

Report to Planning applications committee
10 December 2020

Report of Area development manager

Subject Application nos 20/01291/F & 20/01295/L – Strangers Club, 22-24 Elm Hill, Norwich, NR3 1HG

Reason for referral At the discretion of the area development manager

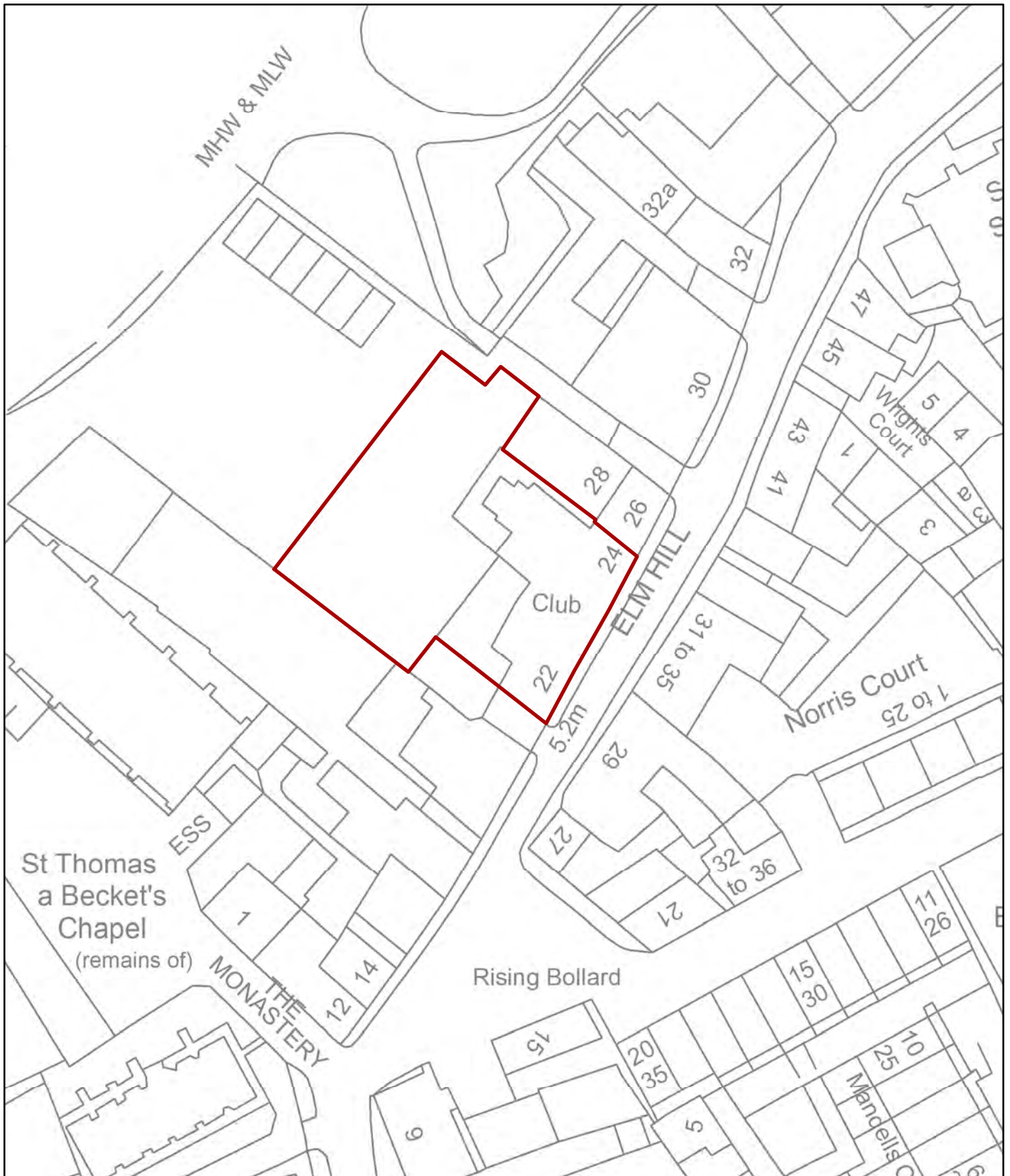
Item

4(a)

Applicant	The Strangers Club
Ward	Thorpe Hamlet
Case officer	Lara Emerson - laraemerson@norwich.gov.uk

Development proposal		
Kitchen extract (revised proposal).		
Representations		
Object	Comment	Support
0	0	2

Main issues	Key considerations
1. Heritage	Impact of proposals on the significance of the host building, setting of nearby heritage assets and character of the surrounding conservation area.
2. Amenity	Impact of odour and noise to nearby properties.
Expiry date	18 December 2020
Recommendation	Approve



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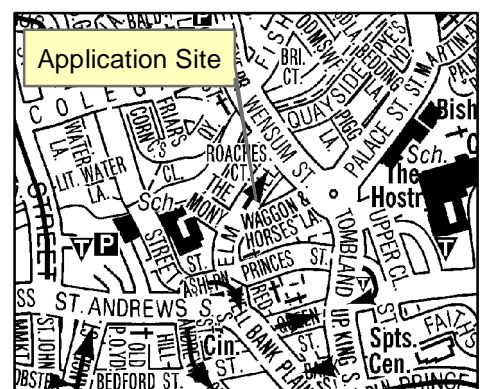
Planning Application No 20/01291/F & 20/01925/L
 Site Address Strangers Club 22-24 Elm Hill

Scale 1:500



NORWICH
 City Council

PLANNING SERVICES



The site, surroundings and constraints

1. 22-24 Elm Hill, known as the Strangers Club, is a Grade II* listed building sitting on the north side of Elm Hill within the Elm Hill and Maddermarket character area of the City Centre Conservation Area. The building is used as a private members club which includes a restaurant and kitchen. To the rear of the building is a public car park.
2. The list description is as follows:

TG 2308 NW ELM HILL (north-west side) 16/309 26.2.54 Nos. 22 and 24 (Strangers Club) GV II Former use not known, now club. C16 and later. Timber frame. Ground floor rendered; exposed close studding with herringbone red-brick infill at first floor. Pantiled roof. Brick chimney (rebuilt). 2 storeys with cellar to right. First-floor jetty. 6 first-floor windows. Left carriage entrance to Crown Alley has finely carved bressummer also bearing merchant's mark and arms of the Mercers Company. 2 identical Tudor-style doors with ribs and iron studs in moulded surrounds, flank two large windows which have moulded mullions and transoms (heavily restored) of 6 and 10 leaded lights respectively. The larger window is reputed to have been re-set from the first floor. 2 smaller diamond - lattice C20 casements to right and left and others on first floor. Projecting C16 timber-framed wing to rear has gable-end brick chimney, 2-centred arch and a mullioned and transomed casement. The interior has moulded beams and a fireplace introduced from elsewhere.*

3. There are numerous other heritage assets within the setting, most notably the Grade II* listed 26-30 Elm Hill which is immediately adjacent to the site. 26-30 Elm Hill is vacant and on the Buildings at Risk register. Both the application site and 26-30 Elm Hill are in the ownership of the City Council. The two buildings (22-24 and 26-30 Elm Hill) are attached, but their rear ranges are separated by a narrow gap (ranging from 650-700mm), within which an existing extraction system is located.

Relevant planning history

Reference	Description	Decision	Date
19/00546/L	Internal alterations to mid and first floors.	Approved	10/07/2019
19/01487/F & 19/01488/L	Kitchen extract (revised proposal).	Refused	19/08/2020

The proposal

4. The club's kitchen, located within the building's rear range, has an existing extraction system exiting on its eastern wall, facing into the narrow gap between the subject property and the adjacent property (26-30 Elm Hill). According to the applicant, an extraction system was first installed in this location in 1965, and the system has been upgraded a number of times since. It appears as though the extracted air has been leaving deposits of grease on the wall of the adjacent property due to the proximity of the two buildings. The existing system does not benefit from listed building consent or planning permission and applications for upgrading the existing system were refused earlier this year (19/01487/F & 19/01488/L).

5. The applications now under consideration are for an alternative scheme. It is proposed that the existing extraction system is removed, and the hole repaired, and that ducting is installed internally within the kitchen to allow the extraction to take place on the opposite side of the rear range.
6. The alternative system involves the insertion of a hole in the wall between the kitchen and the single storey 'boiler house' and another hole in the external wall of the boiler house, above an existing door. Externally, a slim louvre would be visible a few brick courses above the door. This part of the building is fairly open and visible from the car park to the rear of the site.

Representations

7. The application has been advertised on site and in the press, and adjacent and neighbouring properties have been notified in writing. TWO letters of representation have been received, both of which pledge support for the proposals and note additional points as summarised below. One of these representations is from the Council for British Archaeology who have provided comments as an interested party rather than as a consultee.

Issues raised	Officer Response
Fire protection should be incorporated when repairing the hole for the existing flue and installing the new system	Officers have confirmed with the council's building control contractors that this is a matter that will be covered through building control.
A schedule of repairs should be prepared for works to this building and the adjacent building, and this work should be required to take place within a set timeframe	See Main Issue 1: Heritage

Consultation responses

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

Design and conservation

9. If one views the above application on its own merits; I would suggest that the harm caused by the insertion of a new hole through the rear range gable, adjacent to the historic chimney stack is less than substantial. This harm is likely outweighed by the public benefit of securing continued viable use, which is beneficial to the long term preservation of the building. Routing the ducting through the kitchen and the additional internal equipment that is required for filtration and sound deadening will have minimal impact upon the special character of the building and is mitigated by its reversibility and installation in an area which is finished almost entirely in modern fabric.
10. Although there is potentially some harm to the wider setting, which is a conservation area, this could be controlled by application of a condition requiring further detail of the vent cover (dimensions i.e. projection, material and finish i.e. colour (I suggest black metal with minimal projection)) be supplied prior to relevant works.

11. I would also recommend we apply a condition requiring a repair methodology for the window through which the existing vent is fixed. This should be paired with a condition requiring the existing system be decommissioned, removed and the repairs undertaken as agreed, prior to commissioning of the new system.
12. To be clear; I would be satisfied if the existing system were decommissioned and removed at earliest convenience to allow for a detailed repair methodology to be produced. Consent for those works would be implied by an approval of this scheme.
13. Further conditions should be applied as follows:
 - Any damage caused to the building by the works hereby approved shall be made good in accordance with a scheme first submitted to and agreed in writing by the local planning authority and the making good in accordance with the scheme as agreed shall take place within three months of the approval of the scheme.

Reason for condition

To enable the local planning authority to ensure the protection of the historic and/or architectural importance of the building, in accordance with section 16 of the NPPF and policy DM9 of the Development Management Policies, DPD 2014.

- All works of localised repair and making good to retained fabric shall be finished to match the adjacent work with regard to the methods used and to colour, material, texture, and profile. This condition shall apply notwithstanding any indication as to these matters that have been given in the current application.

Reason for condition

To enable the local planning authority to ensure the protection of the historic and/or architectural importance of the building, in accordance with section 16 of the NPPF and policy DM9 of the Development Management Policies, Local Plan 2014.

- Any archaeological, architectural and/or historic features not previously identified which are revealed when carrying out the development hereby permitted shall be retained in-situ and reported to the local planning authority in writing within two working days. Works shall be halted in the area of the building affected until provision has been made for the retention and/or recording in accordance with details submitted to and approved in writing with the local planning authority.

Reason for condition

To ensure the special architectural and/or historic interest of the building and appearance of the area is preserved, in accordance with section 16 of the NPPF and policy DM9 of the Development Management Policies, Local Plan 2014.

- Any works for the demolition, dismantling or removal of existing features shall be carried out by hand, by hand-held tools only and the works shall provide for the retention and storage for re-use of; masonry/brickwork, timber and glazing where appropriate. This condition shall apply notwithstanding any indication as to these matters that have been given in the current application.

Reason for condition

To enable the local planning authority to ensure the protection of the historic and/ or architectural importance of the building, in accordance with section 16 of the NPPF and policy DM9 of the Development Management Policies, Local Plan 2014.

Historic England

14. Number 22-24 Elm Hill is a substantial timber framed building dating from the 16th century and is listed at grade II*. The kitchen is a long-standing part of its function as The Strangers' Club and the ventilation duct from the side wall has been in place for some time. Due to the value of street frontage space on such an important medieval street, buildings along Elm Hill are commonly built against each other, or with very narrow gaps. This is the case with the adjacent building, [incorporating] numbers 26-30. This is also a grade II* listed building which despite its early 19th century façade dates from the 16th and 17th centuries and has an extensive medieval undercroft beneath.
15. This application proposes an alternative approach to a previously submitted application for changes to the kitchen extractor system. The vent would be relocated on the western gable wall of the modern boilerhouse at the end of the rear wing. ceiling-mounted ducting would connect it to the cooker hoods. The flue is able to pass through the section of formerly external wall to one side of the historic chimney breast and avoid damage to it. Providing the louvred vent is coloured to be as unobtrusive as possible it would minimise the visibility on the rear elevation of the building.
16. The National Planning Policy Framework (NPPF) states that the purpose of the planning system is to achieve sustainable development and that protection and enhancement of the historic environment is an overarching objective in this (paragraphs 7 and 8). The significance of listed buildings can be harmed or lost by alteration to them or development in their setting. The NPPF states that clear and convincing justification should be made for any such harm and that 'great weight' should be given to the conservation of listed buildings irrespective of the level of harm caused (paragraphs 193 and 194).
17. We consider the proposed new ventilation system to have minimal impact on the historic significance of the listed numbers 22-24 Elm Hill and would not object to the application.

Environmental Protection

18. Following a review of the information provided, I have the following comments. The proposed extraction system appears to be acceptable, however given the proximity of windows I would recommend that a carbon filter is also fitted to prevent odour nuisance.

Assessment of planning considerations

Relevant development plan policies

19. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
 - JCS2 Promoting good design
20. **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
 - DM9 Safeguarding Norwich's heritage
 - DM11 Protecting against environmental hazards

Other material considerations

21. **Relevant sections of the National Planning Policy Framework February 2019 (NPPF):**
 - Section 12 Achieving well-designed places
 - Section 16 Conserving and enhancing the historic environment

Case Assessment

22. 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 Policy Framework (NPPF), the council's 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: Heritage

23. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF sections 12 and 16.
24. Given that the council has refused applications relating to the less intrusive option of re-using the existing hole and upgrading the existing system, alternative options must be explored. These current applications propose installing ducting in a diagonal fashion across the kitchen from the existing cooker to the wall between the kitchen and the single storey, more modern boiler house. Once through the wall, the ducting would then travel upwards and exit through a grill above the existing external door. As confirmed by the council's conservation officer and Historic England, the works would cause 'less than substantial' harm to the listed building in terms of damage to historic brickwork and harm to the external appearance, but this harm is fairly minimal and is considered to be outweighed by the public benefit of keeping the building operational.
25. The application notes that the existing hole is to be repaired, and a repairs schedule is proposed to be requested via condition. Given that the application is for an alternative scheme, the works to remove the existing system and repair the hole are

somewhat relevant and the conditions recommended require these works to be carried out in accordance with a repairs schedule. A further condition is recommended which requires the old system to be removed within 3 months of the installation of the new one. The applicant has agreed to this condition.

26. The two letters of support which have been received suggest that a wider repairs schedule should be sought, and that this should extend to repairing the brickwork on the adjacent building. The letters also suggest that all of these repairs should be required to take place within a certain timeframe. However, it is neither reasonable, necessary nor relevant to require works to an adjacent building over which the applicant has no control. Any such condition would fail almost all of the 6 tests which all conditions must satisfy.

Main issue 2: Amenity

27. Key policies and NPPF paragraphs – DM2, DM11.
28. The proposed extraction system would exit the building via a grill on the west side of the boiler house which is the rearmost part of the building. The grill would be approximately 9m from the nearest first floor window within the Club building, and approximately 20m from any residential window on this side of the site.
29. Subject to the insertion of a carbon filter within the system (which the applicant has now added to the drawings), the council's environmental protection officer is satisfied that the proposal will be acceptable in terms of noise and odour.

Equalities and diversity issues

30. There are no significant equality or diversity issues and it is not considered that the proposals themselves will impact on any particular protected group.

Local finance considerations

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

Conclusion

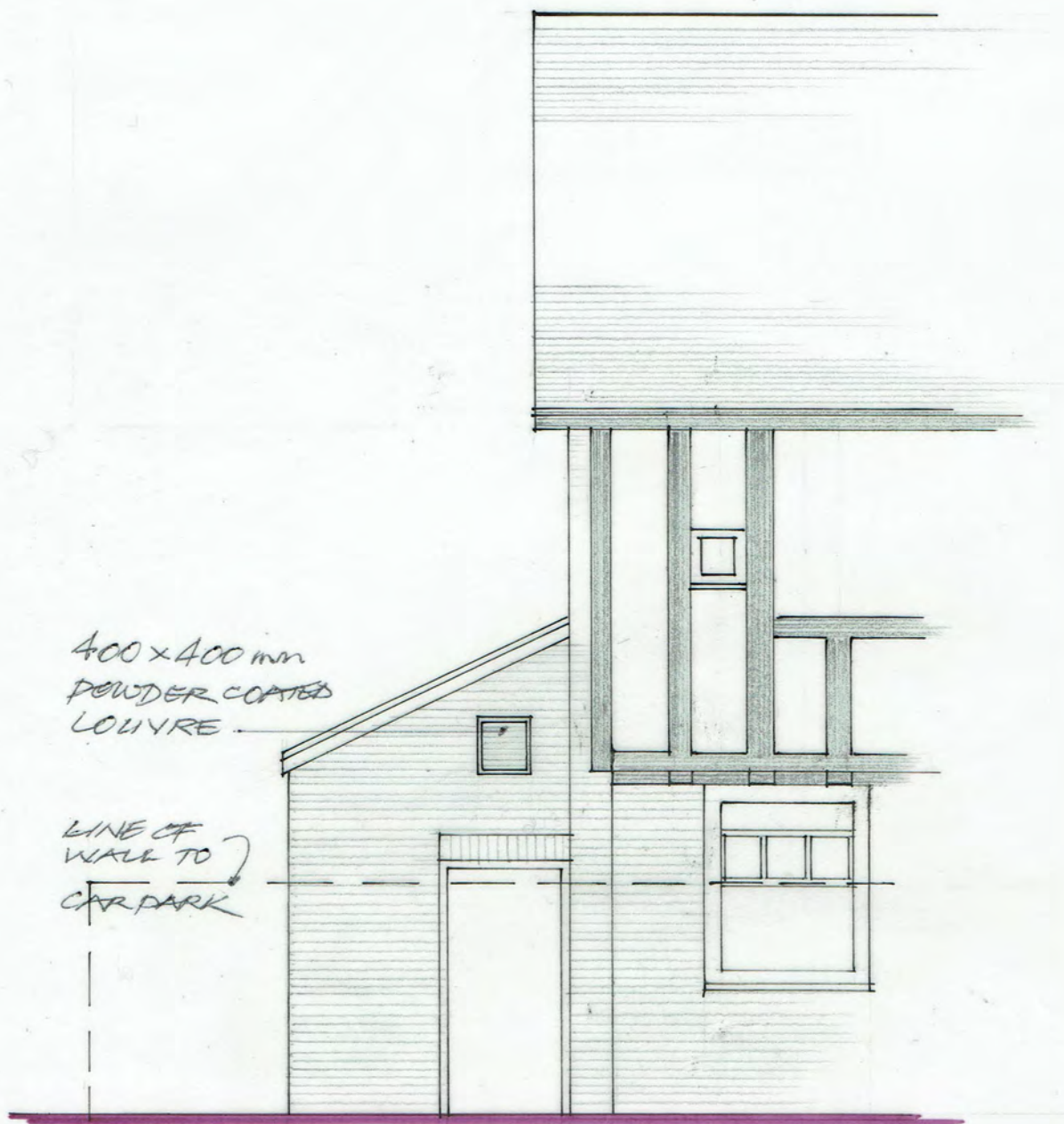
32. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To

- (1) approve application no. 20/01291/F – Strangers Club 22-24 Elm Hill Norwich NR3 1HG and grant planning permission subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans.

- (2) approve application no. 20/01295/L – Strangers Club 22-24 Elm Hill Norwich NR3 1HG and grant listed building consent subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans;
 3. Repairs schedule to be submitted;
 4. Timing of works to require removal of existing extract system and making good the hole within 3 months of completion of the new system.
 5. Any damage made good;
 6. Repairs to match adjacent work;
 7. Works to stop if any historical features uncovered;
 8. Demolition/dismantling to be carried out by hand.



BRWG NO: 1327/09 PART ELEVATION

SCALE : 1:50

**PROPOSED EXTRACTION
SYSTEM
FOR
THE STRANGERS CLUB
NORWICH**
SCALE : 1 : 25
DATE : 27.11.2020
DRAWN BY : SIMON BEAN
CONTACT No 07984750849
OR 01603 783783
Email:
simonbean35@hotmail.com

**CLEANING SCHEDULE
FOR
STRANGERS CLUB**

.BAFFLE FILTERS TO BE CLEANED WEEKLY BY PROPRIETOR

.EXTRACTION TO BE CLEANED EVERY 12 MONTHS

