

## Report for Resolution

**Report to** Planning Applications Committee  
**Date** 31 March 2011  
**Report of** Head of Planning Services  
**Subject** 10/02177/F & 10/02178/L, Ferry Boat Inn 191 King Street,  
Norwich, NR1 2DF

**Item**  
**5(7)**

### SUMMARY

<b>Description (10/02177/F):</b>	Alterations and extensions to the Ferry Boat Inn and construction of new accommodation block to provide a 150 - 200 bed backpackers' hostel.
<b>Reason for consideration at Committee (10/02177/F):</b>	Objection
<b>Recommendation (10/02177/F):</b>	Approve subject to conditions and the signing of a S106 agreement.
<b>Description (10/02178/L):</b>	Alterations and extensions to the listed building and removal of curtilage buildings to provide a 150 - 200 bed backpackers' hostel.
<b>Reason for consideration at Committee (10/02178/L):</b>	Objection
<b>Recommendation (10/02178/L):</b>	Approve subject to conditions.
<b>Ward:</b>	Thorpe Hamlet
<b>Contact Officer:</b>	Mark Brown Senior Planning Officer 01603 212505
<b>Date of receipt:</b>	15th December 2010
<b>Applicant:</b>	JBP Hostels
<b>Agent:</b>	JBP Hostels

### INTRODUCTION

#### The Site

##### Location and Content

1. The site is located to the east of King Street at its junction with Rouen Road and the Novi Sad bridge. Currently the site is occupied by the Ferry Boat Inn a grade II listed building of 2½ storeys in height in three bays with three large gable dormers extending west over King Street. To the south of the main building is a long stretch of flint wall which forms the south boundary wall to a number of extensions to the rear of the main building there are also a series of single storey extensions which project eastwards towards the main river including a boat house at the eastern end. Although these extensions have some earlier remnants and may be of a similar form to earlier buildings

on the site they primarily date from the late 18<sup>th</sup> and early 19<sup>th</sup> centuries.

2. A detached outbuilding is located to the south of the main block which dates from the 17<sup>th</sup> century although with 18<sup>th</sup> and 19<sup>th</sup> century alterations. The building also contains evidence of an earlier 15<sup>th</sup> century building with a head of a door way from that date surviving within the outbuilding. The outbuilding is not historically connected to the Ferry Boat and is a survival of residential slum clearance and has later formed part of the curtilage of the Ferry Boat as has the car park further to the south which dates from the 1980's.
3. The site is occupied by a number of trees, three Alders are located immediately adjacent to the river on the eastern boundary of the site a Sycamore and an Ash are located more centrally within the site and a Robinia and a three Rowans are located close to the sites access. Two of the Alders and the Ash are identified within the Arboricultural Implications Assessment as category grade B trees (of moderate quality and amenity value), the remaining trees are category C trees (of low quality and amenity value). A provisional tree preservation order has recently been placed on these trees.
4. The River Wensum is located to the east of the site and forms part of the Broads opposite which are residential flats forming part of the wider mixed use riverside area. To the north are brick warehouse buildings hard up against the river which are utilised by community music east. Opposite the site to the west are flat roofed post residential properties original constructed as council housing, to the south of this is a small green space at the junction of Rouen Road and King Street. The Novi Sad Bridge is located to the south and offers important views of the site, further south is Cannon Wharf a recently completely residential scheme which forms part of the wider Read Mills development. To the northwest corner of the Cannon Wharf site is 213 King Street a small two storey grade II listed dwelling which is currently being renovated back to residential use. The site is particularly prominent in views from the east side of the river and from the south on King Street.
5. The site has no specific allocation, however the pub is a protected public house under saved policy SHO21 of the local plan, the site is also located within the City Centre Conservation Area, the main area of archaeological significance, the leisure area and the visitor attraction area. King Street forms part of the strategic cycle network.
6. The site slopes from King Street down towards the river, the site is partly located within flood zone 2 and some parts closest to the river to the northeast of the site are within flood zone 3a.

## **Planning History**

7. Permission was granted in April 2008 (application references 07/01422/F & 07/01421/L) for alterations, conversions of existing outbuildings and extensions to the building to facilitate new dining and lounge areas associated with the public house.
8. Listed and full applications 10/01471/F & 10/01472/L for similar proposals to provide for a backpackers hostel on the site were withdrawn in November 2010.

## Equality and Diversity Issues

9. There are not considered to be any significant equality or diversity issues.

## The Proposal

10. The proposals seek the conversion of the main Ferry Boat building, demolition of the single storey extensions running down to the river at the rear and removal of the outbuilding to provide for the redevelopment of the site to a backpackers hostel (sui generis), the proposals include associated canoe and cycle hire facilities. The ground floor frontage of the original public house is retained in the proposals as a small bar and new single and two storey extensions run down to the river along the northern boundary of the site. At ground floor these provide social seating/living areas, boat and cycle hire storage with associated showers, toilets and changing facilities, and closest to the river a cafe/cooking area. At first floor level within these extensions there are two dormitories.
11. To the south of the site the main accommodation block is proposed on the site of the current car park and outbuilding. The building is five storeys in height. The block contains a lower ground floor car park area with 9 parking spaces including one disabled space, areas for cycle parking and a bin storage area. This parking area would be accessed from the sites existing access to King Street. Above this within the block are four dormitories and a further 49 bedrooms arranged either with a single room and en-suite or as two bedrooms sharing an en-suite. At first floor level in the northern side of the block a function room with associated kitchen/bar is proposed.
12. The accommodation block is linked to the original Ferry Boat Inn via a single storey link building which would act as the reception area for the hostel. To the east of this is a small external area leading down to the river with a series of ramps to provide level access to the river frontage and a launch area for canoes.

## Representations Received

13. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing.
14. 21 letters of objection have been received from nearby residents citing the issues as summarised in the table below.

Issues Raised	Response
The scale is out of keeping with the area, the density, size and layout are all too large for the site.	See paragraphs 54-59.
The building is overtly dominant due to its height and proximity to boundaries and the open aspect to Novi Sad Bridge would be lost.	See paragraph 61.
The building would dominate over the adjacent grade II listed Ferry Boat Inn and 213 King Street.	See paragraphs 50-53 and 60-62.
Design of the elevation facing south is poor and inappropriate for the area.	See paragraphs 57, 61, 63 and 66.

Lack of parking for guests and staff and lack of public transport which serves the site would put pressure on parking in the area.	See paragraphs 76-84.
The pedestrian, cycle and vehicular traffic will necessitate an upgrading of the facilities and widening of pavements along King Street.	See paragraphs 76-84.
Concern over the loss of trees on the site	See paragraphs 90-95.
Amenity disturbance from customers comings and goings and congregating outside the premises. Concerns are also raised that the development could lead to anti-social behaviour.	See paragraphs 70 and 96-100.
Concern over the amenity impact of noise from the function room.	See paragraph 99.
Concern that there would be little demand for the hostel which may lead to a future change in the use of the site.	See paragraph 49.
The site is not an appropriate location for the development in a residential area and also referring to the site directly to the north being identified in the site allocations consultation document for residential redevelopment.	See paragraphs 39-45.

15. Ten letters have been sent from neighbouring residents to the Councils Tree Protection Officer requesting a tree preservation order be placed on the site. The Councils Tree Protection Officer has placed a provisional order on the site. Twelve objections have been received to the order.

16. A petition with 99 separate signatures has been received objecting to the application in its current form although broadly supporting the concept and development of the land. Concerns raised are:

- that the development is out of scale in terms of density, size and layout;
- noise from the function areas;
- concern over public order;
- the building is over dominant due to its height immediately adjacent to the sites boundary and the buildings external appearance;
- the use is inappropriate within a primarily residential area; and,
- residential amenity suggesting that the wall adjacent to Novi Sad Bridge should be set back to maintain an open aspect to the bridge.

17. A letter has been received on behalf of the Cannon Wharf Residents Association objecting to the application and raising the following concerns:

- Over dominant and over bearing – due to the buildings location hard up against the north and east boundaries without adequate recess or transition to the riverside. Concerns over the impact on Novi Sad Bridge which would be flanked by an ‘uninteresting pastiche mill’ elevation.

- Siting – It is suggested that this is not the right location for a backpackers hostel in a predominately residential area with possible further residential allocations around the site. Concern is also raised that the Ferry Boat Inn would be dwarfed by the new building and that the 'barrack style' block will not enhance the setting of the listed building.
- Trees – trees on the site should be protected as they provide an attractive backdrop to the river, soften the edges and provide an established visual amenity in a built-up area.
- Parking – concerns raised over the lack of parking for visitors and staff and that this will lead to on-street parking to the detriment of highway safety. It is suggested that a cycle crossing and upgraded cycle storage facilities should be included and that further details of waste collection should be provided.
- Future Use – concern is raised over the demand for the hostel and speculates over possible future alternative uses.

18.25 letters of support have been received making the comments as summarised below:

- The project provides for sustainable regeneration;
- The proposals would provide for the creation of jobs;
- The proposals would attract people to Norwich;
- The proposals would provide an economic boost to existing business and the tourism economy;
- The proposals would help to raise Norwich as a tourism destination;
- The project will support the national trail as there are good public transport routes out of Norwich;
- It would bring the listed building back into use;
- The proposals would regenerate a run down site in King Street;
- The building would be in scale with Cannon Wharf;
- The proposals would not unreasonably overlook other properties;
- Support is given for the cycle hire facilities.

Of these 25 letters four are from residents/businesses in the nearby vicinity, 6 are from residents/businesses in the Norwich Area, 8 are from residents/businesses in Norfolk and 6 are from businesses further afield.

## Consultation Responses

### 19. Anglian Water

Request a condition requiring a surface water strategy to be submitted and approved and a number of informative notes to be appended to any decision to approve the application.

### 20. Broadland District Council – Business Support & Leisure Manager

I would be extremely supportive of this application from an economic development perspective which, if successful, would add a valuable facility to this area. No other facility such as this currently operates within the immediate area and I believe that provision of such a facility would prove to be an extremely valuable asset. Not only will it provide a facility, currently lacking, for visitors to the area, but would also significantly impact on the Tourism offer, enhancing the positive, quality visitor experience of the area. Backpacking is a growing market and if we are to be able to service the demand for accommodation, facilities as detailed in the application will be crucial. The applicant clearly has a proven track record in operating this type of operation and therefore I am

more than confident that, if the facility does indeed go ahead, Norwich Backpackers will be a great success. As stated above, from an economic development point of view, I would wholeheartedly support this application.

## 21. Broads Authority – Planning Services

Make the following comments:

**Loss of trees** – the loss of the existing riverside trees is regrettable, though perhaps understandable given the proposed use of the site. It would be preferable if the scheme were to incorporate planting in mitigation on the application site.

**Impact on tourism network** – The creation of a new 150-200 bed business to provide hostel style accommodation in the heart of the city of Norwich is considered to be of substantial benefit to the Broads area, and accords with policies in the Broads Core Strategy document which seek to enhance gateways to the Broads and support and develop the tourist network in the area.

It is considered that the provision of a large number of hostel style beds would open the city and the Broads area to a new type of visitor and has the potential to increase international recognition of the Broads as an outstanding visitor destination.

**Riverside Walk** – As stated in response to the previous application, provision for an extension to the Riverside Walk is considered vital to the acceptability of any redevelopment of this site; to allow development to proceed without incorporating this element would be an opportunity lost forever to extend and enhance a significant asset to both the city and the Broads area within the city.

Whilst the applicant has stated that the proposed new floating pontoon could be used as part of a new Riverside Walk it is the case that no application has been received for such a pontoon and, as such, the Authority cannot consider that this presents itself as a suitable alternative. Provision should be made for an extended Riverside Walk within the site itself: whilst use of a pontoon to accommodate a walkway is a preferable option to making no provision for an extended Riverside Walk it would be better still to incorporate an extension to the walkway into the site.

## 22. Broads Authority – Tourism Development

- Support the proposals which will provide a tremendous boost to tourism on Norwich and the Broads where there is a shortage of accommodation;
- Welcome that sustainability is an underlying principle;
- Proposals for canoe and bike hire are welcomed and will link well with existing centres in the Broads.

## 23. Broads Tourism Forum

On behalf of the Broads Tourism Forum I would like to offer our support. Currently group accommodation within the Broads tourism area is limited; there are no YHA Youth Hostels in the Broads area. Therefore we believe the introduction of a backpackers' facility adjacent to the River Wensum in Norwich will greatly enhance the Broads tourism offer. Adding to the range of accommodation types in the area will lead to an increase in visitors to the area. This will then benefit existing Broads businesses. The provision of canoe and cycle hire facilities from the proposed backpackers' hostel in Norwich will also be a

very welcome addition to the range of sustainable activities available for visitors. The provision of these sustainable facilities will fulfill action points in 'A strategy and Action Plan for Sustainable Tourism in the Broads 2011 to 2015'.

#### 24. Councillor Grahame

I would like to re-iterate my support for the Application for Backpacker Hostel on Ferry Boat site, as re-submitted. In these difficult times, I feel there is all the more need to welcome the economic boost this would give to the area. The alternatives of a still derelict site, or another struggling pub would not be good for Thorpe Hamlet or Norwich.

I represent residents who are for and against the Backpackers' Hostel.

Those against have legitimate concerns related to noise, traffic, visual impact, proximity to bridge, trees, and most significantly, the possibility that future use may be different to what is currently planned.

I believe all of these concerns can be or have been addressed.

However many residents, including local businesses welcome the prospect of employment, footfall and pro-social development in the immediate and wider area. Thorpe Hamlet is the only ward in Norwich where unemployment has increased over the last year, and it's now the 3rd highest in the city, overtaking Wensum and Catton Grove.

Turning down the Backpackers would leave the site considerable time, with the prospect of noisier and less social activities, particularly at night, and without the economic development and employment opportunities offered by this project.

I would like to add my support for permission being granted for the Backpackers Hostel to go ahead, on condition of usage staying as planned, with particular regard to evening activities.

#### 25. Design and Conservation

Following amendments to the original scheme I have no further objections to the listed building consent and planning application subject to a comprehensive set of conditions to cover various elements in more detail.

It is pleasing to see that the current application has now provided more historical information that was missing in the previous submission. It is unusual that the applicants have however written about the design being based on historic rural mills...however such design practices may well have been used to design lightweight C18 and C19 industrial units on the riverside, and examples of such weatherboard construction can still be found on the Colman Site. The overall design approach will not therefore in my opinion appear out of place in the King Street/Riverside setting. It is unfortunate that the design and access statement does not place the proposed design of the building within the context of the city centre conservation area.

For ease of assessment it is practical to divide the work into the four sections identified in the design and access statement:

## **Principal Ferryboat building**

Apart from the rear extension (dealt with separately) there is little proposed change to the principal part of the grade II listed building. It is good that the bar is being retained and the former pub will see some viable use. I would recommend an informative condition for us to be advised of any further work to the building that may come about once work commences.

## **The rear extension/boat house**

As stated previously the relatively recent alterations and poor condition of the boat house and rear extension mean that it now has less historic significance in terms of actual built fabric. I do not therefore object in principle to the new buildings at the rear. Development along the riverbank was crammed and relatively haphazard for much of the C19 and C20, and I therefore consider it would not be incongruous to have a variety of roof pitches, some of which are lower than normal roof pitches. Little thought was given to aesthetics of buildings fronting the river as it was an industrial environment, and buildings were designed more to accommodate their use. The use of timber is appropriate for the context. I would recommend conditions for materials, joinery (external doors etc). It would also be useful to have more detailed drawings of the brick surrounds for the window insertions into the historic wall, including brick and mortar, as these are historic walls. Also details of the timber post. Details of eaves, verges and guttering, none of which are provided with the application. Rooflights to be conservation rooflights and solar panels (to be set into roof rather than on top). Also, importantly, there is little detail on flues.

## **Link block**

Although this design concept of the 'living roof' appears interesting, there is still a lack of detail as to how it will actually work, and there is always the danger that it may later lead to redesign that would result in a less 'lightweight' building structure. It is therefore important to condition all aspects of design. It is pleasing to see that the C15 arch being retained, however it is important that it is retained in its existing position otherwise it will lose all historic integrity and there is little point in its retention. The approach to retaining it within the wall with the glass viewing platform is a good idea and will help to make it into an interesting feature...I would suggest a condition to cover further detailed drawing of this area to ensure that the feature is adequately consolidated/preserved in situ. It may be considered to include an historic interpretation condition so that this feature is adequately described. With regard to materials, although the applicants state that they are very competent at building flint walls, this will be an important aspect to condition in order to get the right flints and the right balance of mortar to flint suitable for Norwich.

## **Accommodation block**

Although the general scale and massing of the block appears quite large and bulky, this is not without precedent within the riverside setting. The amendment to include a more active frontage (or at least the impression of an active frontage) with grill vents to the car park at ground floor level is welcomed. Although the shrubs are indicated at ground floor level to the front of the building, this needs to be a carefully thought through landscaping as it is adjacent to the public footpath...the planting needs to be robust. Considering the area, there might also be some concern regarding needles etc being shoved into a shrubbery that is too thick....less thick/more transparent vegetation might be appropriate such as grasses etc. This needs to be conditioned carefully (separately to general landscaping condition or specifically identified in the condition?). Condition required for all



materials...presumably 'industrial roof' would be standing seam? And there are no details on how solar panels/ pv's will fit into it?

Materials for landscaping (both hard and soft) also require conditioning.

With regard to archaeological conditioning, the area is clearly of some archaeological significance and Norfolk Landscape Archaeology will no doubt request some investigative digging. However, with regard to above ground archaeology, the existing building (including the curtilage buildings to be demolished) are adequately recorded in the Wilson Compton report.

## 26. English Heritage

The current applications follow the withdrawal of previous similar applications on this site. Whilst English Heritage did not object to the principle of conversion to a Backpackers Hostel, we raised a number of issues which we wished to see addressed before the proposals were approved.

Following the submission of our advice we had discussions with the applicant and his designer and received further information to clarify a number of points raised, and we are pleased to note that this additional information has been carried forward into these revised applications. However, the diagrammatic nature of a number of the drawings mean that a lot of the details and materials are still need to be resolved satisfactorily and, in the event that these revised applications are now to be approved, English Heritage recommend that appropriate conditions are included to ensure this takes place. In particular we recommend conditions to control the following:

- Method statement for the temporary supporting of the retained central wall and archway to the outbuilding during the course of the demolition and excavations for new foundations/drainage/services etc;
- Window and door details, including glazing bars, opening lights, relationship to cladding, cill details etc;
- All external materials;
- Details of photovoltaic cells to be incorporated into industrial roofing on King Street Elevation;
- Materials and colours for external signage (and any lighting);
- Details of flues from café ovens and wood burner;
- Hard and soft landscaping;
- External lighting.

## 27. Emergency Planning – No response received

## 28. Environment Agency

Provided that your Authority is satisfied with the safety of the proposed development in an extreme flood event, we have no objections to the application subject to the planning conditions for minimum finished floor levels and a scheme of flood proofing measures.

The remainder of the response is extensive and has been summarised below:

- A Flood Warning and Evacuation Plan is recommended as a condition to manage the safety of the development in the event of a flood, particularly the café/kitchen, boat hire, canoe storage and car park aspects of the development, which may flood in an extreme flood event. The response advises that the Local Planning Authority will need to be satisfied that the proposals to manage safety during a flood event are satisfactory (such as measures on the receipt of a flood warning and in an unexpected flood event to move people out of those areas susceptible to flooding and to close the car park area).
- Assurance should be sought that surface water will be managed in line with standing advice to promote the use of sustainable urban drainage systems.
- The response notes that flood defence consent has been obtained.
- The response notes that a sequential test has been undertaken.
- The response recommends consultation with Anglia Water in relation to capacity of the sewer network.
- The site is classified as being within Source Protection Zone 1 of our groundwater protection policy. This means that any pollutants entering the groundwater below this site could contaminate the public water drinking supply and be abstracted within 50 days. The pollution of ground water and/or surface water is an offence under the Water Resources Act 1991 so the applicant must be satisfied they have adequate pollution control measures in place.
- Due to water pressures in the region we consider it is particularly important that water efficiency measures are incorporated into this scheme. Use of water efficient systems and fittings are promoted as is greywater recycling and rainwater harvesting. It is recommended that a scheme for water efficiency be conditioned and include detailed information (capacities, consumption rates, etc) on proposed water saving measures.

## 29. Environmental Health – Health and Safety

Makes general comments about health and safety at work to be passed on to the applicant such as provision of sanitary facilities for staff and users of the cafe/bar, manual handling of canoes and refuse bins. Comments are made over safety around the river including the need for use of buoyancy aids for people using the pontoon. It is also suggested that consideration needs to be given to the way pedestrians and vehicles circulate to ensure sufficient separation to prevent danger.

Response - These comments are considered to be of limited weight and having considered their implications for the proposals layout they are not considered to have any significant implications in planning terms but can be passed onto the applicant for information. Issues of health and safety can also be controlled via separate legislation.

## 30. Environmental Health

Request the following conditions:

- Details of for the installation of plant and machinery at the premises along with details to mitigate noise and vibration.
- Details of external lighting.
- Details of extraction and ventilation systems including details of flues and filtration.
- A restriction on trade deliveries to only take place between the hours of 07:00 and 19:00 and for not trade deliveries on Sundays or Bank Holidays.

Informative notes are also suggested relating to considerate construction, asbestos surveys are the removal of materials from site.

### 31. Natural Areas Officer

The ecological assessment for this site is comprehensive and I have nothing really to add. I would endorse the proposed mitigation measures, especially the comments on lighting (Section 5.8), as judging from both the Ecology Consultancy survey and my own observations of this area it does seem to be a popular location for foraging bats.

### 32. Norfolk and Norwich Heritage Trust (Dragon Hall)

The proposal to develop the site as a backpackers hostel will bring an empty building back into use and attract more people to the area, making an important contribution to the economic and cultural life of this part of the city as well as to the ongoing regeneration of the area. We are also optimistic that dragon Hall could benefit from an increase in the number of visitors as a result of having visitor accommodation in the immediate vicinity. Therefore we wish to give our support to what we believe is a positive development within the King Street area.

### 33. Norfolk Constabulary Architectural Liaison Officer

Correspondence in the application indicates that the real ale shop/bar will be open to members of the public who can access the premises from the street. I assume it goes without saying that backpacker residents will be encouraged to visit the retail area. To prevent criminal offences being committed it is important that there are access control measures implemented to prevent unauthorised members of the public entering the rest of the complex, to areas such as the cooking and café etc, after leaving the bar area.

As stated in my previous comments in August 2010, the car parking area is vulnerable due to a lack of surveillance; the office has a very limited view of this area and these vulnerable areas should be protected by a CCTV camera system, with monitor visible to a large number of persons in the bar. Approved CCTV signage will add to the protection provided by this system.

At the bottom of the slope to the car park, there should be a barrier rather than a bollard preventing unauthorised access. A 'see through' roller shutter system operated by a swipe or code will prevent unauthorised entry and will provide surveillance into that area.

The open internal central area should also be protected by CCTV to counter any unauthorised access or even inappropriate behaviour by residents in that area.

### 34. Norfolk Landscape Archaeology

The site is located within the main area of archaeological significance – three part condition is required.

### 35. Norwich Society

We still strongly approve of this scheme; it will provide much-needed accommodation in a historic quarter, and make good use of the riverside site. Aesthetically it is a great improvement on many of the massive, ugly new blocks of flats, and will ameliorate their appearance by providing a fitting waterfront façade.

### 36. Planning Policy

The principle of the conversion from a public house to a backpackers' hostel is acceptable in policy terms, but I would recommend retaining historic features of the former public house to ensure the proposal is in accordance with SHO21 and the provision of historic interpretative signage in line with policy TVA8. Consideration would also be needed into design, flood risk, protected species and transport considerations.

### 37. Tree protection officer

A number of responses have been received from the tree protection officer objecting to the loss of trees on the site without spatial provision to provide for replacement planting on the site. The most recent response in relation to a suggestion for replacement planting off site and a financial contribution for this is detailed below.

I still do not agree with the loss of all trees from this site with provision for only one on-site replacement tree which inevitably must be a species of limited size in relation to available space, in order for it to achieve its natural size and form within the development. The principle of removing trees from a site and replacing them elsewhere in the City on Council land is fundamentally flawed in terms of sustainability and would be inconsistent with the council's historic approach to such matters. Although the Council may gain in terms of its own tree stock it will be with the accompanying, ongoing management and maintenance costs.

If planning permission is granted for the scheme on this basis then an appropriate level of commuted sum will need to be agreed; working on the basis that 20 no. trees will be funded in order to mitigate the loss of the mature tree cover from the site, and factoring in maintenance costs for 20 years, a commuted sum of £ 12,183.40 would be appropriate. The choice of species and siting of trees should be in accord with the strategic planting aims of the Council's arboricultural officer; the choice of tree species, supply source and siting should therefore be made by the arboricultural officer.

### 38. Transport

Raises no objection to the principle of this development and welcomes the addition to the City Centre in transport terms, as it is likely to encourage the use of sustainable transport modes.

Whilst I appreciate that some changes have been made, and the layout of the cycle parking is now acceptable, I still have significant concerns over some of the details of the scheme. So far as I can tell, the ramp down into the car park is going to be extremely steep (looks like steeper than 1:4, and nearer 1:3 on the inside bend of the ramp). I really don't think that this is going to be practical as an access to a car park, particularly in wet or icy weather. In reality, I think that the ramp will have to extend well into the car park area, and that will impact both on the internal layout, and on the head height available at the entrance, potentially preventing any use by minibuses.

Coupled with this, I still cannot work out how the bin store functions. The level access out onto King Street is sensible, but the store itself is elevated substantially above floor level, and I cannot work out how you get to the personnel door. My main concern is that the arrangements shown simply aren't buildable in a way that will actually work.

As the number of deliveries anticipated is relatively low, in principle I would not object to this taking place from the street. I really don't understand quite how this is actually going to work, though, as there is no obvious place to deliver to, no clear routes within the site and all the doors are quite narrow. I also cannot see any convenient location for items that are delivered to be left, whilst they are distributed around the site. I appreciate that this sort of stuff is not very glamorous but there is potentially a lot of internal management that will need to be integral to the operation of this site, and once the scheme is built, it will be very hard to retrofit.

In terms of the Transport Contribution, I accept that the level of traffic created by this development is not likely to cause any appreciable problem on the surrounding road network, and that it is the net increase (rather than the traffic generation of the development as a whole) that needs to be considered. That being said (and whilst I do believe that it is likely that the Hostel will have a significantly smaller impact than an equivalent hotel), the transport contribution policy is not predicated on dealing with unacceptable traffic impact. It is there to ensure that any impact is mitigated through the provision of sustainable transport options that will encourage an equivalent modal shift elsewhere in the area to result in a no net increase in traffic in the City, to comply with a major policy objective of NATS.

I can, and previously have, accepted that the conversion/extension of the existing building is unlikely to have increased traffic movements over the previous use (and for simplicity we look at peak hour movements to establish the overall impact to be mitigated). I cannot, however, believe that the very high level of additional development on this site will lead to no additional peak hour traffic movements over the previous use

My calculation, based on an assumption that the Hostel would operate as a hotel, suggested a payment of around £29,000, representing an expectation that it would attract 7-8 peak hour traffic movements. The information now supplied by the applicants now shows that it is likely to be much lower than this.

The statement supplied suggests that customers to the Hostel would create 3 peak hour movements. If we were to accept that all other peak hour movements associated with the operation of the site were equivalent to what would have previously occurred with the previous use of a site as a pub, and accept that all other new movements associated with this use would be outside peak hours, that would represent a contribution of £11,400. I think it is important that the applicant realises that much of the infrastructure that makes this area so appropriate for this proposed use (the bridge links, and the pedestrianisation/closure of King Street has been supported by developer contributions that we have routinely requested from the numerous developments that have occurred in the area over the last 20 years. This is a significant development, and in my opinion should support the improvement of sustainable transport infrastructure, just as every other development has done. I hope this reduced level of contribution, based on the figures that they have given, will be acceptable to the applicants.

# **ASSESSMENT OF PLANNING CONSIDERATIONS**

## **Relevant Planning Policies**

### **Relevant National Planning Policies**

PPS1 – Delivering Sustainable Development  
PPS4 – Planning for Sustainable Economic Growth  
PPS5 – Planning for the Historic Environment  
PPS9 – Biodiversity and Geological Conservation  
PPS23 – Planning and Pollution Control  
PPS25 – Development and Flood Risk  
PPG13 – Transport  
PPG24 – Planning and Noise  
Good Practice Guide on Planning and Tourism

### **Relevant Strategic Regional Planning Policies**

Policies of the adopted East of England Plan Regional Spatial Strategy, May 2008

E6 – Tourism  
T8 – Local Roads  
T9 – Walking Cycling and Other Non-Motorised Transport  
ENV6 – The Historic Environment  
ENV7 – Quality in the Built Environment  
ENG1 – Carbon Dioxide Emissions and Energy Performance  
WM6 – Waste Management in Developments  
NR1 – Norwich Key Centre for Development and Change

### **Local Development Framework**

Policies of the emerging Joint Core Strategy (JCS) as amended by the inspectors report of 27 February 2011, likely to be adopted on 24 March 2011

Policy 1 – Addressing Climate Change and Protecting Environmental Assets  
Policy 2 – Promoting Good Design  
Policy 3 – Energy and Water  
Policy 5 – The Economy  
Policy 11 – Norwich City Centre  
Policy 20 – Implementation

### **Relevant Local Plan Policies**

Saved policies of the adopted City of Norwich Replacement Local Plan, November 2004

NE3 – Tree Protection  
NE8 – Management of Features of Wildlife Importance and Biodiversity  
NE9 – Comprehensive Landscaping  
HBE3 – Area of Main Archaeological Interest  
HBE8 – Development in Conservation Areas  
HBE9 – Listed Buildings  
HBE12 – High Quality Design  
HBE13 – Protection of Major Views and Height of Buildings  
HBE19 – Design for Safety and Security (to be deleted on adoption of the JCS)  
EP1 – Contaminated Land  
EP12 – Flood Risk (to be deleted on adoption of the JCS)  
EP16 – Water Conservation and Sustainable Drainage Systems

EP17 – Protection of Watercourse from Pollution  
 EP18 – High Standard of Energy Efficiency  
 EP20 – Sustainable Use of Materials  
 EP22 – Amenity  
 TVA3 – Waterborne Tourism and River Moorings  
 TVA4 – Visitor Attraction Area  
 TVA6 – Other Proposals for Hotels and Visitor Accommodation  
 TVA8 – Heritage Interpretation  
 SHO21 – Historic Public Houses  
 AEC1 – Leisure Area  
 SR11 – Riverside Walks  
 TRA3 – Model Shift Measures in Support of NATS  
 TRA5 – Approach to Design for Vehicle Movement and Special Needs  
 TRA6 – Parking Standards Maxima  
 TRA7 – Cycle Parking Standards  
 TRA8 – Servicing  
 TRA11 – Contributions for Transport Improvements  
 TRA12 – Travel Plans  
 TRA15 – Strategic Cycle Network  
 CC11 – King Street Area

### **Supplementary Planning Documents (SPD) and Guidance (SPG)**

- Green Links and Riverside Walks SPD, December 2006
- Heritage Interpretation SPD, December 2006
- Trees and Development SPD, September 2007
- Transport Contributions SPG, December 2002 and SPD Draft for Consultation

### **Other Material Considerations**

- City Centre Conservation Area Appraisal September 2007.
- Site Allocations Development Plan Document - Shortlisted Development Sites Consultation Document
- Development Management Policies Development Plan Document Draft for Consultation
- Broads Plan 2011 A Strategic Plan to Manage the Norfolk and Suffolk Broads – Revised Draft for Public Consultations.
- Broads Core Strategy Development Plan Document adopted September 2007.

## **Principle of Development**

### **Policy Considerations**

39. Policy TVA6 deals with proposals for visitor accommodation on unallocated sites. This policy allows for new visitor accommodation in principle subject to:
- the proposals being mixed use if appropriate and located within the City Centre;
  - the proposals can be accommodated without damage to the visual appearance historic or architectural interest of the building;
  - the site not being located within a predominantly residential area;
  - the proposal involving conversion or redevelopment of a brownfield site.
40. In this case the proposals are located on a brownfield site within the City Centre, the proposals are mixed use and are not considered to be located within a pre-dominantly residential area. An assessment of the proposals implications for existing buildings on the site is given further in the sections below.

41. Concern has been raised that the site is within a predominantly residential area. Whilst residential uses are located to the south and west of the site to the north and east the areas are extremely mixed with residential in mix with employment, cultural and retail uses. The area is identified under policy CC11 as an area within which mixed use regeneration is encouraged including amongst others tourism development. Policies AEC1 and TVA4 also identify the area as a location for leisure, cultural and visitor facilities in principle. It is also relevant to note that the allocation for Cannon Wharf required that site to be mixed use and the original approved included a restaurant which following some resistance was permitted to be changed to flats on the basis of viability information submitted for the site.
42. The site to the north is currently identified under the site allocations development plan consultation document for housing. This plan along with the development management development plan consultation document can be given very little weight at their current stage. Nevertheless it is relevant to note that whilst there are housing allocations within the City Centre, a mixed use approach of housing in mix with other uses is encouraged in general under the draft development management policies. Policy 11 of the JCS identifies Norwich City Centre as a location for mixed use redevelopment and promotes additional tourism facilities to strengthening of the City's role as a cultural centre and visitor destination. Clearly where mixed use development is promoted, there are likely to be implications for residential amenity which would need to be assessed and mitigated, such implications are discussed further in the sections below.
43. In addition to the above PPS1, regional policy E6, policy 5 of the JCS and the good practice guide for tourism promote sustainable tourism, whilst regional policies NR1 and policy 11 of the JCS identify Norwich City Centre as a key location for such growth.
44. The site is also located adjacent to the Broads and the proposals allow for access to, and facilities to promote use of the Broads. The Broads Plan and Broads Core Strategy, whilst they are of limited weight, are considered to be material considerations and have relevance in that they outline the strategic direction and objectives for the Broads Area and proposals such as this can influence the achievement of these. As well as promoting the navigation of and the ecological and landscape enhancement of the Broads, a key objective of both documents is to promote access to the Broads and improve visitor facilities.
45. On the basis of the above the site is considered to be an appropriate location for such a facility providing new visitor accommodation and facilities in Norwich City Centre and with excellent access to the Broads.

### **Historic Public House**

46. The Ferry Boat Inn is a protected Historic Public House under policy SHO21. This policy seeks the protection of Historic Public Houses unless it is shown to be unviable and if so alternative uses should only be permitted where public access is maintained and internal fixtures and fittings are retained.
47. The proposals do not retain the whole of the existing ground floor bars to the public, although they do retain the original ground floor front bar as part of the proposals. Whilst retention of a large area of the building in public house use may have been desirable. The pub has now been vacant for almost five years, and the proposals offer a compromise which will enable the front bar and history of the public house to continue alongside what is considered to be a compatible use which should help to ensure the site and pubs future viability. Implications for the listed building are discussed further in



the sections below.

48. Policy TVA8 requires major new development proposals to include heritage interpretation. Given the nature of the proposed use and the sites history this is considered to be particularly appropriate in this case. It is suggested that the provision of heritage interpretation form a condition of any consent and that information is provided near the Ferry Boat on the King Street frontage and also within the site, with specific reference to the C15<sup>th</sup> door arch which is discussed further at paragraph 52 below.

### **Future Use**

49. A number of objections have raised concern over the possible future alternative uses of the site. The proposal is for a sui generis backpackers hostel and any material change of use away from this would not be possible without a further planning application for change of use which would have to be considered on its own merits.

## **Design, Historic Environment & Energy Efficiency**

### **Demolition**

50. The proposals involve the retention of the main Ferry Boat building and the flint wall which runs east parallel with the southern wall of the main building. The remainder of extensions to the rear running east to the River are proposed for demolition as is the brick and flint outbuilding.
51. The buildings running back to the river behind the main Ferry Boat building have some earlier remnants and may be of a similar form to earlier buildings on the site, however there have been significant alternations and rebuilding of some parts and they primarily date from the C19<sup>th</sup>. Their removal and replacement as proposed is considered to be acceptable subject to the retention of the southern flint wall.
52. The southern flint wall is proposed to be largely retained although with some new openings within it. Significant further detail will be required via condition on any approval to detail how the wall would be retained during demolition and incorporated into the new building, along with specifications and method statements for the new openings.
53. The outbuilding dates from the C17<sup>th</sup> although has been altered in the 18<sup>th</sup> and 19<sup>th</sup> centuries. It would have been desirable to incorporate the retention of the building into the redevelopment of the site and this has been suggested to the applicant, although the applicant has been reluctant to amend the proposals in order provide for this. This loss would need to be weighed against the benefits of the proposals. The most significant part of the building is a C15<sup>th</sup> head of a doorway which indicates the remnants of an earlier building. This is indentified as being of high significance and should be retained in situ. The proposal has allowed for this and its retention in the outer wall of the link building. Full details for the retention of this section of the building in situ and for the incorporation of it into the new link building would need to form a condition of any consent.

### **Layout & Scale**

54. With reference to the new build elements, the proposals can be considered in three parts. The new extensions to the rear of the Ferry Boat running down to the river. The link building and the accommodation block.

55. The new extensions to the rear of the Ferry Boat are of a similar footprint to the current buildings in this location, with a series of pitched gable roofs dropping down towards the river. The section closest to the back of the Ferry Boat is two storeys and significantly taller than current extensions. The extensions do not cover anything of particular significance to the rear of the building. The extensions are fairly simple in their form with pitched pan tile roofs and timber cladding.
56. The new accommodation block located to the southern end of the site is the most significant element of the proposals. This consists of a single block arranged in three bays with gables projecting back from the River with a further bay perpendicular to the three with a pitched roof to the western side of the block.
57. In terms of sitting the block is hard against the southern and western boundaries of the site with only a small set back from the river of between 1.3m to 2.8m. This is particularly relevant in relation to the riverside walk and trees on the site which are discussed further in sections of the report below. However, purely in terms of context and urban design it is not considered that a reduction in the footprint would be necessary. The historic nature of the eastern side of King Street has consisted of buildings with large footprints on long narrow burgage plots running down to the river, often with narrow lanes in-between. The proposals go some way to replicating this type or urban morphology. Setting the proposals back from the south or eastern boundaries would have little benefit in urban design terms, unless set back significantly and creating an urban space and this would significantly reduce the development potential of the site.
58. Although the general scale and massing of the block appears quite large and bulky, this is not without precedent within the riverside setting. Cannon Wharf to the south is set back from Novi Sad Bridge (by a landscaped area above part of the ground floor car park). To put the proposals in context the buildings height is five storeys and is of similar height to the five storey element of Cannon Wharf with the eaves being just below and ridge being just above the flat roof of Cannon Wharf (Cannon Wharf rises to the south from five to eight storeys). Buildings reduce in height to the north, typically being little more than three storeys in height. Given the areas context the scale and massing are considered to be acceptable subject to the details design details.
59. The single storey link or reception building is a fairly modest light weight building linking the listed building and the accommodation block, this helps to provide some separation between the accommodation block and the Ferry Boat and to break up the massing.

### **Impact on the Listed Building and Conservation Area**

60. The implications for demolition are discussed at paragraphs 50-53 above. The accommodation block is a substantial building within the setting of the listed building and attention to detail will be extremely important in ensuring it is of high quality. The link building does however give the Ferry Boat breathing space. The historic context of the area is a mixture of building types ranging from two to three storey domestic scale buildings to much larger industrial buildings. Some examples have been poor, such as the relationship between Howard House and the industrial buildings recently demolished at St Annes Wharf, however other more recent examples have been successful. There is a significant contrast between Cannon Wharf and 213 King Street. It is also relevant to note that the Ferry Boat previously stood on a much smaller narrower plot, with mixed use residential and industrial buildings to the south running back to the river.
61. Concern has also been raised that the building would be overtly dominant and in particular result in the loss of the open aspect to the river. The footprint of the building is

discussed further above as has the scale in relation to surrounding buildings. The view over the bridge is not one identified under policy HBE13, the view is currently fairly open however this is largely as a result of the Ferry Boats car park. The current back drop is of trees to the west of Rouen Road and slightly to the north of Normandy Tower which would be partly screened by the proposals. The nearest key building under HOU13 is St Etheldreda's Church which would not be affected visually as a result of the proposals. The building would undoubtedly be prominent from the bridge and also from the south, however subject to details requiring a high quality finish it is not considered that the proposals would have a negative impact on the setting of the listed Ferry Boat, 213 King Street of the wider conservation area.

62. With reference to internal alterations to the retained parts of the Listed Building it is proposed that these be renovated, with historically significant elements being retained. It is suggested that a full schedule of works to the listed building form a pre-commencement condition of the listed building consent.

### **Detailed Design**

63. As detailed above materials and detailing will be particularly important to the quality of the final scheme. The accommodation block is proposed with a mixture of timber and lime render to walls and an 'industrial' roof which would presumably be a standing seam roof. Full details of the materials and colour finish of all external materials including rainwater goods and large scale sections of the eaves detail should be conditioned. It would also be necessary to require details of windows and the detail of how they relate to timber cladding.
64. Café and wood burner flues are proposed in the rear extensions to the Ferry Boat, exact details of their height and colour should also be conditioned to minimise their visual impact.
65. With reference to the link building there is limited detail of the living roof and the brick and flint wall, a specification for the provision of the living roof and details for the provision of the flint wall should form a condition of any consent, including details of the mortar mix.
66. Indicative details of signage have been provided on the elevations to the accommodation block most of which is significant in scale and at a high level. This will require separate advertisement consent, and in particular the high level signage is not likely to be considered appropriate in this location, nevertheless this will be for assessment under a separate application and an informative note would advise of this. No signage is indicated on the listed building and any new signage would require separate listed building consent and is likely to require advertisement consent.

### **Secure Design**

67. The police have commented on internal security measures to avoid the public gaining unauthorised access to private areas and areas of accommodation. It is intended that public access would be available to the river and to the cycle/canoe hire and café areas. It is suggested that an informative note be appended to any decision to approve suggesting that secure access is put in place to none public parts of the buildings and that this can be discussed further with the police architectural liaison officer.
68. To aid surveillance of the site it is considered appropriate to condition a CCTV system to monitor the car park entrance and the central areas of the site. Also to ensure satisfactory design and prevent unauthorised access details of the car park barrier

should be conditioned.

69. Concern had previously been raised over the lack of natural surveillance and the potentially enclosed nature of the pathway adjacent to Novi Sad Bridge. The proposals have now been amended to include opening and grills to the car park which provide a more active frontage (or at least the impression of an active frontage).
70. Local residents have raised concern that the proposals could result in anti-social behaviour. It is a local authority duty to seek to prevent crime and disorder, however in this case it is not considered that the design or use of the premises would necessarily lead to or result in anti-social behaviour. Indeed the redevelopment of the site would prevent its misuse and would improve overlooking and natural surveillance of the street. Impact of noise and disturbance are discussed separately in the sections relating to amenity.

### **Archaeology**

71. The site is located within the main area of archaeological significance and is on one of the most historic routes through Norwich. The site has significant archaeological potential which should be investigated prior to commencement. A full archaeological investigation should form a condition of any consent.

### **Energy Efficiency**

72. In terms of location the site is located in a central location within moderate walking distance of the train and bus station and with access to nearby facilities and services.
73. Supporting information with the application details that the intention is for the building to meet BREEAM excellent standard. The inspectors changes to Policy 3 of the emerging JCS has introduced a requirement for all practicable steps to be taken to maximise opportunities for sustainable construction. Whilst the scheme was drawn up prior to this change, some information is available in the supporting documentation. Whilst the ground floor and base structure would need to be flood resilient (and therefore removes the ability to utilise a timber structure) the upper floors are proposed to be of timber construction with straw bale or hemcrete infill and timber cladding. High levels of insulation and glazing efficiency are proposed as well as measures such as low energy lighting with motion sensors. It is proposed to reuse materials from the outbuilding in the link block and provide a green roof.
74. With reference to the requirements of regional policy ENG1 and emerging JCS policy 3 to provide 10% of the sites energy from decentralised and renewable or low carbon sources a renewable energy statement has been submitted. This identifies four possible renewable energy technologies which could be utilised on site. These are photovoltaic's, solar thermal panels, ground source heat pumps and wood burners. It is proposed that 77m<sup>2</sup> of solar thermal panels along with 150m<sup>2</sup> of photovoltaic panels would be installed to provide 11.7% of the sites energy. In addition this could be exceeded by utilising existing wood burners within the Ferry Boat for space heating utilising timber from sustainable sources. A further wood burner is also proposed for space heating within the open plan cooking and café area. Furthermore the applicants have advised that they are investigating the provision of a ground source heat pump which would involve a slinky coil within the river bed. It is recommended that provision of the solar thermal and photovoltaic panels be a condition of any consent. It would not be possible to condition the provision of the ground source heat pump as this would require separate planning permission and a works license from the Broads Authority.

75. The proposals are likely to increase surface water run off and whilst some mention is made of grey water recycling and soakaways in the submitted documentation it is considered appropriate to condition a detailed scheme for provision.

## **Transport and Access**

### **Access, Parking and Servicing**

76. The site is located within the City centre and within moderate walking distance of both the bus and train stations which provide alternative forms of transport to the site. The strategic Cycle Network also runs past the site which forms part of national cycle route 1.
77. The existing access is being utilised for access to the lower ground parking area. This also provides an area for secure cycle storage for staff and guests, whilst an area has been provided for seven Sheffield cycle standards for visitors to the east of the reception. These are vital aspects of the scheme and exact details of the stands proposed and their provision should form a condition of any consent.
78. Parking is provided for 9 cars including one disabled space. National policy in PPG13 has recently changed to remove the requirement for councils to limit the number of parking spaces allowed in new residential developments and placing the onus on councils and communities to adopt policies appropriate for their area. Currently saved and adopted local plan policies remain in place which set out maximum parking standards for the City. The provision proposed is consistent with the maximum parking standards set out in saved policy TRA6. Given the sites location provision of further parking is not considered to be necessary. The surrounding area is served by 24h controlled parking which would prevent displacement of parking to the street and it is considered that any safety issues could satisfactorily be overcome by enforcement of on street parking controls.
79. Promotion of non-car modes of transport will be an important part of ensuring visitors and staff utilise more sustainable modes of transport. Whilst a full travel plan is not considered to be necessary, it is considered appropriate for details of travel information to be publicised to visitors when booking and staff on induction, details of this should be conditioned.
80. The proposals trigger a transport contribution under saved policy TRA11. In assessing the appropriate level of contribution it is necessary to consider the net increase in peak hour traffic movements. The level of payment based on the SPG and draft SPD would be £29,000. This is based on likely peak hour traffic movements from a new hotel not taking into account potential movements from the existing/historic use of the site. In this case it is accepted that the conversion and extensions to the Ferry Boat (excluding the accommodation block) are unlikely to have increased movements over the previous use. On the basis of information supplied by the applicants it is considered that the proposals would attract 3 peak hour traffic movements. The transport contribution provides for mitigation of this by promoting alternative modes of transport and in this case a contribution of £11,400.00 is considered to be appropriate.
81. Concern was raised by the transport officer over levels in the site and further/amended plans have now been received to clarify these levels. These indicate that 1:15 gradients can be achieved for slopes down to the car park and down to the river frontage.

82. The refuse stores are proposed on a raised platform in the lower ground floor parking area to provide level access to the King Street frontage, with side access door.
83. Given the nature of the visitor accommodation in comparison to a hotel (i.e. limited restaurant/function/conference facilities) on street servicing is considered to be acceptable in principle in this case (there are waiting restrictions outside the Ferry Boat Inn but no loading restrictions). There appear to be a lack of storage/distribution areas on site for servicing and therefore the management of servicing and deliveries will be essential to the operation of the site. On this basis it is considered necessary to condition a servicing management plan for the site and that deliveries take place outside peak hours. This would also correspond to right turn restrictions from Carrow Road onto King Street which operate Monday to Friday 7:30-9:30 and 16:00-18:00.
84. Cycle and canoe hire form part of the proposals, these are welcomed and would assist in reducing car borne traffic movements during the course of a visitors stay. They also help to form part of a mixed use visitor facility which should assist the vibrancy of the site and ensure compliance with policy TVA6. The retention of the cycle/canoe hire facility in that use should form a condition of any consent.

### **Riverside Walk**

85. Policy SR11 seeks the provision of a riverside walk along the east side of the river to link up with the existing walk to the north of Prince of Wales Road. The SPD of riverside walks provides further guidance on this. The Read Mills development to the south did not provide for a walk, however this was largely due to the location of Listed Buildings hard up against the river. The development did however provide for two public viewing/seating areas at either end of the development which are to be provided shortly. This includes one at the base of Novi Sad Bridge which could have linked into this site.
86. The Ferry Boat site is fairly vital to the provision of a riverside walk given its location at a key node adjacent to the Novi Sad Bridge. The SPD seeks a footpath width of at least 2.6 to 3m along the frontage. The site to the north of the Ferry Boat site has a fairly large attractive warehouse building hard up to the river, the building is not listed and at this stage it is not clear if any redevelopment of this site would retain that building, clearly retention of the building would result in the need for a more innovative approach to the riverside walk (either through the building or projected over the river), this has been achieved elsewhere such as at Dukes Wharf.
87. A riverside walk has not been provided for within the proposals and whilst officers have sought to negotiate provision of space for a walk, the applicants have been reluctant to amend their proposals to provide a walk due to the amount of accommodation sought on the site.
88. A compromise is proposed to secure via a S106 agreement daytime public access to the centre of the site which allows access to the northeast corner, and to ensure that should a riverside walk be provided on the adjacent site to the north that necessary works are undertaken to connect the two sites. This would allow members of the public to access the site via the reception area during the day and access a possible future riverside walk to the north of the site. Specific details would need to be discussed with the applicant and agreed under the S106 agreement, this may include a handful of days where access is not provided due to closure of the hostel such as Christmas Day. This is a compromise and not ideal.

89. This is far from ideal and not in accordance with policy SR11, along with the loss and lack of on site replacement for trees (discussed further in sections below) this is a potential reason for refusal which will need to be weighed against the benefits of the scheme.

## **Trees and Landscaping**

### **Loss of Trees**

90. The site is occupied by three alders along the river frontage (of which one is substantially dead), a sycamore adjacent to the existing boathouse and an ash adjacent and to the east of the outbuilding. Three rowans and a Robinia are located close to the sites access. Two of the Alders and the Ash are identified within the Arboricultural Implications Assessment as category grade B trees (of moderate quality and amenity value), the remaining trees are category C trees (of low quality and amenity value).
91. Given the footprint of the proposals all trees on site would be lost with only space for the replacement of a single tree on site. A provisional tree preservation order has recently been placed on the trees by the councils tree protection officer, this does not prevent the granting of planning permission however is considered to add greater weight to the loss of the trees as a consideration in determining the application.
92. It would be preferable to retain particularly the category B trees on site. Whilst the council has often permitted developments that involve the removal of category C trees and occasionally category B trees, this is on the basis that replacement planting can be provided on site with a roughly equivalent level of biomass. It is considered that the most significant issue with the current proposals is the lack of ability to provide on site replacement planting. The existing alders on the site in particular provide a soft and attractive frontage to the river. Provision of a riverside walk along the frontage could have provided for the retention and or replacement of trees along the frontage.
93. As with the riverside walk officers have sought to negotiate the proposals to give further consideration to arboricultural implications and reduce the footprint of the proposals to allow for either retention or replacement of trees. The applicants have however been reluctant to make such amendments.
94. As a compromise a figure has been calculated for off site replacement of trees on sites in the City Councils ownership. This is £609.17 per tree comprising of 278.06 for provision and 331.11 for maintenance over 20 years. It is considered that 20 trees would provide for the appropriate biomass replacement, with one being replaced on site this leads to a financial contribution of £11,574.23.
95. Whilst off site replacement is clearly better than no replacement, it is far from a sustainable solution and clearly could not happen as a regular occurrence on development sites. The solution would be a compromise and not fully in accordance with policy NE3, this is a potential reason for refusal which will need to be weighed against the benefits of the scheme.

### **Ecology**

96. An ecological report has been produced for the application. This identifies the site to be of low ecological value. The report did not identify the specific presence of protected species. There are signs of activity from small numbers of foraging bats but no evidence of roosting. Suitably worded informative notes should be appended to any

consent to advise on mitigating the impact of construction works on wildlife. The report recommends that a watching brief would be appropriate mitigation for bats to require a suitably qualified ecologist to be present on site during initial demolition such as the removal of roof tiles and timber cladding. Recommendations for enhancement include provision of bat and bird boxes, sensitive site lighting and planting of wildlife value. Details of any bird or bat boxes to be provided should be conditioned. Lighting and planting would be covered by landscaping conditions.

## **Landscaping**

97. Landscaping areas will need to be given careful thought. Along the frontage robust planting and high quality hard surfaces would be appropriate. To the river frontage and central courtyard area the balance of hard and soft landscaping will be key to its success partially given the extent of ramps and steps to provide access. Boundaries and railings would need to be to a high standard. It is appropriate to condition details of landscaping as detailed in the recommendation.

## **Residential Amenity**

### **Noise and Disturbance**

98. Noise and disturbance may result from a number of sources on site, these being the public house, the function rooms, plant rooms and extract ventilation systems. In relation to the later two it is considered that with appropriate installation and maintenance any disturbance could be mitigated, as such conditions are proposed to require details of plant and machinery including flues.

99. The function area is located at first floor level in the northwest corner of the accommodation block. The main properties likely to be affected by this area in terms of noise are those properties on the corner of King Street and Rouen Road in particular 210 and 214 King Street. In order to mitigate noise from this area it is proposed to condition that windows within the function room on the west elevation are to be non-opening with acoustic ventilation if necessary and that the wooden doors to the north elevation are not opened after 19:00. It is also recommended that hours of use for the function room be restricted to 08:00 and 23:00 and that details of any amplification system be conditioned. Subject to these conditions it is considered that there would not be a detrimental impact to adjacent properties as a result of noise from the function room.

100. The bar in the original public house is an historic use which is unchanged by the proposals and as such it is not considered to be appropriate to seek to implement specific conditions to control hours of use or indeed alterations to windows.

### **Overlooking**

101. Given the orientation and distances to other properties there are not considered to be significant detrimental impacts in terms of overlooking to other properties to the west, north or east. The main implications in relation to overlooking are to properties at Canon Wharf to the south. Window to window distances are approximately 19m which in the context of a city centre location is not uncommon and is considered to be a sufficient and acceptable to allow a satisfactory level of amenity to nearby residents.



## **Overshadowing**

102. Given the orientation of the site and buildings proposed the main implications in terms of overshadowing would be to properties to the northwest in the morning. The accommodation block is likely to result in a degree of overshadowing to properties at 210 and 214 King Street although this is not considered to be so significant to warrant refusal of the proposals.

## **Environmental Issues**

### **Site Contamination and Remediation**

103. The site has no known historic contaminating use, however it is suggested that a condition be added requiring works to cease should contamination be identified during the course of development.

### **Flood Risk**

104. The site is partly located within flood zone 2 and partly within zone 3a. The sequential test under PPS25, the geographical area for this test has been limited to the King Street as a regeneration area and no alternative sites in a lower risk flood zone have been identified. Given the use and the flood zone PPS25 also requires application of the sequential test. The sequential test has three parts, a) that redevelopment of the site has wider sustainability benefits; b) that it is a brownfield site; and c) that the development is safe.

105. The site is a brownfield site. With reference to criteria a) an assessment has been carried out against the sustainability objectives and sub-objectives of the sustainability appraisal for the core strategy. It is considered that the sustainability objectives provide an appropriate list of criteria to use in assessing this part of the exceptions test and this is consistent with the paragraph 4.48 of the PPS25 companion guide and guidance within the strategic flood risk assessment.

106. Whilst there are some concerns identified with the scheme in terms of the riverside walk and tress it is considered that the proposals could have wider sustainability benefits. The main benefits identified in this assessment are:

- The bringing back into use of a currently disused listed building which subject to detailed design could enhance the character of the townscape and the Broads.
- Improved access to the broads via the provision of cycle and canoe hire.
- Provide for the redevelopment of a brownfield site in a sustainable central location.
- Enhance the tourism economy with associated knock on effects for the local economy;
- Provision of employment opportunities in the local area.

107. In relation to criteria c) advice has been received from the environment agency which suggests a number of conditions to ensure the safety of the development which should be imposed on any consent. In addition advice is given on flood warning and evacuation primarily relating to those parts of the development which could flood. All habitable rooms are above the predicted flood levels, however some external areas adjacent to the river, the café/cooking area, boat/cycle hire area and car park would flood in the modelled and extreme flood event. These areas are not habitable and should be conditioned as such. The site is not in a location where sudden or unexpected flooding is likely to occur. It is considered that this could be managed by a flood warning and evacuation system which should form a condition of any consent to be discussed and consulted on with emergency planning.

108. Surface water is discussed at paragraph 75 and further details of this are proposed to be conditioned.

## Conclusions

109. The proposals have a number of shortfalls and aspects which are considered to be far from ideal. These being a) the brick and flint outbuilding not being incorporated into the proposals; b) the lack of a riverside walk across this frontage of the site; and c) the loss of trees on the site and the inability to provide full on site replacement planting.
110. These need to be weighed against the benefits of the scheme, specifically the redevelopment of a brownfield site in a sustainable location which subject to the conditions suggested could enhance the character and townscape of the conservation area and Broads; bringing a currently disused listed building back into use; improved visitor facilities including canoe and cycle hire which would improve access to the Broads; new visitor accommodation to support a sector of the tourism economy with potential knock on effects for the local economy; and provision of new employment opportunities.
111. The decision is considered to be finely balanced however having weighed up the merits and weaknesses of the scheme, subject to the extensive conditions listed and the S106 provisions previously discussed the proposals are considered to be acceptable.

## RECOMMENDATIONS

To approve:-

- (1) Application No (10/02177/F Ferry Boat Inn 191 King Street, Norwich, NR1 2DF) and grant planning permission, subject to the completion of a S106 agreement to secure:
- (i) The transport contribution of £11,400.00;
  - (ii) A contribution towards the provision and maintenance of replacement planting of £11,574.23;
  - (iii) Daytime public access to the centre and northeast corner of the site and necessary works to link the site to any future riverside walk provided on the site to the north.
- and subject to the following conditions:
1. Development to be carried out in full accordance with the plans submitted.
  2. The bar to be retained as an A4 public house and the Cycle/Canoe hire to be retained for that specific use, and for these to be available on first occupation.
  3. A schedule of works and specification for the retention of the flint wall and the door arch in situ, details for their support and protection during demolition works and details for their incorporation into the new buildings, including details of any repair. The details shall also include measures for the ongoing protection of the door arch.
  4. The following details be submitted prior to determination:
    - a. Large scale elevations and sections of new window and door joinery, including details of all glazing bars, opening lights, sill details and relationship with cladding;
    - b. Details of the colour finish to new external timber windows and doors;
    - c. Species and colour finish of external timber cladding;
    - d. Colour finish of lime render;
    - e. Details of all roof materials, including manufacturer, type, finish and colour;
    - f. A section indicating how the solar panels are to be incorporated into the roof to

- minimise their projection from the roof slope;
  - g. Details of all flues for the café and wood burner including their projection material and colour finish;
  - h. Details of the type, material and colour finish of all rainwater goods;
  - i. Large scale drawings of the eaves detail;
  - j. A specification for the provision of the 'living roof' including details of drainage, species;
  - k. Details for the construction of the brick, chalk and flint walls, including material selection, mortar mix and pointing details.
  - l. Details of the car park entrance barrier;
  - m. Details of the openings and grills to the car park including gauge, materials and colour.
  - n. Details of any bird and/or bat boxes to be provided.
- 5. Details of a CCTV system to include coverage of the central area and the car park entrance.
- 6. Archaeology investigation, mitigation and recording.
- 7. Full details for the provision, management and maintenance of soft and hard landscaping including boundary treatments, external lighting, railings, slopes and external steps.
- 8. Details of cycle stands for visitors and within the secure bike storage, these to be provided prior to first occupation.
- 9. Raised refuse storage area to be provided prior to first occupation.
- 10. Servicing management plan to be submitted and deliveries to take place outside peak hours but not before 07:00 or after 19:00.
- 11. Details of travel information to staff and visitors.
- 12. Works to cease should contamination be identified during the course of development.
- 13. Provision of a detailed scheme to manage surface water runoff to detail measures for sustainable drainage systems.
- 14. Provision of the solar thermal and photovoltaic panels in line with the renewable energy statement, to be fully operational prior to first occupation.
- 15. Minimum finished floor levels to habitable rooms;
- 16. Minimum finished floor levels to the open plan cooking/café area, boat/cycle hire area and car park, these areas shall not be used for habitable accommodation (sleeping/living areas);
- 17. Provision and implementation of a scheme of flood proofing measures;
- 18. Submission of a flood warning and evacuation plan.
- 19. Details for the installation of any plant and machinery at the premises along with details to mitigate noise and vibration.
- 20. Details of extraction and ventilation systems including details of flues and filtration.
- 21. Details of any new amplification system to be submitted to and approved although with details of noise mitigation measures;
- 22. Windows within the west elevation of the function room to be non-opening and the barn door to the north to not be opened after 19:00. Acoustic/mechanical ventilation is to be provided where necessary.

#### Informative Notes:

- Considerate construction;
- Asbestos surveys;
- Advertisement consent would be required for any signage and separate listed building consent for any signage proposed on the listed building;
- Secure access to non-private parts of the building;
- Considerate construction to mitigate impact on wildlife.

(Reasons for approval: The decision has been made with particular regard to PPS1, PPS4, PPS5, PPS9, PPS23, PPS25, PPG13, PPG24, the Good Practice Guide on Planning and Tourism, policies E6, T8, T9, ENV6, ENV7, ENG1, WM6 and NR1 of the adopted East of England Plan, policies 1, 2, 3, 5, 11 and 20 of the emerging Joint Core Strategy, saved policies NE3, NE8, NE9, HBE3, HBE8, HBE9, HBE12, HBE13, EP1, EP16, EP17, EP18, EP20, EP22, TVA3, TVA4, TVA6, TVA8, SHO21, AEC1, SR11, TRA3, TRA5, TRA6, TRA7, TRA8, TRA11, TRA12, TRA15 and CC11 of the adopted City of Norwich Replacement Local Plan and other material considerations.

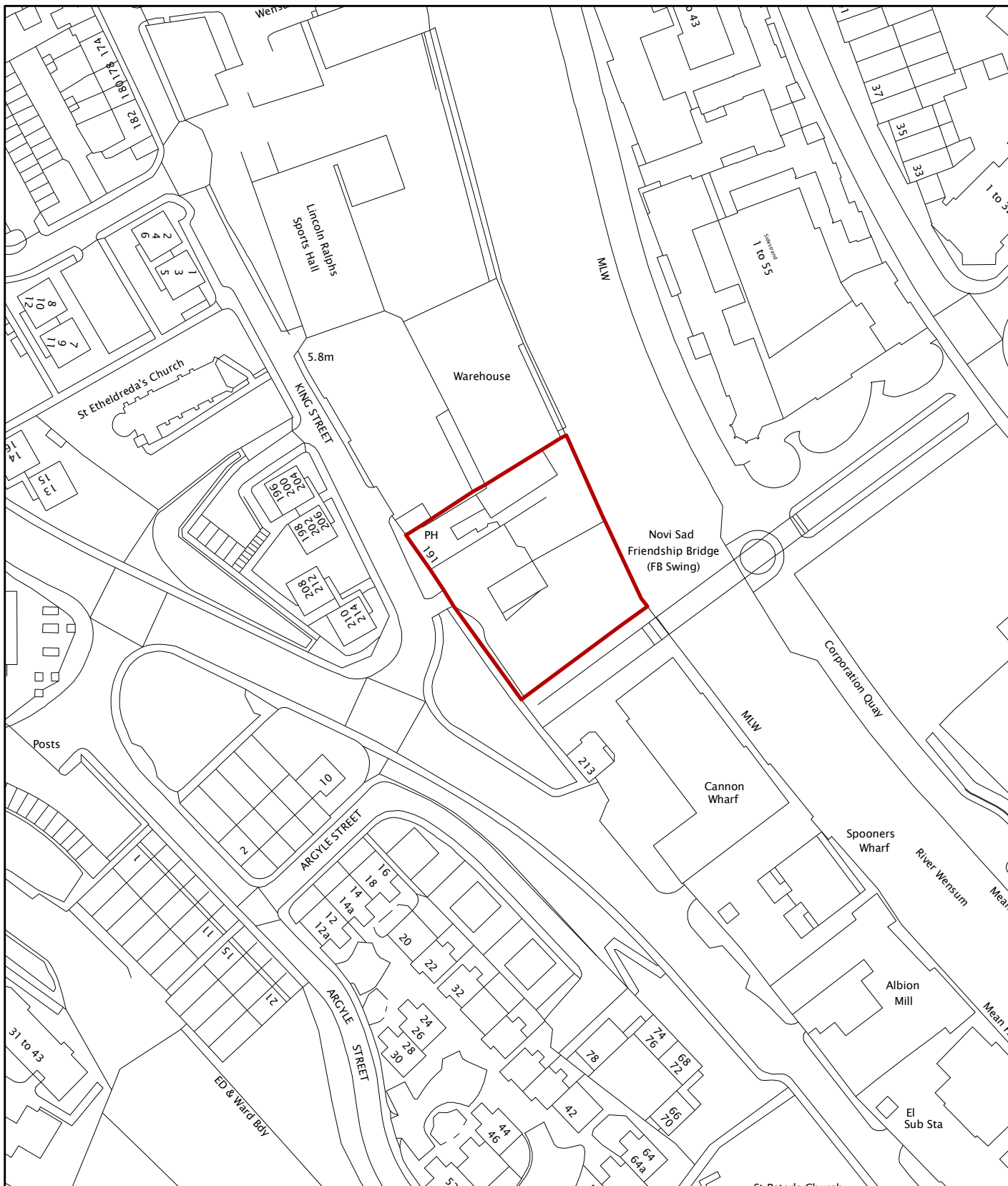
The decision is considered to be finally balanced. Specifically the proposals have a number of shortfalls and aspects which are considered to be far from ideal. These being a) the brick and flint outbuilding not being incorporated into the proposals; b) the lack of a riverside walk across this frontage of the site; and c) the loss of trees on the site and the inability to provide full on site replacement planting. However these have been weighed against the benefits of the scheme, specifically the redevelopment of a brownfield site in a sustainable location which subject to the conditions suggested could enhance the character and townscape of the conservation area and Broads; bringing a currently disused listed building back into use; improved visitor facilities including canoe and cycle hire which would improve access to the Broads; new visitor accommodation to support a sector of the tourism economy with potential knock on effects for the local economy; and provision of new employment opportunities. On balance having weighed up the merits and weaknesses of the scheme, subject to the extensive conditions imposed and the S106 provisions the proposals are considered to be acceptable.)

(2) Application No (10/02178/L Ferry Boat Inn 191 King Street, Norwich, NR1 2DF) and grant listed building consent, subject to the following conditions:

1. Standard Time limit;
2. Development to be carried out in full accordance with the plans submitted;
3. A schedule of works and specification for the retention of the flint wall and the door arch in situ, details for their support and protection during demolition works and details for their incorporation into the new buildings, including details of any repair. The details shall also include measures for the ongoing protection of the door arch.
4. A schedule of works detailing all internal and external alterations to the those parts of the listed building to be retained.
5. Any damage to the listed building to be repaired to the written satisfaction of the LPA.

(Reasons for approval: The decision has been made with particular regard to PPS5, policies ENV6 and ENV7 of the adopted East of England Plan, policy 2 of the emerging Joint Core Strategy and saved policy HBE9 of the adopted City of Norwich Replacement Local Plan.

Whilst it would have been preferable to retain the brick and flint outbuilding on balance the benefits of the scheme in terms of the redevelopment of the site and the bringing of the listed building back into use are considered to outweigh the weaknesses of the scheme. The conditions imposed are considered to be vital to ensuring that the works to the listed building do not have any negative impact on the historic importance or fabric of the listed building.)



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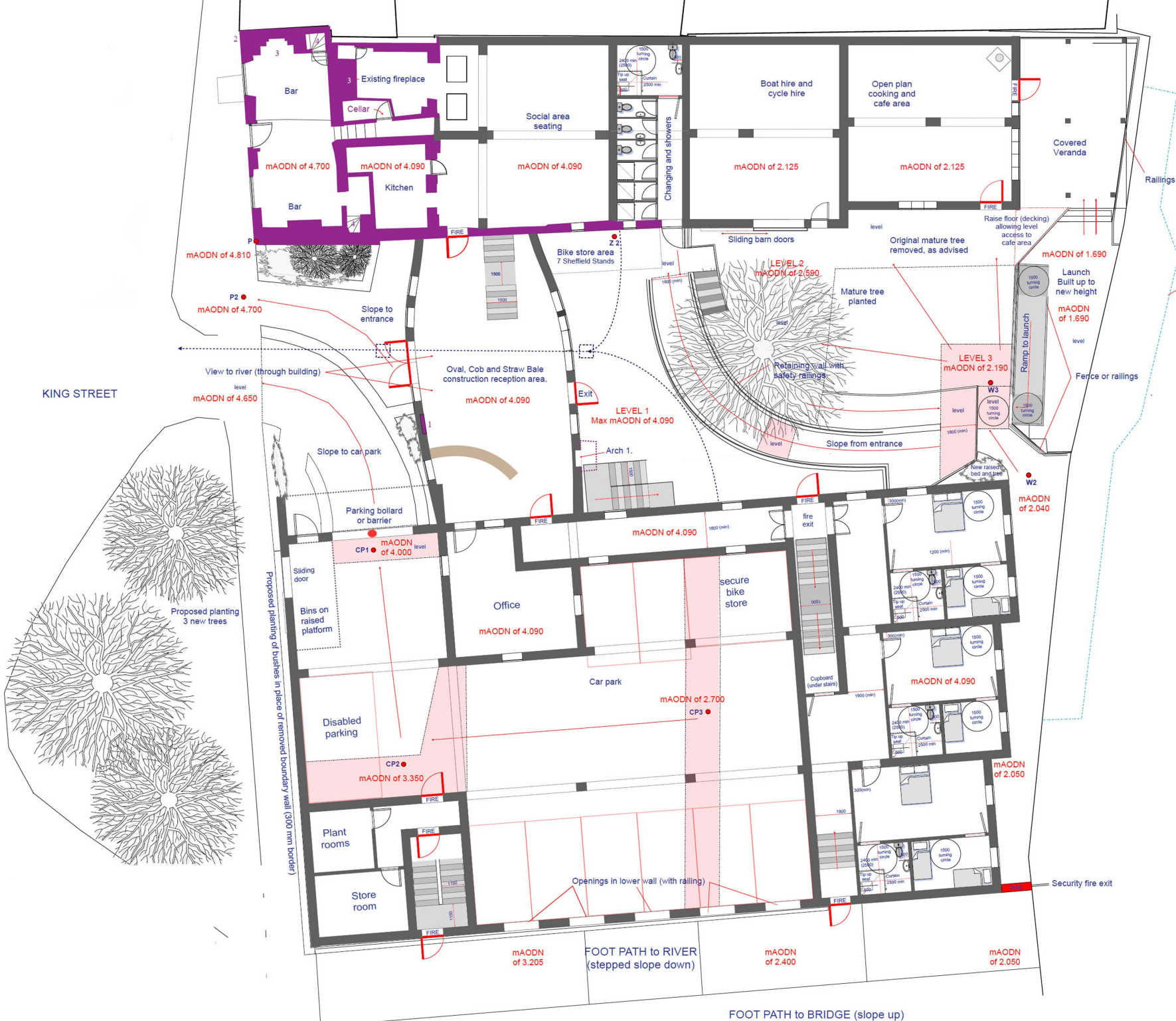
Planning Application No 10/02177/F and 10/02178/L  
 Site Address Ferry Boat Inn, 191 King Street, Norwich NR1 2DF  
 Scale 1:1,250



**NORWICH**  
 City Council

PLANNING SERVICES







KING STREET

Slope to entrance

Recycled chalk, flint and brick  
construction reception area

Living Roof

Garden area, level ground

Slope from entrance

Launch

Slope for disabled  
access to launch

Ratings

Proposed planting  
3 new trees

Entrance to  
function area

Kitchen  
Bar Area

Function Area

Plant  
rooms

Store  
room

FOOT PATH to BRIDGE



KING STREET

### Parapet wall

Cut out (window)	
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Slope to entrance

Garden area, level ground

Launch

**X** **●**

Proposed planting  
3 new trees

Store  
room

Plant  
rooms

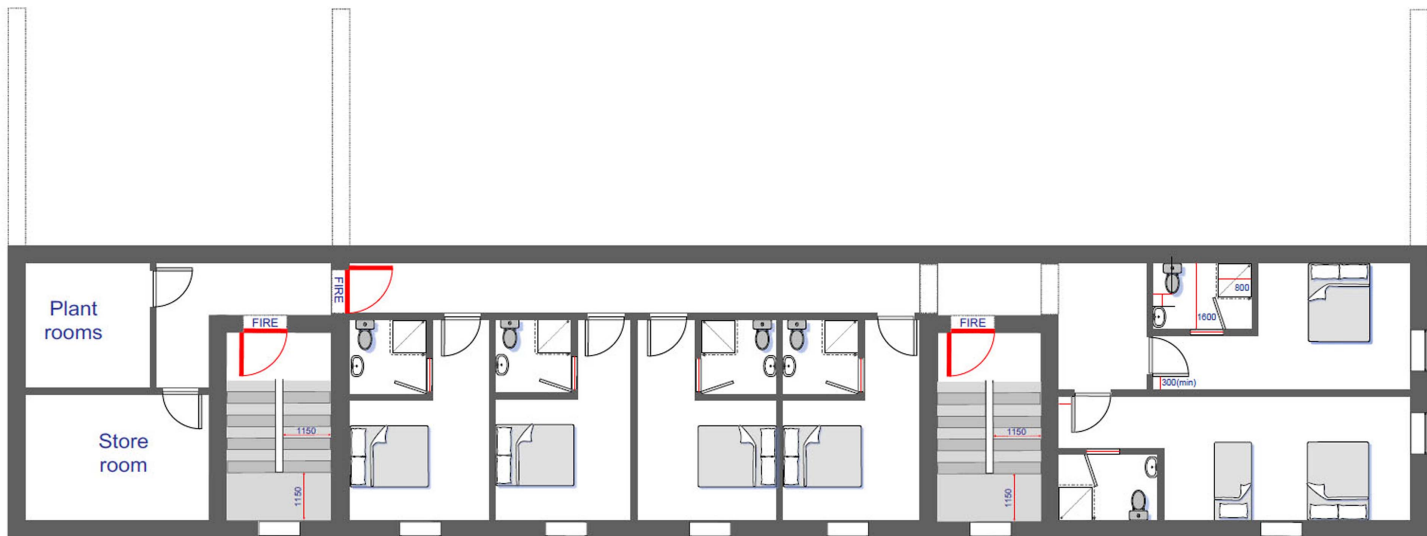
Store  
room

## FOOT PATH to BRIDGE

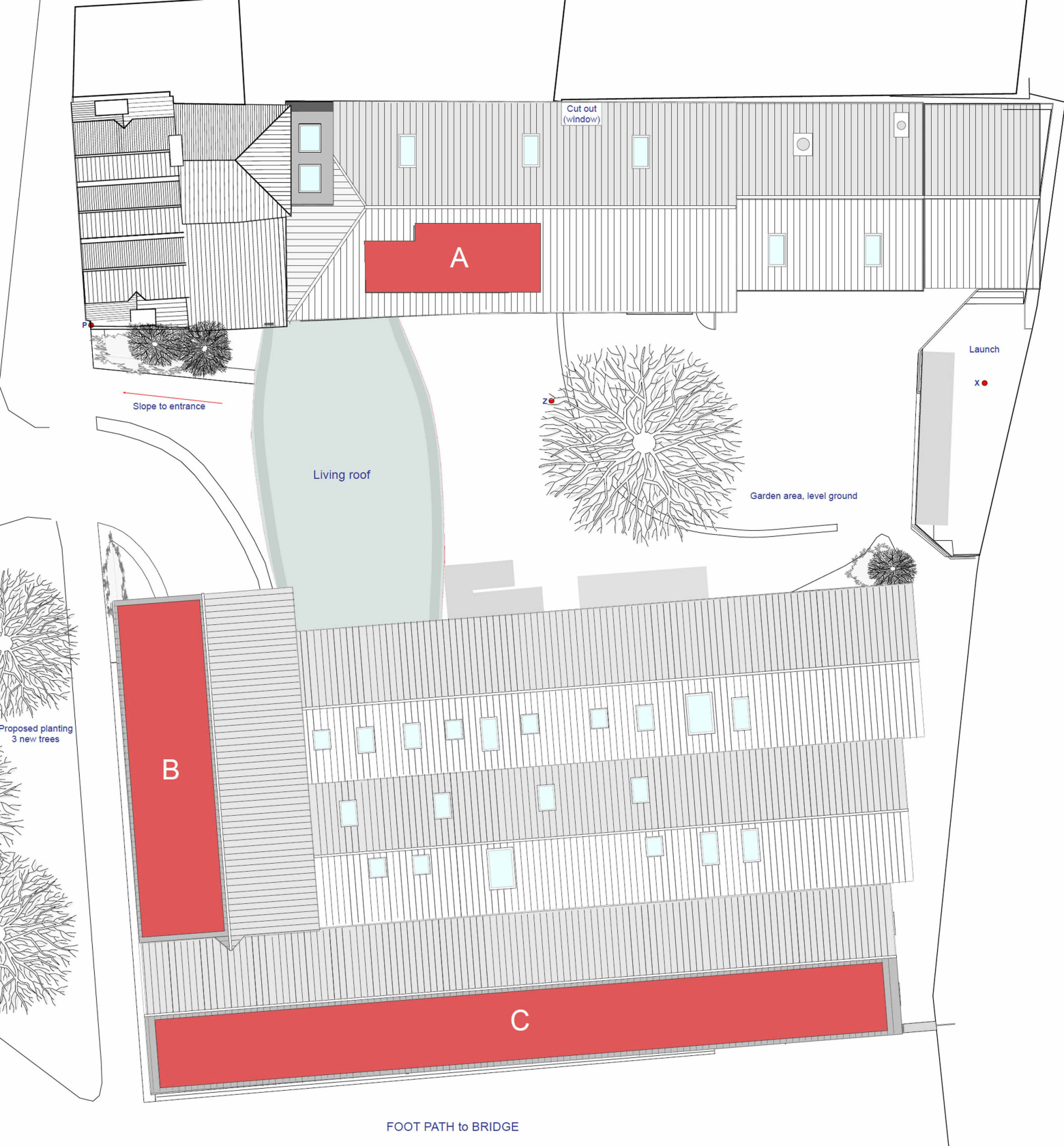




Norwich Backpackers , 3rd floor plan, **proposed**



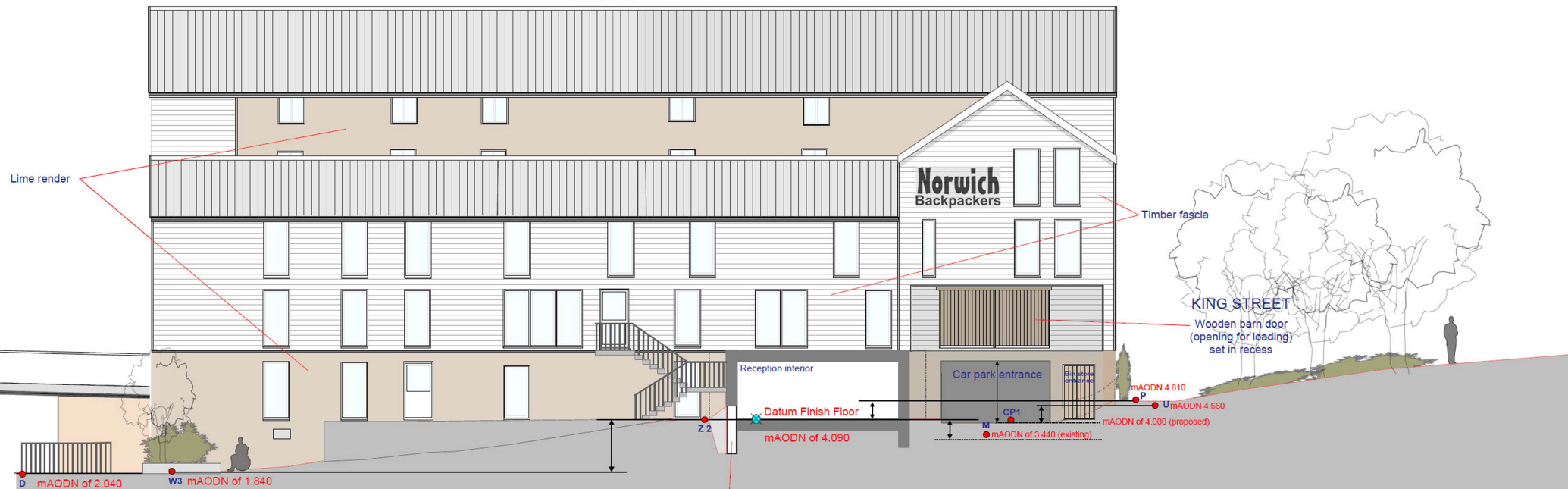
Norwich Backpackers , 4rd floor plan, **proposed**



Industrial roof incorporating solar panel and PV Cells



Industrial roof



Historical Arch retained at original location  
Retaining wall excavation and glass viewing cover  
See Ground Floor Proposed and Heritage supplementary notes

