

Report to Planning applications committee

Item

14 June 2018

Report of Head of planning services

Subject Application no 18/00058/F - 41 - 43 St Augustines Street,
Norwich, NR3 3BY

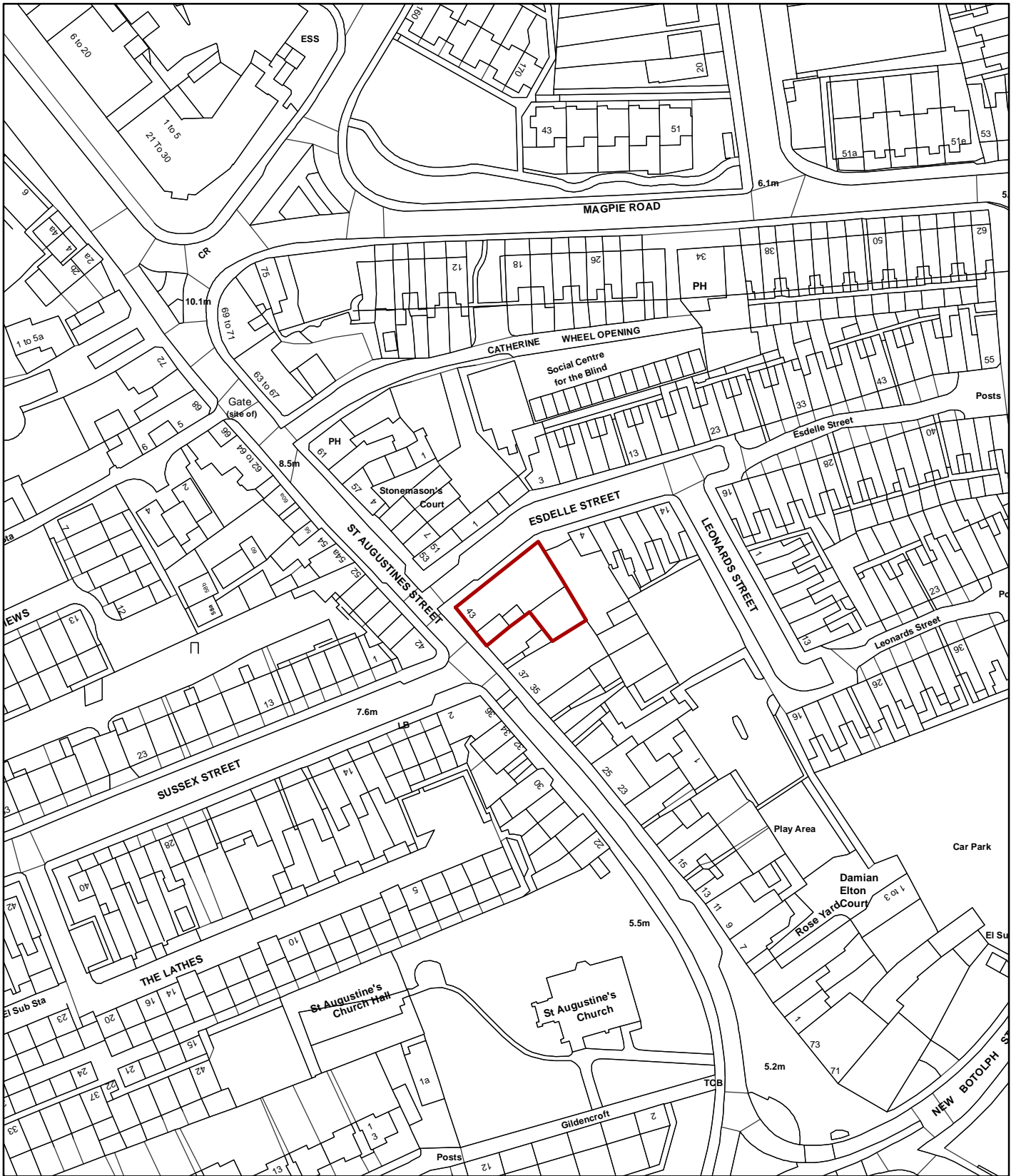
5(b)

**Reason
for referral** Objection

Ward:	Mancroft
Case officer	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of existing building. Erection of 9 No. flats with 1 No. retail unit on ground floor level.		
Representations		
Object	Comment	Support
4	1	0

Main issues	Key considerations
1	Principle of development
2	Design and heritage
3	Transport
4	Amenity
5	Flood risk
Expiry date	12 April 2018
Recommendation	Approval

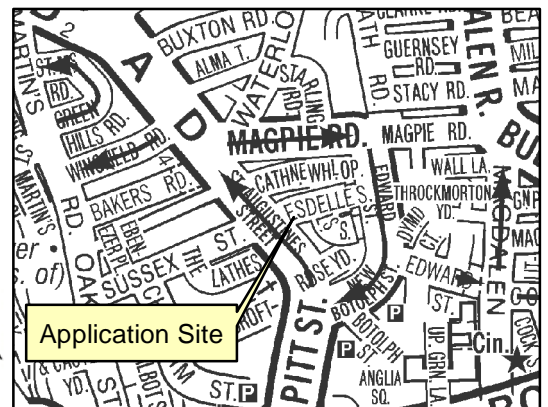


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Planning application no: 18/00058/F
 Site Address: 41-43 St Augustines Street
 Scale: 1:1,250



NORWICH
 City Council



The site and surroundings

1. The site includes buildings on the corner of St. Augustine's and Esdelle Street, to the north of the city centre. No.43 is a 19th Century smithy building which in the past was the main premises of Dave Barkshire Motorcycle Centre. The building is still used for storage by that company, although the main business has relocated to Rackheath Industrial Estate. On the ground floor corner of the building is a small unit that was last used as a café but is currently vacant. No. 41 also dates from the 19th Century and was historically a dwelling but when it was last in use was used for commercial purposes. It is also currently vacant. Both buildings are locally listed. They are however in a poor state of repair and have been unsympathetically altered in the past, both internally and externally.
2. No. 39, immediately to the south is locally listed and currently operating as an adult shop and the buildings immediately to the east on Esdelle Street are residential dwellings. There are a range of commercial uses in the vicinity of the site, including a dentist, takeaway and architectural practice.

Constraints

3. The site is within the city centre conservation area and the buildings on site are locally listed. There are a number of statutory listed buildings opposite the site on St. Augustine's Street, including no's 42-52 St. Augustine's Street and no. 1 Sussex Street, 4-10 Sussex Street, 27-29 St. Augustine's Street, and no.s 32, 34, 36 and 36A St. Augustine's Street and no. 2 Sussex Street. The adjoining building, no. 39 is locally listed.
4. The site is within a large district centre, critical drainage catchment area and a main area of archaeological interest.

Relevant planning history

5. There is no relevant planning history held by Norwich City Council.

The proposal

6. The proposal is to demolish the buildings on site and construct a new building which would contain 9 no. flats and 1 no. retail unit on the ground floor. There would be 6 no. 1 bedroom flats and 3 no. 2 bedroom flats. The building would comprise two distinct forms. Firstly, a three storey flat roof building on the corner made of brick which includes pillars, insets and alignment of fenestration to provide a modern interpretation of locally distinctive features. This would have a darker brick at ground floor level to reference the blackened plinth detailing of adjacent buildings. Secondly a two and a half storey pitched roof section on Esdelle Street which features dormer windows and a slate roof. This would be rendered in a light shade, to reflect the prevailing character of Esdelle Street.
7. There would be a rear courtyard where bins and bikes would be stored, this being accessed from a passageway off Esdelle Street. This would also provide a small area for amenity/ outdoor seating.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	9
No. of affordable dwellings	0
Total floorspace	519 sqm. All dwellings meet national minimum space standards.
No. of storeys	3
Max. dimensions	Flat roof corner building – 9.3m high Pitched roof building – 9m high.
Density	25 dwellings per hectare
Appearance	
Materials	Walls - red brick, dark grey brick, light render.
Construction	Roof – Grey slate tiles and grey single ply membrane to flat roof area Windows – Aluminium double glazed Doors – Aluminium double glazed
Transport matters	
No of car parking spaces	None
No of cycle parking spaces	To be controlled by condition
Servicing arrangements	From Esdelle Street

Representations

- Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 5 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Concern that the development is an ugly modern shapeless block in amongst the period buildings.	See main issue 2.
No objection to the principle of development but consider that the vertical pilasters are out of keeping with the character of the street and would wish to see this redesigned.	See main issue 2.
Concern that the bin storage and collection measures proposed would not work. Bins should not be presented on Esdelle Street.	See main issue 3.
The cycle storage would be obstructed by the proposed bin storage.	See main issue 3.
The proposed development is not sympathetic to the character of the Conservation Area and does nothing to enhance the character of the neighbourhood.	See main issue 2.
Concern that the retail unit does not have sufficient space for storage, kitchen or welfare facilities.	See main issue 4.
Intense form of development which will have impacts on neighbours and future residents amenity (overlooking, overbearing, limited natural light and lack of outdoor space)	See main issue 4.
The proposal will intensify visitor parking problems.	See main issue 3.
Comment from the adult shop which occupies no. 39 St. Augustines which raises no objection to the development but wished to make sure that any future occupiers are aware of their presence and does not object to their license in the future.	See main issue 4.

Consultation responses

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

Design and conservation

10. No objection following receipt of amended plans.

Environmental protection

11. No objection subject to conditions to ensure noise levels within the proposed units is acceptable

Highways (local)

12. No objection on highway grounds. Construction management plan sought via condition. Windows should not be outward opening to avoid obstructions. Extant waiting restrictions on Esdelle Street and St Augustines are adequate and do not require amendment. The extant footway and dropped kerbs are satisfactory for the proposed development and do not require modification.

Norfolk historic environment service

13. Following receipt of additional information regarding the site, no objections subject to conditions relating to a programme of archaeological investigation.

Assessment of planning considerations

Relevant development plan policies

14. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
 - JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
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
 - DM5 Planning effectively for flood resilience
 - DM9 Safeguarding Norwich's heritage
 - DM16 Supporting the needs of business
 - DM17 Supporting small business
 - DM21 Protecting and supporting district and local centres
 - DM28 Encouraging sustainable travel
 - DM29 Managing car parking demand in the city centre
 - DM30 Access and highway safety
 - DM32 Encouraging car free and low car housing

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 policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

18. Key policies and NPPF paragraphs – DM9, DM12, DM17, DM18, JCS4, JCS5 NPPF paragraphs 49 and 14.
19. The site is within a sustainable location where there is a presumption in favour of development for residential and retail purposes. The buildings on site are locally listed and as such it would normally be preferable to retain them where possible. Policy DM9 of the local plan states that:
- “Development resulting in harm or loss of significance of a locally listed heritage asset will only be acceptable where:
- a) there are demonstrable and overriding benefits associated with the development; and
 - b) it can be demonstrated that there would be no reasonably practicable or viable means of retaining the asset within a development.
20. In this instance the buildings have been substantially altered and are in a particularly poor state of repair. The modernised frontage which faces St. Augustine’s Street is currently a negative feature within the conservation area. A Structural Survey submitted with the application identifies a number of structural defects and leaking roof. The building is not considered suitable for conversion.
21. The planning officer’s site visit confirmed that the buildings are in a poor state of repair and not suitable for conversion. In discussion with the conservation officer, the principle of redeveloping the site is considered acceptable, subject to the design of the new proposal conserving or enhancing the character of the conservation area and making the most efficient use of the land.
22. Whilst a small retail unit would be provided at ground floor level, the proposal would result in a reduction of business floorspace which has in the past been used for the motorcycle company. Whilst such losses should be carefully scrutinised, the site is

not considered particularly suitable for motor trade purposes, being located in a shopping and residential area and without any off-street parking available.

23. Regard is also had to the current five-year housing land supply position, where there is currently a shortfall in the supply in the Norwich Policy Area. Given that a retail unit would be maintained at ground floor level, it is considered that the proposal would deliver significant benefits in terms of providing new dwellings, improve the amenity for neighbouring occupiers and, as detailed in the following section, it is considered the proposal would enhance the appearance of the site and character of the conservation area.
24. For these reasons, the principle of development is considered acceptable.

Main issue 2: Design and Heritage

25. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
26. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
27. The conservation character area appraisal identifies that the area benefits from a significant concentration of historic buildings and features from different historical periods. This variety is apparent on either side of St Augustine's Street with a variety in height and mixture of pitched roof and gable ends. The predominant building material is red brick with some elevations painted and rendered. Scales vary between two and three storeys.
28. The flat roof building proposed would represent a departure from the prevailing character of the street, with only one other flat roof building evident on this stretch of St. Augustine's. However regard is had to the fact the site is a corner plot, and therefore is well placed to accommodate a building which is distinctive and has a degree of prominence. The new building on Esdelle Street would respect the form and appearance of buildings on that street, albeit it would be slightly higher in order to accommodate rooms within the roof.
29. Whilst the design is modern and has its own character, the architectural detailing and use of materials takes references from the surrounding buildings, and the proposal is considered to represent a high quality design which would significantly enhance the appearance of the site compared to the current situation. It is considered that the proposal would enhance the character of the conservation area and preserve the setting of nearby listed buildings.
30. The design of the shop front would be a distinctive element of the building in its own right which respects the character of existing shop fronts whilst providing a modern appearance which would work well in the street scene. The scale of development in general is in keeping with the wider character of the street.

Main issue 3: Transport and servicing

31. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
32. The proposal is for a car-free development which is acceptable given the proximity to shops and services and public transport modes. There is space for sufficient and

secure cycle storage within the rear courtyard. Conditions are recommended relating to the need for a construction management plan. The highway officer raised no objection on highway grounds.

33. The new properties would not be eligible for new residents parking permits. The impacts of additional visitors arriving by car would be controlled by existing parking control measures and there are sufficient public car parks within the walking distance of the site.
34. Concerns have been raised about the arrangements for waste collection. During the course of the application the applicant has revised the scheme to ensure bins can be collected from the rear yard. This has included widening the passageway to allow for the easy movement of bins and repositioning the bin store. The bins would be collected by bin collection personnel directly from the rear yard, and returned to this position once they had been emptied. There would be no need for bins to be presented or left on Esdelle Street itself. Officers in citywide services have confirmed this would be acceptable and it is considered this would avoid the obstructions to the highway or pavement that objectors are concerned about.

Main issue 4: Amenity

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

Amenity for proposed occupiers

36. The proposal meets or exceeds the requirements of the national minimum space standards for all flats. There would be limited outdoor amenity space within the rear courtyard. Whilst this is small in scale regard is had to the location of the site, which is in walking distance of Waterloo Park, and the various café's, pubs, restaurants and open spaces of the city centre. It would not be desirable to provide balconies due to the location within the conservation area and the conflict this would cause with the appearance of the site. The flats would receive satisfactory levels of natural light. A condition is recommended to ensure that suitable sound attenuation measures are implemented to deal with noise from vehicle traffic on St. Augustine's Street.
37. With regard to the comments from the operator of the adjacent adult shop, licensing is a separate matter to planning however it is not anticipated that the proposed use would materially conflict with the adjacent business or vice versa, given the nearest flats would be on the first floor of the proposed site, with access from Esdelle Street.

Amenity for neighbouring occupiers

38. No material harm would be caused by overlooking, loss of privacy, loss of light or overshadowing from the proposal. The relationship of the development to surrounding properties would be similar to the existing pattern of development within the street. It is likely that the proposed use would reduce amenity impacts compared to the previous motorbike sales use.

Amenity – commercial use

39. A condition is recommended restricting the retail unit to be used for A1 (shop), A2 (financial services) or A3 (café) uses only, to assist with the vitality and viability of

the District Centre and to ensure that other uses which may create additional impacts are properly assessed.

40. Whilst no storage or kitchen facilities are indicated, it is considered that some flexibility is required due to it not being known who the end user would be at this stage. It is likely that that a future occupier would fit the unit out to their own requirements. The occupier would have access to the rear yard for bin storage. The servicing arrangements would not be dissimilar to the other commercial units along the road.
41. The amenity impacts on proposed and future occupiers are considered acceptable.

Main issue 5: Flood risk

42. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
43. The site is within flood zone 1 which is the zone of lowest risk from fluvial flooding. However it is within a critical drainage catchment. The proposal is unlikely to increase the potential for surface water run-off, given that the site is already covered in buildings and hard standing. Notwithstanding this, some water attenuation measures would be welcomed and this could be sought by condition.
44. Foul drainage would connect to the mains sewer to which Anglian Water raises no objection.

Compliance with other relevant development plan policies

45. 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	Not applicable
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

46. There are no significant equality or diversity issues.

Local finance considerations

47. 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.
48. 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.
49. In this case local finance considerations are not considered to be material to the case.

Conclusion

50. Whilst the loss of the locally listed buildings on site would result in some harm to the character of the area, the condition of the buildings is not good and they have also been significantly and unsympathetically altered. The proposal would deliver significant benefits in terms of redeveloping the site to provide a more efficient use of the land and improvement to the appearance of the street scene, with the design striking the right balance between introducing a new and modern feature building whilst respecting the scale and characteristics of surrounding buildings within the conservation area. In addition to enhancing the appearance of the site, delivering nine new residential dwellings and a modern retail unit in a sustainable location are particular benefits of the scheme.
51. 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

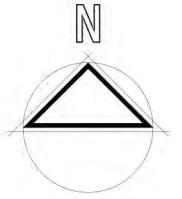
To approve application no. 18/00058/F - 41 - 43 St Augustines Street Norwich NR3 3BY and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Retail unit to be for A1, A2 or A3 purposes only.
4. Water efficiency – residential
5. Water efficiency – commercial
6. Materials to be submitted for approval
7. Cycle and bin storage and landscaping details of rear courtyard to be submitted for approval
8. Land contamination report to be submitted and measures implemented if required
9. Surface water drainage attenuation measures to be provided.
10. Archaeological written scheme of investigation
12. The building envelope shall be constructed so as to provide sound attenuation against external noise and ensure internal sound levels no greater than:
 - a) 35dB LAeq(16 hour) in the main living rooms of the dwelling(s) (for daytime and evening use); and

- b) 30dB LAeq(8 hour)/45dB LAmx(fast) in the bedrooms of the dwelling(s) (for nighttime use) in line with World Health Organisation guidance, with windows shut and other means of ventilation provided.
13. Construction management plan to be submitted.
 14. All windows should be sash style and not outward opening.

Article 35(2) statement

The local planning authority in making its recommendation 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.



8.5m

7.6m

0m 20m

EXISTING SITE PLAN 1:200@A3

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Revisions				
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Dave Barkshire
16/08/16

**St Augustines
 Norwich**
16/08/16

Existing Site Plan
16/08/16

5170
16/08/16

051
16/08/16

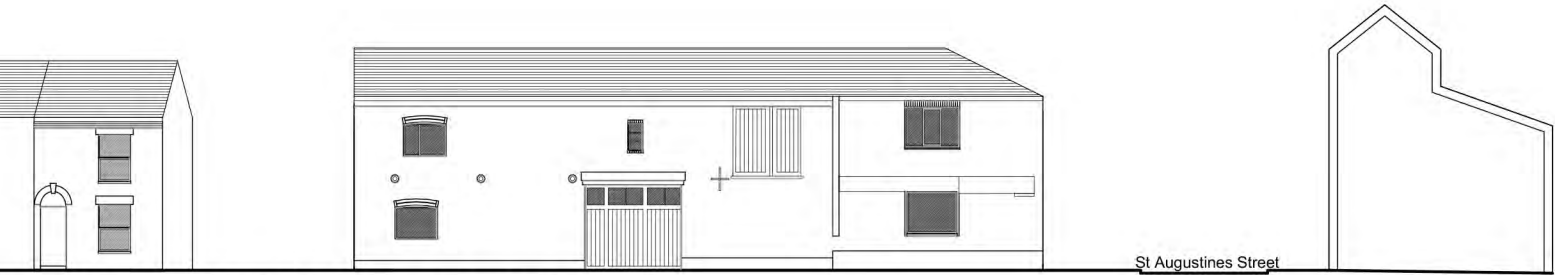
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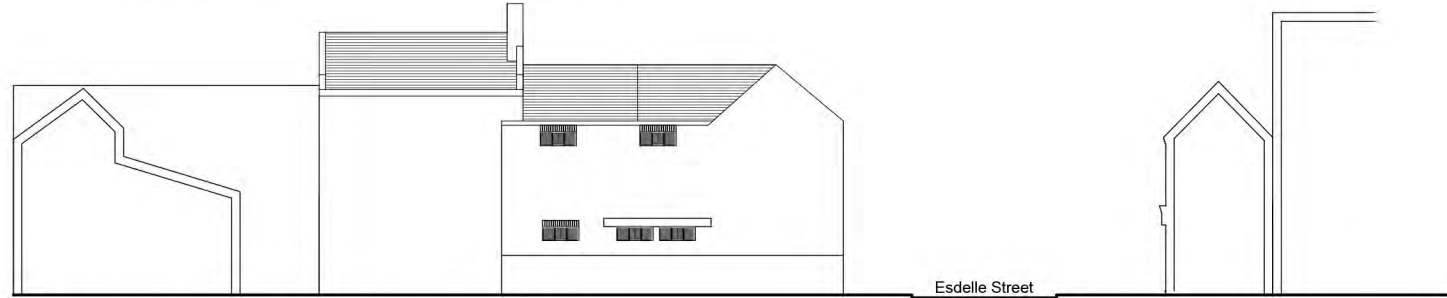
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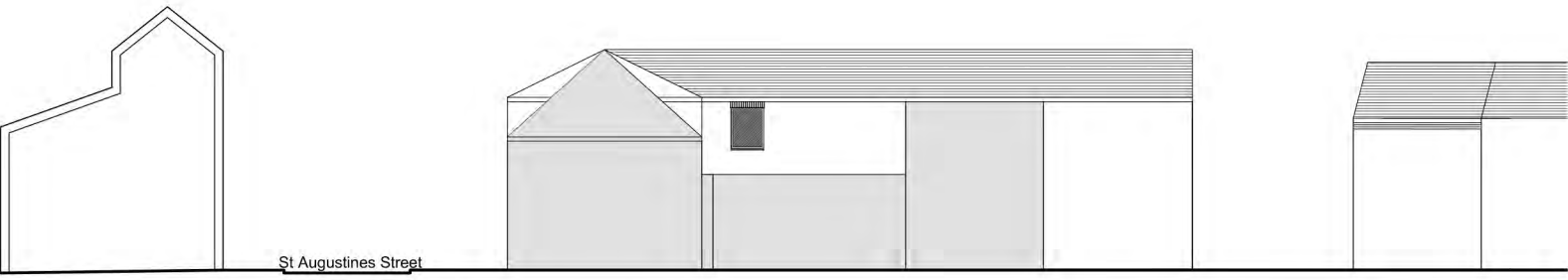
EXISTING SOUTH-WEST ELEVATION 1:200@A3



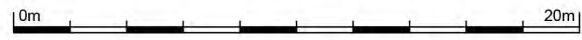
EXISTING NORTH-WEST ELEVATION 1:200@A3



EXISTING NORTH-EAST ELEVATION 1:200@A3



EXISTING SOUTH-EAST ELEVATION 1:200@A3



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Dave Barkshire
Owner

St Augustines Norwich
Project

Existing Elevations
Project Ref

5170
Project Ref

053
Revision

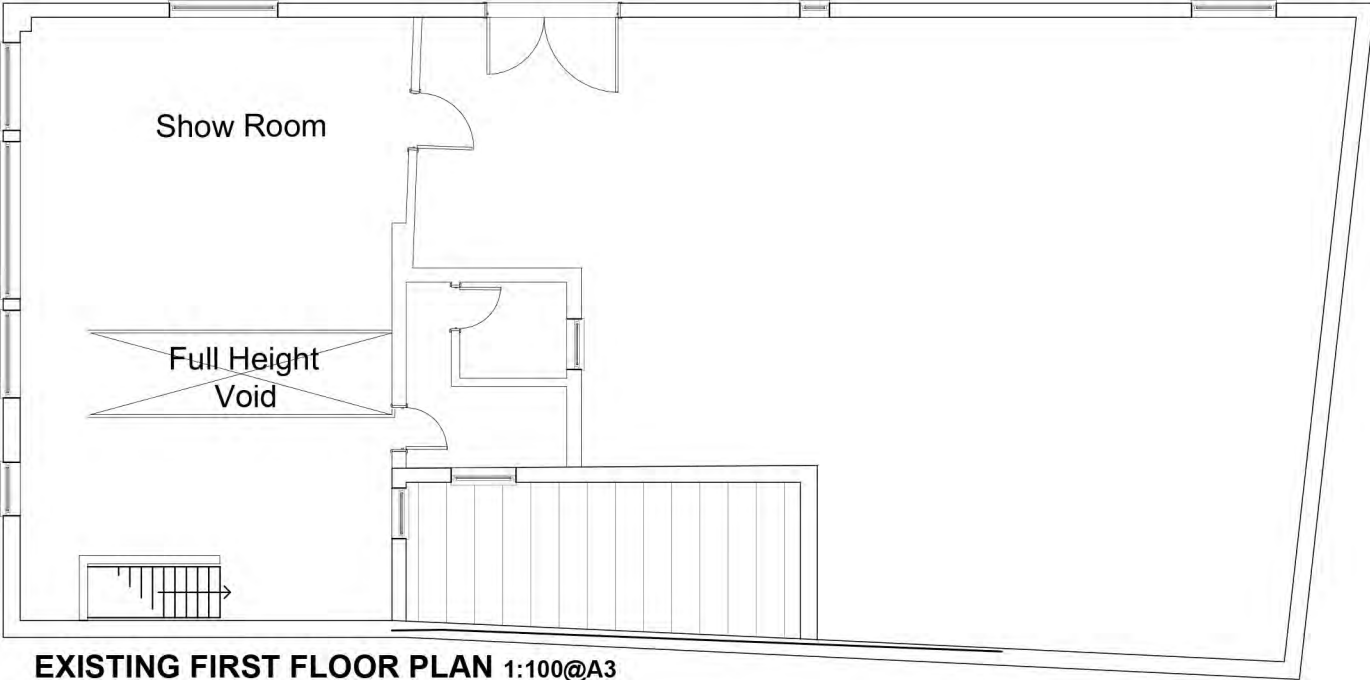
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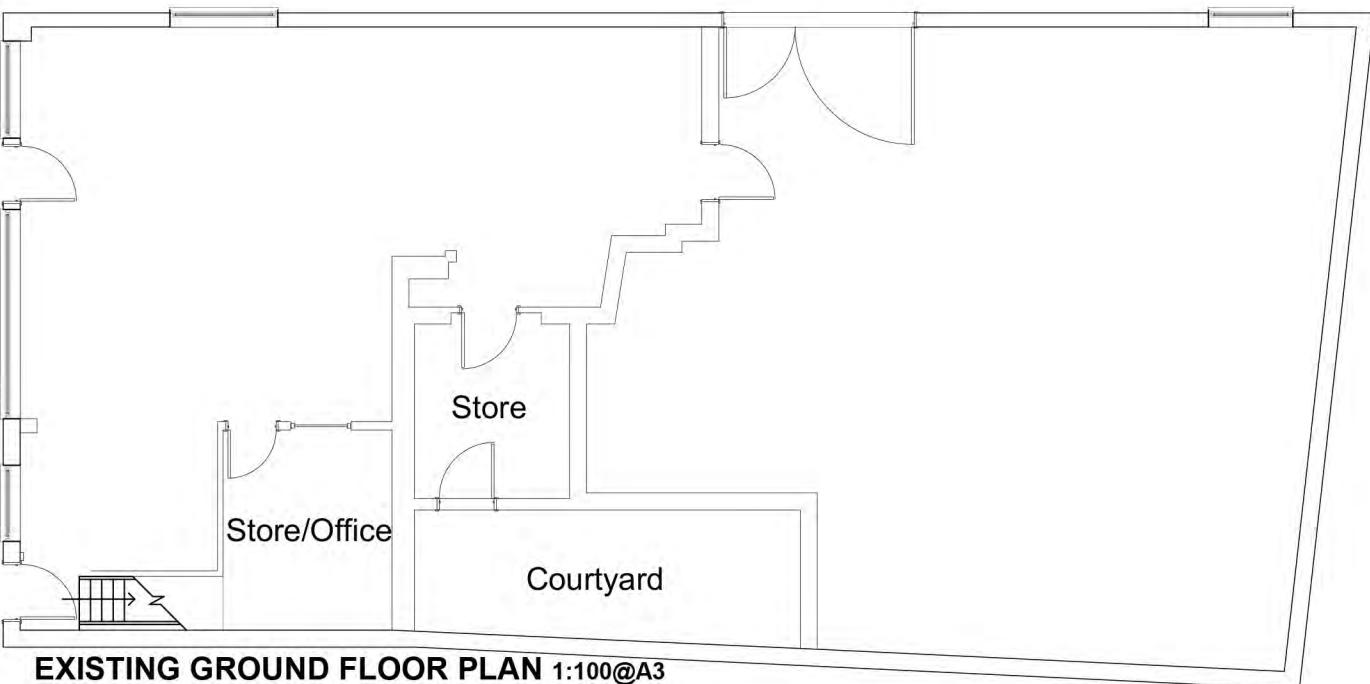
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EXISTING FIRST FLOOR PLAN 1:100@A3



EXISTING GROUND FLOOR PLAN 1:100@A3

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**St Augustines
Norwich**

Existing Floor Plans

5170

052

16/08/16

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REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
G	11/08/16	Site plan updated to suit planners comments	JL	JL
F	12/08/16	Site plan updated to suit planners comments	SH	JL
E	14/08/16	Site plan updated	JL	
D	14/10/17	Internal Layout Amendments	VS	JL

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Conservation Area
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Dave Barkshire
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**St Augustines
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Proposed Site Plan

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 PROJECT NO

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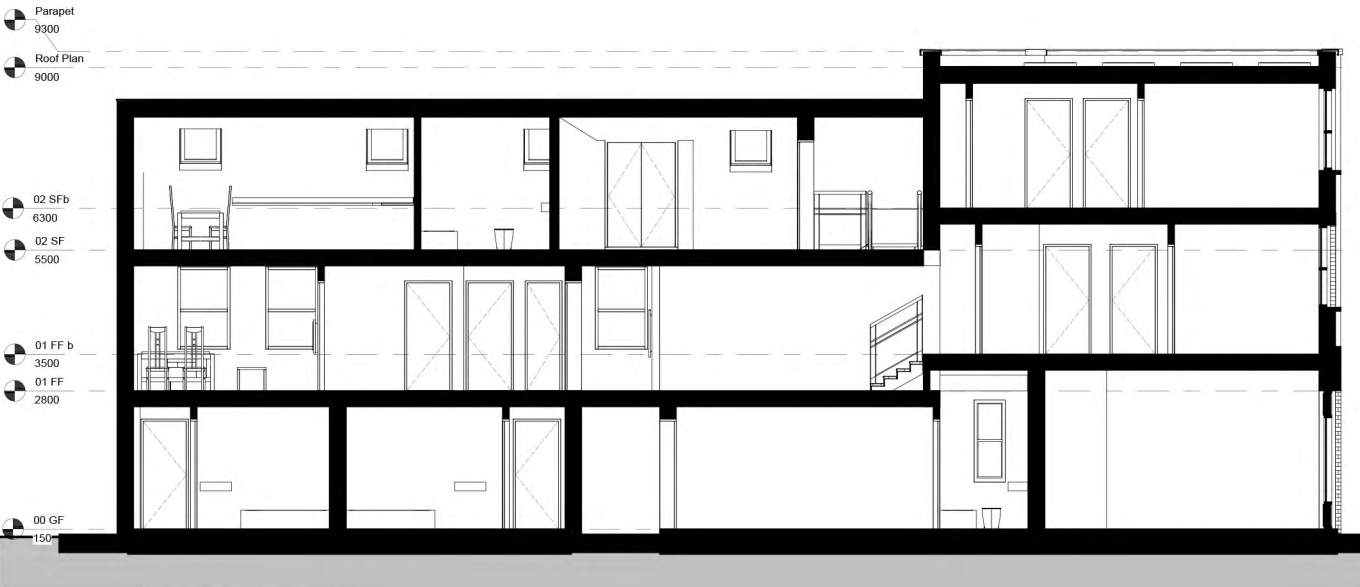
SITE PLAN 1:100@A1



West Elevation
1 : 50



South Elevation
1 : 50



Long Section A - A
1 : 50

REV	DATE	DESCRIPTION	CHECKED BY
F	11/22/21	Internal Layout and Amendments and roof update	VS
E	20/11/21	Internal Layout Amendments	VS
D	11/10/21	Internal Layout Amendments	VS
C	07/09/21	Updated Details	VS
B	17/08/21	Updated Layouts	VS
A	07/08/21	Updated Layouts	VS

Revisions



Assessors Designers Quantity Surveyors

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Documents marked

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Project

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Proposed Elevations Sections

5170

Project No.

057

Revision No.

07/08/17

Date

VS

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F

Revision

1 : 50@A1

Scale

JJ

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North Elevation
1 : 50



East Elevation
1 : 50



Section B - B
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Section C - C
1 : 50

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F	11/22/01	Internal Layout and Amendments and roof update	VS		
E	20/11/01	Internal Layout Amendments	VS		
D	11/10/01	Internal Layout Amendments	VS		
C	07/09/01	Updated Details	VS		
B	17/08/01	Updated Layouts	VS		
A	07/08/01	Updated Layouts	VS		

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Amendments Diagrams Quantity Surveying

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Dave Barkshire

St Augustines Norwich

Proposed Elevations Sections

5170

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05B	07/08/17	1 : 50@A1	F	JJ
05A	07/08/17	1 : 50@A1	VS	JJ



Esdelle Street

Proposed

Proposed South Elevation St Augustines Street



Proposed

St Augustines Street

Proposed West Elevation Esdelle Street



B 24.5.18 Elevations updated to match current design JL JI

REV	DATE	DESCRIPTION	DRAWN	CHECKED BY

Revisions

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Architects Engineers Quantity Surveys

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Local

St Augustines
Norwich

Local

Proposed Elevations
South / West

Local

5170

Project No.

061

Drawing No.

B

Revision

08/08/17

Date

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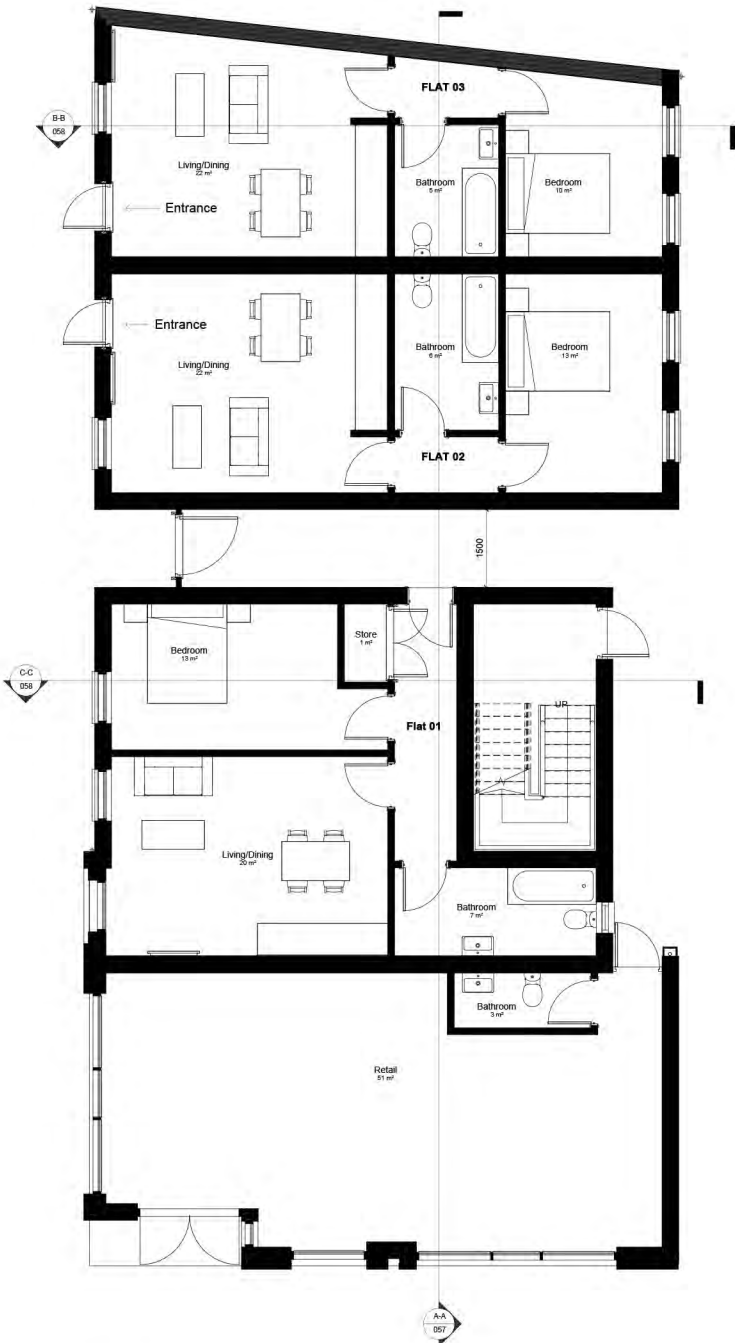
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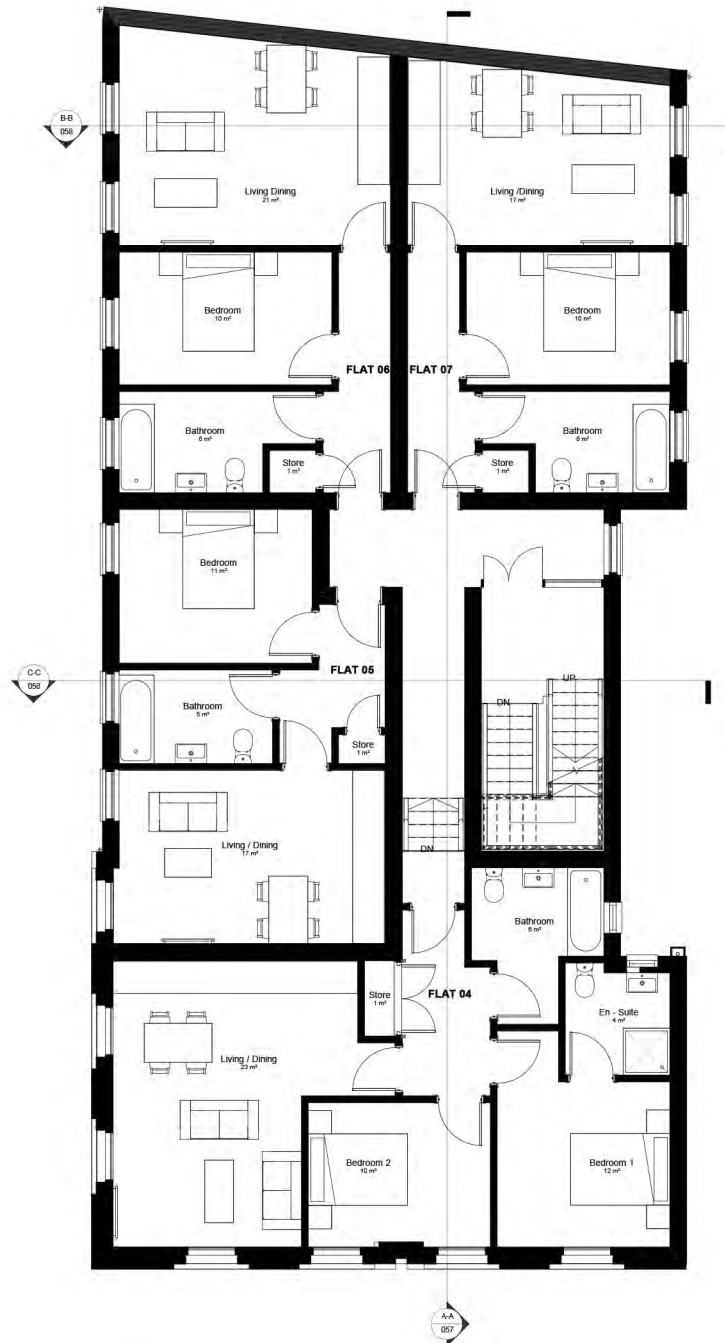
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00 GF
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Area Schedule (Rentable)	
Name	Area
Flat 1	50 m ²
Flat 2	44 m ²
Flat 3	41 m ²
Flat 4	63 m ²
Flat 5	40 m ²
Flat 6	45 m ²
Flat 7	41 m ²
Flat 8	75 m ²
Flat 9	68 m ²
Retail Unit	54 m ²
Total:	522 m²

REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
F	11/22/01	Internal Layout and Amendments and roof update	VS	
E	2011/201	Internal Layout Amendments	VS	
D	11/10/01	Internal Layout Amendments	VS	
C	07/09/01	Updated Details	VS	
B	17/08/01	Updated Layouts	VS	
A	07/08/01	Updated Layouts	VS	

Revisions

CF
Architects (Furniture) Quantity (Norwich)

PLANNING
Document Control

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Dave Barkshire
Project

St Augustines Norwich
Project

Ground Floor & First Floor Plans
Project

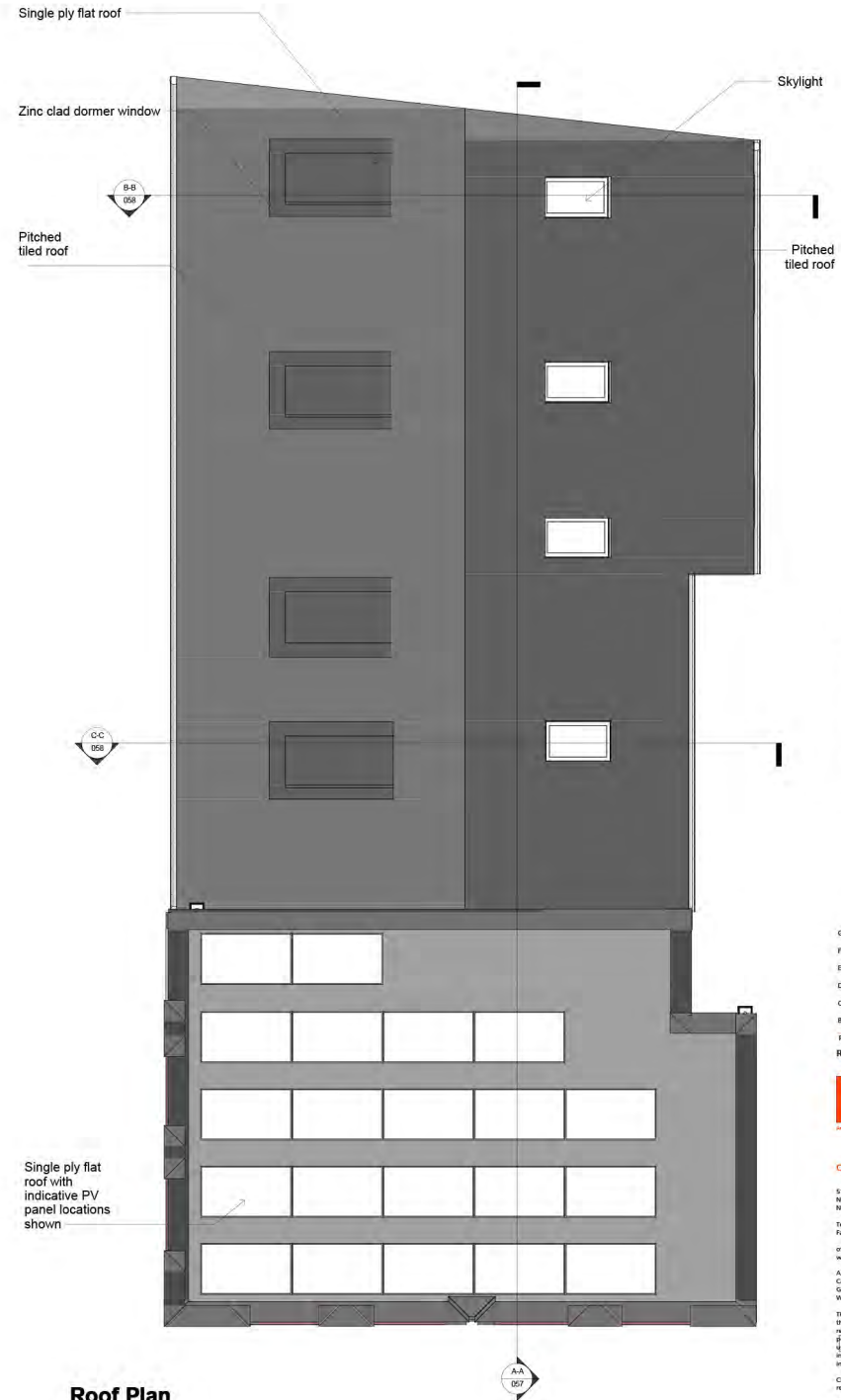
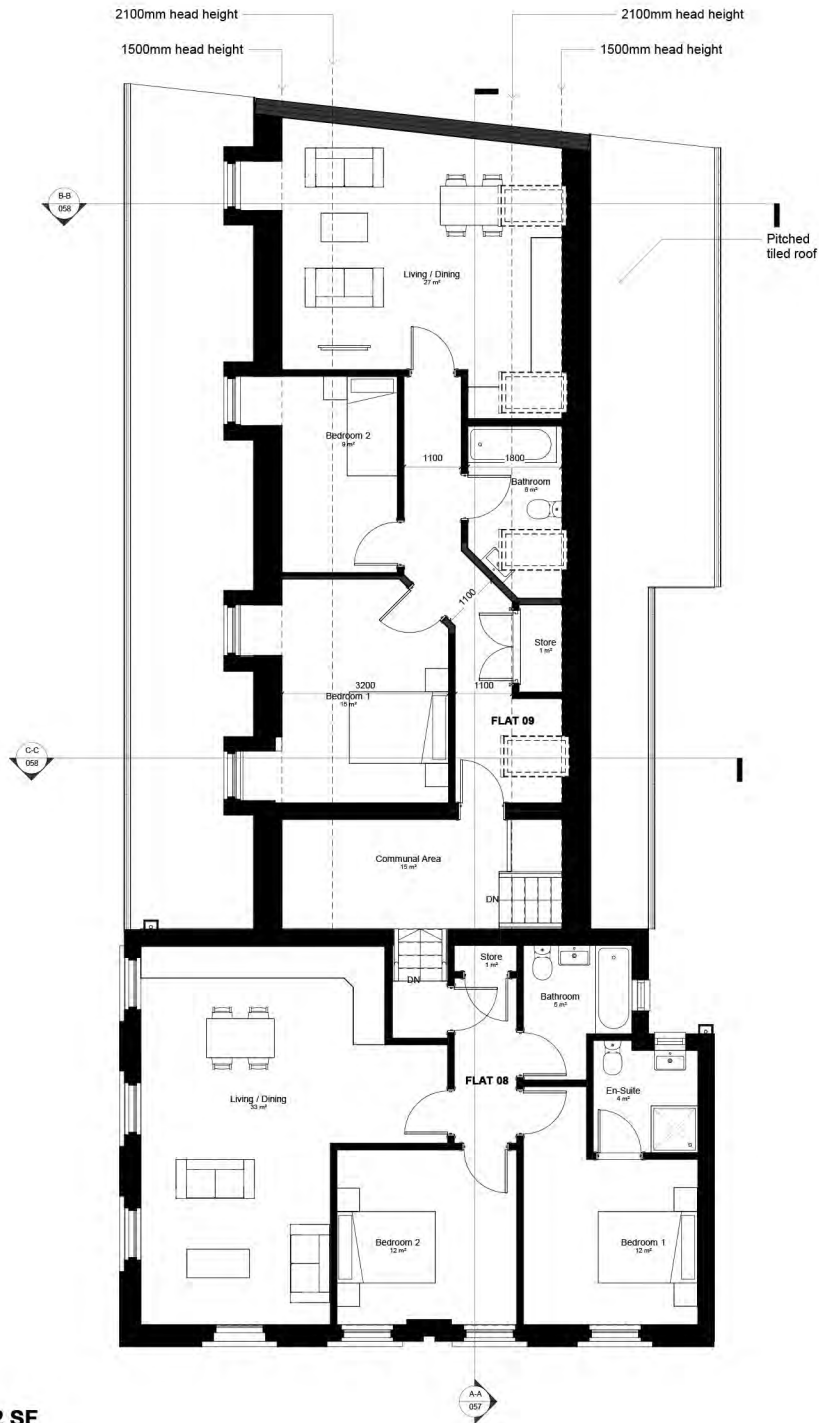
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Project Ref

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VS	JJ
VS	VS



Area Schedule (Rentable)	
Name	Area
Flat 1	50 m ²
Flat 2	44 m ²
Flat 3	41 m ²
Flat 4	63 m ²
Flat 5	40 m ²
Flat 6	45 m ²
Flat 7	41 m ²
Flat 8	75 m ²
Flat 9	68 m ²
Retail Unit	54 m ²
Total:	522 m²

REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
B	17/08/21	Updated Layouts		VS
C	07/09/21	Updated Details		VS
D	11/10/21	Internal Layout Amendments		VS
E	20/11/21	Internal Layout Amendments		VS
F	11/12/21	Internal Layout and Amendments and roof update		VS
G	20/03/21	Internal layouts for SF and further updates on pitched roof and external wall details		VS

Revisions

CF
Architect (Program Quality Service)

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PLANNING

Dave Barkshire

St Augustines
Norwich

Second Floor Plans Roof
Plan

5170

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