Report to	Planning applications committee	ltem
	11 February 2016	
Report of	Head of planning services	
Subject	Application no 15/01480/VC - Depository Building Part Lion House and Part Seymour House, Muspole Street, Norwich	4(e)
Reason for referral Applicant	Objection Matt Bartram – MAHB Capital Ltd	

Ward:	Mancroft
Case officer	James Bonner - jamesbonner@norwich.gov.uk

	Development proposal	
scheme; amendments to	o remove the phasing elem the wording of Conditions 3 o allow for minor changes 0143/ET.	3-10 and 15-20; and
	Representations	
Object	Comment	Support
2		

Main issues	Key considerations
1 Design and heritage	Visual changes to scheme and impact on conservation area and listed buildings
2 Amenity	Neighbouring: Impact from removal of phasing; any increase in overlooking or loss of daylight etc. Occupiers: external amenity space provision
3 Transportation	Bin and cycle storage
Expiry date	31 December 2015 [extended to 19 February 2016]
Recommendation	Approve



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1:1,250

Scale





PLANNING SERVICES



The site and surroundings

- The application site is located to the north of the Woolpack public house and comprises offices fronting onto Muspole Street, and the former Hadley and Ottaway depot which is dominated by the depository building, a former shoe factory. Consent was granted for the redevelopment of the site to provide 57dwellings on 27 March 2009 under reference 08/00866/F. This consent was extended for a further three years on 21 December 2014 under reference 12/00143/ET. This permission is understood to have been implemented via demolition occurring on-site.
- 2. The committee report and minutes as well as the former signed S106 agreement are available at the following link: <u>http://planning.norwich.gov.uk/online-applications/applicationDetails.do?activeTab=externalDocuments&keyVal=LY92Y0LX0J300</u>

Constraints

- 3. See the previous report for a full site description. The main constraints are as follows:
 - Within the city centre conservation area;
 - Adjacent to a number of statutory buildings, including St Georges Church (grade I) to the south east; Woolpack public house to the south, 1-7 Muspole Street to the east, and 57-61 Duke Street to the west (all grade II listed); 43-51 Duke Street to the west, 11 Muspole Street and 1-3 Alms Street to the east and Seymour and Lion House to the north (all locally listed);
 - The south east corner of the site is within Flood Zone 2;
 - Entirely within a main area of archaeological interest;
 - Contamination issues.

Relevant planning history

4.

Ref	Proposal	Decision	Date
08/00866/F	Redevelopment of site to provide 47 No. apartments and 10 No. houses with associated works including enhancement of external areas and provision of formal parking areas. (Amended Design).	Approved	27/03/2009
08/00867/C	Demolition of modern extensions to Lion House and Seymour House and demolition of single storey detached buildings to east of site.	Approved	30/03/2009

Ref	Proposal	Decision	Date
12/00143/ET	Extension of time period for the commencement of development for previous planning permission 08/00866/F 'Redevelopment of site to provide 47 No. apartments and 10 No. houses with associated works including enhancement of external areas and provision of formal parking areas. (Amended Design)'.	Approved	21/12/2012
12/00144/ET	Extension of time period for previous conservation area consent 08/00867/C 'Demolition of modern extensions to Lion House and Seymour House and demolition of single storey detached buildings to east of site.'	Approved	22/05/2012
14/01567/D	Details of condition 3 - materials, condition 4 - materials, condition 5 - materials, condition 7 - solar thermal and PV panels, condition 8 - heritage interpretation, condition 15 - water, energy and resource efficiency measures of planning permission 12/00143/ET.	Part Approved Part Refused	24/08/2015
15/00069/D	Details of Condition 6: Landscaping; Condition 9a: Written Scheme of Archaeological Investigation; 9b: results of archaeological evaluation; and 9c: implementation programme for archaeological mitigatory work; Condition 10: Contamination; Condition 16: Foul drainage; Condition 17: Fire hydrants and Condition 20: Flood risk assessment of previous permission 12/00143/ET.	Part Approved Part Refused	08/09/2015
15/00124/D	Details of Condition 2: contractual agreement for redevelopment and interim remediation and landscaping; and Condition 3: Historic Building Recording Report of previous permission 12/00144/ET and Conservation Area Consent 08/00867/C.	Approved	28/04/2015
15/01512/PDD	Conversion of offices to residential [Seymour House and Lion House].	Prior Approval Granted	30/11/2015

The proposal

- 5. The revisions come about as a result of the project being designed to a buildable scheme. The main changes from the approved scheme can be summarised as follows:
 - The approved scheme is due to be built in phases:
 - Phase one currently involves 10 town houses and 34 flats;
 - Phase two involves the demolition of the building between Seymour House and the depository building and in its place the construction of a block of 13 flats.
 - This application seeks to remove the phasing and build all 57 dwellings in one phase.
 - Changes are proposed along Muspole Street terrace, including the raising in height of the vehicle entrance and revisions to window openings.
 - The extent of the communal space on the third floor of the depository building is reduced.
 - There are minor elevational changes to the depository building, e.g. window design.
 - The wording of the conditions are to be changed to remove reference to phasing, to reflect the details already agreed, i.e. 14/01567/D and 15/00069/D, and to allow for the results of the archaeology evaluation to be agreed pre-occupation rather than pre-commencement.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	57 (10 houses fronting Muspole Street, 24 flats in converted depository building, 23 new build flats in two new blocks to the north of depository building).
No. of affordable dwellings	Previously approved changes to s106 reduced provision from 33% on-site with either two on-site social rented or four intermediate tenure, or alternatively a £150,000 off- site commuted sum if an appropriate registered provider cannot be identified.
Appearance	
Energy and resource efficiency measures	PV panels
Transport matters	·

Vehicular access	Via Muspole Street
No of car parking spaces	32 plus 4 visitor spaces
No of cycle parking spaces	77
Servicing arrangements	Bin stores collected via Muspole Street

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three letters of representation from two occupiers have been received citing the issues as summarised in the table below. All representations are available to view in full at <u>http://planning.norwich.gov.uk/online-applications/</u> by entering the application number.

Issues raised	Response
Disappointed to hear development is still going ahead [previous scheme objections echoed, e.g. loss of light]. Issues raised about potential impact from adjacent scheme at former Bentley garage.	Amenity – see main issue 2. There have been no formal applications submitted for the former Bentley garage on Duke Street.
Noise and airborne pollution, some of which has already started.	Amenity – see main issue 2.
Development has not received proper consultation due to some houses not receiving letters. Site plan showing building adjacent to	All properties within 10m of the development should have received a consultation letter as per standard practice.
Seymour House being retained is incorrect. Development will overlook at very close proximity, including some flats with balconies.	Site plan has been revised to include reference to this building being demolished as per the original scheme.
Loss of light.	Amenity – see main issue 2.
Noise and pollution from car parks under apartments including enclosed space amplifying noise.	
Jail-like framing facing properties.	

Consultation responses

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

Design and conservation

8. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Environmental protection

- 9. I don't have any issues with the removal of the phasing. In my original comments for this proposed development (in 2008), I suggested the inclusion of informatives for the minimisation of nuisance dust and noise from the construction activity. However, a construction management plan would be welcomed if available, as would membership of the Considerate Constructors Scheme.
- 10. I also note that it is proposed to change the wording of condition 10 as follows:

The development shall be implemented in accordance with the details submitted in relation to the risks associated with contamination under reference 15/00069/D, in relation to:

- 1. Phase I Desk Study;
- 2. Phase II Desk Study;
- 3. Controlled Waters Risk Assessment;
- 4. Remediation Method

Landscape

11. I have looked at the revised landscape drawing for the above. I do not have any objections to the substitution of two bollard lights with column lights to meet the BS, however the lighting column outside the Depository building does appear to conflict with the tree. The specified tree (Sorbus hupehensis) will have a mature 5-10m and spread 4-7m, given that the proposed column is 5m high, it is likely that the column will be lost within the canopy of the tree as it matures affecting light levels and resulting in requirement for significant tree works. I would therefore suggest either adjusting the column position or revising the tree specification. [*since remedied*]

Norfolk historic environment service

12. Satisfied with revised conditioning.

Assessment of planning considerations

Relevant development plan policies

13. 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
- JCS6 Access and transportation
- JCS9 Strategy for growth in the Norwich policy area
- JCS11 Norwich city centre
- JCS20 Implementation

14. Northern City Centre Area Action Plan adopted March 2010 (NCCAAP)

- CG1 Muspole Street
- TU1 Design for the historic environment
- ENV1 Climate change mitigation and adaptation

15. 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
- DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- 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

16. 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

• NPPF12 Conserving and enhancing the historic environment

Case Assessment

- 17. 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 polices 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 provide an assessment of the main planning issues in this case against relevant policies and material considerations.
- 18. In terms of the principle of development, the principle of the development has already been accepted. The changes are considered to be of an appropriate scale to be considered within the scope of a minor material amendment. The main policy and material considerations in this case are considered below.

Main issue 1: Design and heritage

- Key policies and NPPF paragraphs JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66. Heritage key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
- 20. The design principles and overall approach to the site remain the same. While there are minor changes to the Depository building such as to fenestration and balustrading, these are largely informed by buildability considerations and are inconsequential within the grand scheme of the development. The main design changes concern the most prominent aspect: the new terrace along Muspole Street.
- 21. Building Regulations requires fire appliance access within the site due to the need for a pump operator to visually see the connection of the hose to the dry riser itself, which cannot be achieved with a fire appliance parked on Muspole Street. The maximum distance from dry riser inlet to appliance would also be well exceeded. Given the lack of access from the northern side of the site or from Archers Yard off Duke Street, this means this would have to be through the existing vehicle access on the east side of Muspole Street.
- 22. The currently approved scheme does not have the required 3.7m and so the bridge link section needs to be raised. To achieve this the drawings originally submitted created a visually discordant gap within the terrace, particularly given the misaligned fenestration. Several revisions were sought to minimise the visual harm, including redesigning the windows and dormers to ensure greater consistency with the adjacent row. While this is not as visually optimal as the original scheme, a 3D model of the original scheme and the alternatives was submitted. Being overlaid on a satellite image of Muspole Street is was possible to see that given the significant setback of the area in question from the rest of the terrace, that the visual prominence of the feature is limited. The terrace is designed with numerous setbacks and varying ridge heights and this could be argued to be a continuation of this. Prior to these changes being agreed the applicant was asked to explore the potential use of sprinkler systems to negate the need to raise the height of the access. The justification used was the potential impact on sales values, higher

service charges through maintenance and increased safety through fire appliance access in the event of system failure. While this reasoning is not without issue, it is considered adequate given the level of visual harm is now sufficiently reduced.

- 23. When originally submitted the drawings also contained numerous other issues which cumulatively undermined the terrace. These have since been addressed and therefore the amended scheme raises no adverse issues for the significance of any nearby heritage assets identified above, including the character of the wider conservation area.
- 24. The layout and landscaping remains acceptable. A sedum roof is proposed on the third floor of the depository building and the specification and maintenance plan submitted are satisfactory.

Main issue 2: Amenity

25. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

Neighbouring amenity

- 26. Building the development in one phase does not raise any major issues given its size. There is no particular reason to have the development built in two phases, the original scheme's intention was to allow for phase one to be complete and for the Seymour House extension to continue operating as offices before being later demolished and redeveloped.
- 27. While there will be some disturbance this is an inevitable and unavoidable aspect of construction in a tight-knit urban environment. This would likely still occur should it be built in two phases, just for a potentially more drawn out period if construction were to stop and then start again. The S106 includes provision for a construction traffic management plan which includes wheel washing, road cleaning and restricting obstruction of the public highway. Demolition and construction are not considered to give rise to unacceptable amenity concerns .
- 28. The impact on the living conditions to the Duke Street properties remains the same with regards overshadowing and loss of light. The changes that are proposed are not considered to have a material impact on overlooking. The balconies facing the rear of the Duke Street terrace are still 0.65m in depth, not large enough for seating.
- 29. With the reduction in communal space at third floor level this means the potential for overlooking to the west is limited to the private roof terrace for unit 43. This represents a reduction in potential overlooking to neighbours.
- 30. The development does include car parking on the ground floor of both the depository building and the new build section between it and Seymour House. This is as per the approved scheme and being fairly typical it is not considered to give rise to any adverse concerns for noise or pollution. Similarly the ground floor treatment of this west elevation has adequate relief designed in and there is no appreciable impact for outlook over and above the current situation.

Occupier amenity

- 31. Regarding external space, the scheme is largely the same as previous with regards the open space around the site. On the third floor of the depository building originally had a large communal green roof garden alongside two private roof terraces. These two terraces are still proposed, as is the sedum roof, however the landscaped part is no longer accessible and instead there is a smaller roof communal terrace (35sqm).
- 32. When originally submitted this S73 application included no communal space at this level. Amendments have been made to reinstate some of this, which although not as good as the original scheme (~130sqm), at least the communal space remains spread throughout the site. The overall external space provision including private balconies ensures this reduction is amenity space does not undermine the positives of the original scheme.
- 33. Overlooking between dwellings within the site remains the same, as do levels of daylight and outlook.

Main issue 3: Transport

- 34. Key policies and NPPF paragraphs JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
- 35. Refuse and recycling stores have been rearranged so that all collection now occurs from the central courtyard. This raises no issues. Cycle stores have also been repositioned but the provision overall remains acceptable. The level of car parking

Compliance with other relevant development plan policies

36. 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
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Enorgy officionay	JCS 1 & 3	Yes subject to condition
Energy efficiency	DM3	
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Not applicable

Other matters

37. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:

Archaeology – the revised wording of the condition is fine.

Contamination – this raises no additional issues for contamination as discussed at length during the conditions stage (15/00069/D). Condition 10 has been discharged in full in agreement with the Environment Agency and Environmental Protection. The verification pre-occupation condition 11 remains outstanding.

Flood risk – the changes do not affect flood risk to the future occupants or off-site.

Equalities and diversity issues

38. There are no significant equality or diversity issues.

S106 Obligations

39. The consent was subject to a S106 agreement which secured the following:

- 33 per cent affordable housing being 19 affordable housing units (of which 16 would be social rented and 3 intermediate tenure dwellings);
- An education contribution of £46,576;
- A play space contribution of £71,760;
- A public open space contribution of £26,847;
- A transport contribution of £16,082.95.
- 40. The S106BA application approved by committee on 6 November 2014 reduced the affordable provision to either two on-site social rented or four intermediate tenure, or alternatively a £150,000 off-site commuted sum if an appropriate registered provider cannot be identified.
- 41. This S73 application makes no amendments to this but will be subject to a deed of variation to ensure this new permission is linked to the previous S106 agreements.

Local finance considerations

- 42. 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.
- 43. 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.

44. In this case local finance considerations are not considered to be material to the case.

Conclusion

45. 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. 15/01480/VC - Depository Building Part Lion House And Part Seymour House Muspole Street Norwich and grant planning permission subject to the completion of a satisfactory deed of variation and subject to the following conditions:

- 1. In accordance with plans;
- 2. Unless otherwise agreed in writing with the local planning authority the development shall be constructed in accordance with the details approved in application reference 14/01567/D with regards the following:
 - (a) Bricks;
 - (b) Roof tiles;
 - (c) Metal Cladding;
 - (d) Tile Cladding.
- 3. Unless otherwise agreed in writing with the local planning authority the development shall be constructed in accordance with the details approved in application reference 14/01567/D with regards the following:
 - (a) metal roofing;
 - (b) glass balustrade;
 - (c) render;
 - (d) timber cladding;
 - (e) rainwater goods;
 - (f) ground floor grilles to cycle and car parking areas;
- 4. Unless otherwise agreed in writing with the local planning authority the development shall be constructed in accordance with the details approved in application reference 14/01567/D with regards the following:
 - (a) timber porches;
 - (b) windows;
 - (c) doors;
 - (d) access;
 - (e) gates;
 - (f) balconies;
 - (g) north lights.
- 5. Unless otherwise agreed in writing with the local planning authority, prior to the first occupation of any dwelling the development shall be carried out in accordance with the landscaping details agreed in 15/00069/D and in accordance with the approved sedum roof specification and implementation scheme.
- 6. Unless otherwise agreed in writing with the local planning authority the development shall be carried out in accordance with the PV panel strategy details agreed in 14/01567/D, with the following additional details to be agreed in writing:
 - i) installation of any associated equipment;
 - ii) the future operation and management of the panels;

- 7. Unless otherwise agreed in writing with the local planning authority development to be carried out with heritage interpretation details agreed in 14/01567/D.
- 8. Unless otherwise agreed in writing with the local planning authority no development shall take place unless in accordance with the programme of archaeological evaluation agreed in 15/00069/D. The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the approved archaeological Written Scheme of Investigation and provision has been made for analysis, publication and dissemination of results and archive deposition has been secured.
- 9. Unless otherwise agreed in writing with the local planning authority no development shall take place unless in accordance with the contamination risk assessment, site investigation scheme and subsequent report approved in 15/00069/D.
- 10. No occupation of the development hereby approved shall take place until a verification plan and a proposed monitoring, maintenance and contingency plan have been submitted to and agreed in writing by the local planning authority. The verification plan shall provide details of the data that has been collected in order to demonstrate that the works set out in remediation strategy referred to in condition 10 above are complete and shall identify any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. The proposed monitoring, maintenance and contingency plan shall identify how these requirements will be met.
- 11. If, during development, contamination not previously identified is found to be present, then no further development shall be carried out in pursuance of this permission until a scheme has been submitted to and approved by the council as Local Planning Authority detailing how this contamination shall be dealt with in accordance with the remediation scheme as set out above. Only when evidence is provided to confirm the contamination no longer presents an unacceptable risk, can development continue.
- 12. All imported topsoil and subsoil for use on the site shall be certified to confirm its source and that it is appropriate for its intended use. No occupation of the development shall take place until a copy of the certification has been submitted to the Local Planning Authority.
- 13. The development hereby permitted shall be constructed with a minimum finished floor level set to 3.70mAOD.
- 14. Unless otherwise agreed in writing with the local planning authority no development shall take place unless in accordance with the water, energy and resource efficiency measures approved in 14/01567/D. The scheme shall be constructed and the measures provided and made available for use in accordance with such timetables as may be agreed.
- 15. Unless otherwise agreed in writing with the local planning authority the scheme shall be constructed and implemented in accordance with the foul water drainage scheme approved in 15/00069/D.
- 16. Unless otherwise agreed in writing with the local planning authority no occupation of any dwelling shall take place until a fire hydrant has been provided in accordance with the details approved in 15/00069/D.
- 17. Unless otherwise agreed in writing with the local planning authority no occupation of any dwelling shall take place until all secure cycle parking and refuse stores have been provided in accordance with approved drawing numbers 201 Rev.C, 230 and 260.

- 18. The development hereby approved shall be designed and built to meet the regulation 36 2(b) requirement of 110 litres/person/day water efficiency set out in part G2 of the 2015 Building Regulations for water usage.
- 19. Unless otherwise agreed in writing with the local planning authority no occupation of any dwelling shall take place until the works have been carried out in accordance with the surface water strategy details approved in 15/00069/D.

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.



East Elevation on to Muspole Street - Planning Approved



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Muspole Street Norwich

Billericay Colchester London Norwich

- - - Date: Description:

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Ingleton Wood

Vision, form and function

Norwich 43 All Soints Creen Norwich NR1 3LY T: 01603 666847 F: 01603 629798

Muspole Terrace, West Elevation Amendments under S73 Application

Heritage Developments Ltd

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Muspole Street Norwich

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