, Top Storey, Parapets, Finishes.

A Jan 15 shower room, rear access, balconies

REV DATE DESCRIPTION

Plan No. 01-01-15-2-1212 (05B)

Scale 1:100 @ A2

Date MAR 2015

DRAWN BY

RG

Title Proposed Elevations

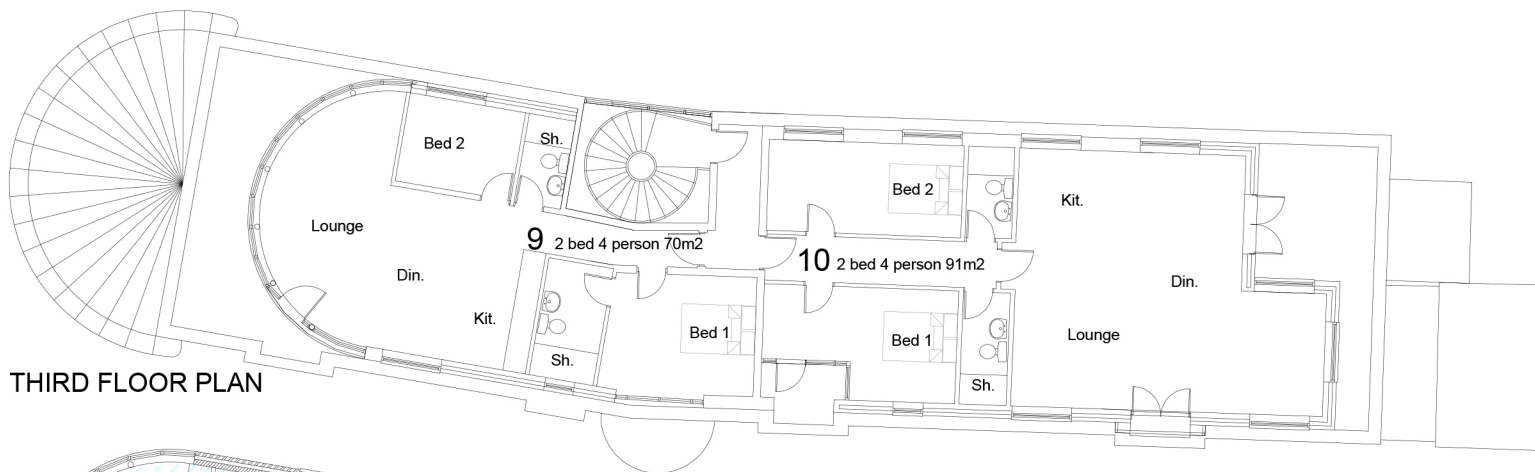
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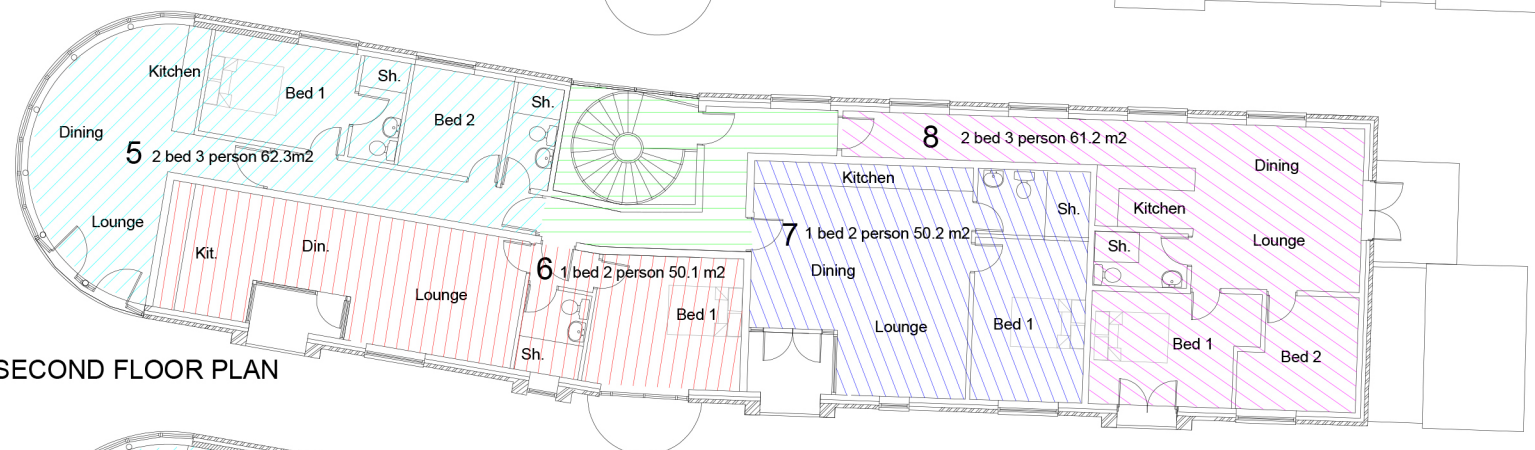
Address Former Ticket Office Site Surrey Street Norwich



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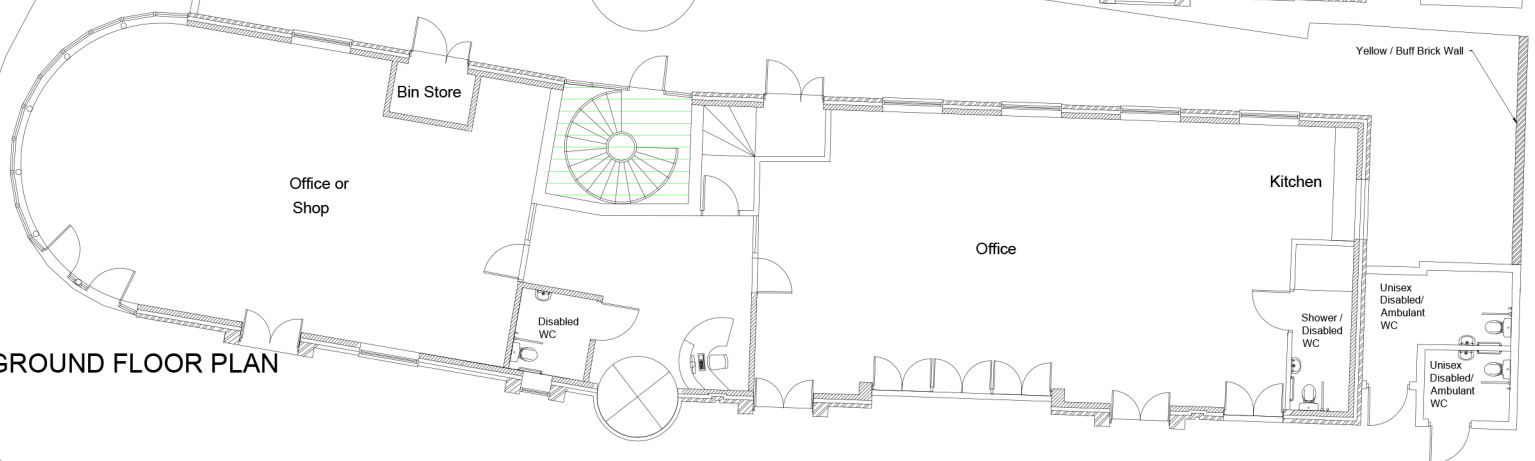
THIRD FLOOR PLAN



SECOND FLOOR PLAN



FIRST FLOOR PLAN



GROUND FLOOR PLAN

C June 15 Toilets, Top Storey revised.
B Apr 15 external areas removed from flat sizes

REV	DATE	DESCRIPTION
A	Jan 15	shower room, rear access, balconies
Plan No. 01-01-15-2-1212 (04C)		
Scale	1:100 @ A2	
Date	MAR 2015	
DRAWN BY	RG	

Title: Proposed Floor Plans

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Address: Former Ticket Office Site Surrey Street Norwich

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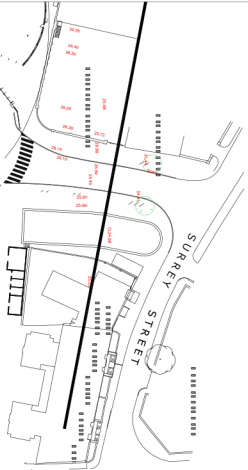
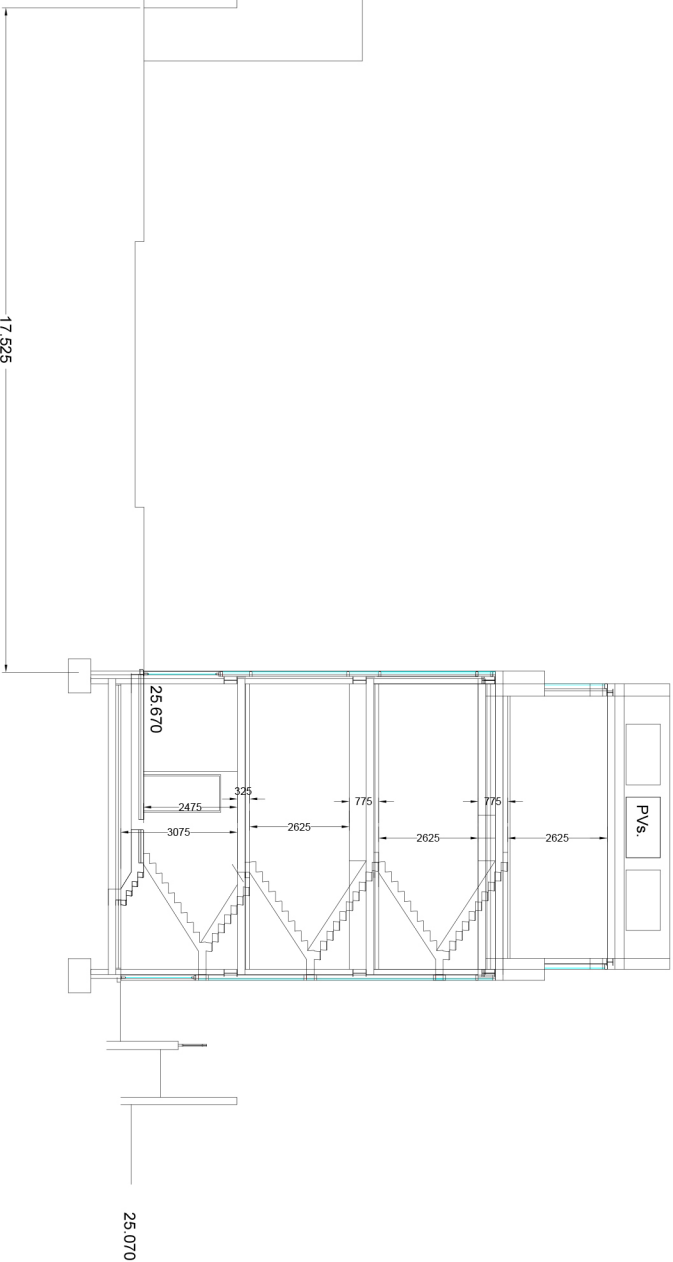
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FREE
SCHOOL

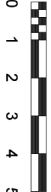
SITE
SECTION

ALDRIDGE
LANDSDEL



KEY

SCALE IN METRES



A		B	
REV	DATE	REV	DATE
1	MAR 15	1	MAR 15
upper floor plans		Roof and parapet details	

Title

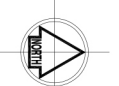
Site Section

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Address

Former Ticket Office Site Surrey Street Norwich





ALDRIDGE
LANDSDELL

PEDESTRIAN ROUTE

8273

Valour / Buff
Facing brick to
L.A. approval

Silver Grey metal
Windows, soffits
and gutters

Performance
Paintwork to L.A.
approval

KEY

SCALE IN METRES



0 1 2 3 4 5 10

B	June 15	toilet, top story, trees
REV	DATE	DESCRIPTION

Plan No.

01-01-15-2-1212 (089)

Scale

1:100 @ A2

Date:

MAR 2015

Title
Street Elevations

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Address
Former Ticket Office Site Survey Sheet Norwich

