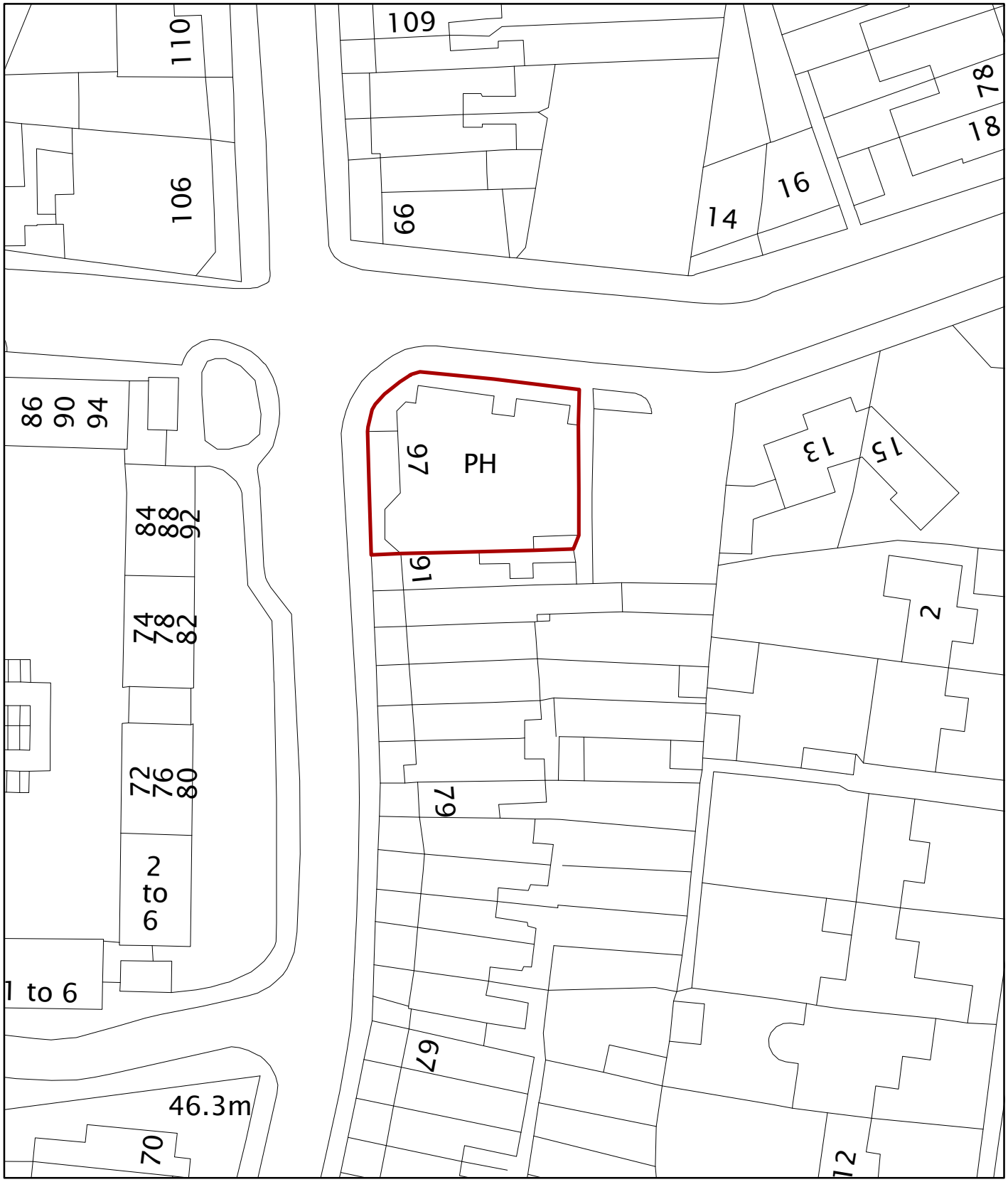
Report to	Planning Applications Committee 08 February 2018	**Item**
Report of	Head of Planning Services	4(d)
Subject	Application no 17/02033/F - The Quebec 93 – 97, Quebec Road, Norwich, NR1 4HY	
Reason for referral	Objections	

Ward:	Town Close
Case officer:	Lara Emerson - laraemerson@norwich.gov.uk

Development proposal		
Change of use from public house and residential accommodation to bed and breakfast accommodation (class C1) including single and two storey side/rear extension and single storey front extension.		
Representations		
Object	Comment	Support
3	0	0

Main issues	**Key considerations**
1. Principle of development	Loss of pub, creation of hotel.
2. Amenity	Light, privacy, outlook.
3. Design	Design of proposed extensions.
4. Transport	Car parking, cycle parking, refuse storage.
Expiry date:	15 February 2018
Recommendation:	Approve



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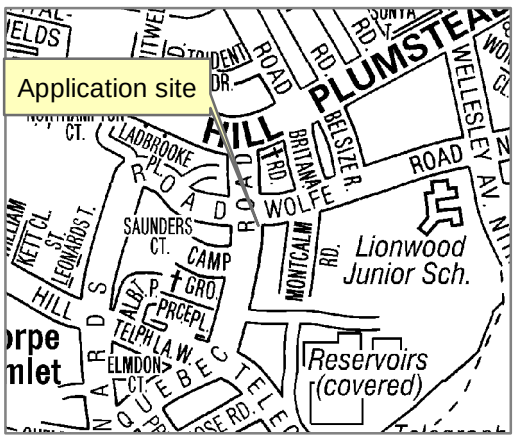
Planning Application No 17/02033/F
Site Address The Quebec Tavern, Quebec Road

Scale 1:500



NORWICH City Council

PLANNING SERVICES

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The site, surroundings & constraints

1. The site is a corner plot fronting Quebec Road and Wolfe Road. The site is occupied by a two storey public house which has undergone a number of front and rear extensions which extend to the site boundaries. To the south of the site is a terrace of residential properties and to the east is a small council owned car park.

2. The pub has been listed as an Asset of Community Value since 21st October 2015. There are no other constraints on the site.

Relevant planning history

Ref	Proposal	Decision	Date
05/01187/F	Erection of porch to front of property.	Approved	19/01/2006
07/00522/F	Erection of porch and smoking shelter to front of property.	Refused	13/07/2007
08/00198/F	Erection of a front extension to enlarge the main bar area.	Approved	15/04/2008
16/00012/ACV	Nomination as an asset of community value.	Listed	21/10/2015

The proposal

3. The proposal is for the change of use of the pub into a bed and breakfast including a number of front and rear extensions. The proposed bed and breakfast would provide 9 en-suite bedrooms as well as a dining room with associated kitchen facilities.

Representations

4. Adjacent and neighbouring properties have been notified in writing. 3 letters of representation have been received citing the issues 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
Object to the loss of the pub which served a useful public service and community hub.	See Main Issue 1 relating to the principle of development.
The pub is within walking distance of most of the previous customers. If they use other pubs there may be a higher risk of drink driving.	See Main Issue 1 relating to the principle of development.
Insufficient parking spaces - there is already a lack of on street parking spaces for residents.	See Main Issue 4 relating to transport.
It should be converted into 3 dwellings instead.	The council must consider the acceptability of the proposed development only.

Issues raised	Response
Concerns about anti-social behaviour.	The change of use from pub to hotel is not considered to give rise to any material concerns around anti-social behaviour.

Consultation responses

5. 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.

Highways (local)

6. No objection. The site is in an accessible location. The rear yard, which is currently accessed over the council owned car park, should not be relied upon in the long term for bin and bike storage as this access cannot be guaranteed. As such, bin and bike storage will need to be provided at the front of the property.

Assessment of planning considerations

Relevant development plan policies

7. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
   - JCS2 Promoting good design
   - JCS3 Energy and water
   - JCS5 The economy
   - JCS6 Access and transportation
   - JCS7 Supporting communities
   - JCS19 The hierarchy of centres

8. **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
   - DM22 Planning for and safeguarding community facilities
   - DM18 Retail, leisure and other main town centre uses
   - DM28 Encouraging sustainable travel
   - DM31 Car parking and servicing

Other material considerations

9. **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
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities

Case Assessment

10. 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.

Main issue 1: Principle of development

11. Key policies and NPPF paragraphs – DM18, DM22, NPPF paragraphs 23-27, 69 & 70.

12. The first issue to deal with is the loss of the community facility. This site has been listed as an Asset of Community Value. This ACV listing does represent a material planning consideration, albeit a minor one, and so the protection of the community facility should be given slightly more weight. Policy DM22 states that development resulting in the loss of an existing community facility such as a public house will only be permitted where: a) adequate alternative provision exists within 800m of the site; or b) reasonable efforts have been made to preserve the facility; and c) evidence is provided to confirm that the property has been marketed for a reasonable period and there is no reasonable interest.

13. In this case, the applicant has successfully demonstrated that there is adequate alternative provision nearby with a total of 8 other pubs within 800m of the site. As such, part a) of policy DM22 is considered to have been met and so the loss of the public house is considered to accord with policy.

14. The second issue to consider is the principle of new bed and breakfast accommodation in this location. The site lies outside of a defined centre but since the property is currently in a main town centre use (pub) as defined by the National Planning Policy Framework, this proposal does not constitute the creation of a main town centre use outside of a defined centre. As such, it is not considered necessary to require a sequential site assessment.

Main issue 2: Amenity

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

16. The two storey rear extension, which provides a stairwell, will extend towards the adjoining residential property at number 91 Quebec Road to the south. Given the site's orientation and the distances involved it is not envisaged that the proposals will give rise to any significant loss of light or outlook. There are no windows facing towards the neighbouring property.

Main issue 3: Design

17. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56, 60-66 & 128-141.

18. The site is not located within a conservation area and there are no designated heritage assets in the vicinity. Nonetheless, the pub has some historic value having been situated here since the Victorian era. The side and front extensions have been amended during the course of the application and now offer traditionally designed additions which appear subservient to the main building. The rear extension is less traditional with a flat roof, but this is considered appropriate since this part of the site is not easily visible and this roof form helps reduce the impact on the neighbouring property. It is recommended that a condition be attached to require all materials to match existing.

Main issue 4: Transport

19. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.

20. The proposal does not include any car parking. Given the size of the proposed bed & breakfast and the site's accessible location, this is considered acceptable. Quebec Road is within a Controlled Parking Zone (CPZ) and the business would be entitled to a limited number of parking permits. There is also on-street parking available in some nearby streets which fall outside of the CPZ and two free council car parks. Residents have noted that on-street parking is already in high demand, but it is not considered that this proposal will lead to any significant increase in parking demand over the existing pub.

21. The site is tightly constrained and so identifying an appropriate location for bike and bin storage has proved difficult. The pub currently makes use of a rear access over the adjacent council car park, but this access route cannot be guaranteed in the future. As such, a wooden bin enclosure is proposed on the Wolfe Road elevation next to the kitchen door. There are two Sheffield stands providing storage for 4 bicycles on the Wolfe Road elevation.

22. The proposal is considered to accord with the relevant policies relating to transport.

Equalities and diversity issues

23. There are no significant equality or diversity issues.

Local finance considerations

24. 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

25. The proposals are considered to provide sustainable development in accordance with the criteria set out with policy DM1 of the local plan and the overall objectives set out within the National Planning Policy Framework and the Development Plan. It has been concluded that there are no material considerations that indicate it should be determined otherwise.

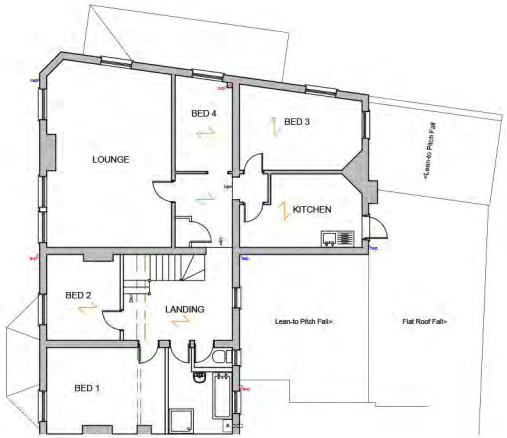
Recommendation

To approve application no. 17/01588/F - Bristol House, 78 - 80 Unthank Road, Norwich NR2 2RW and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Bike and bin storage details to be agreed;
4. Water efficiency measures to be agreed;
5. Materials to match existing.

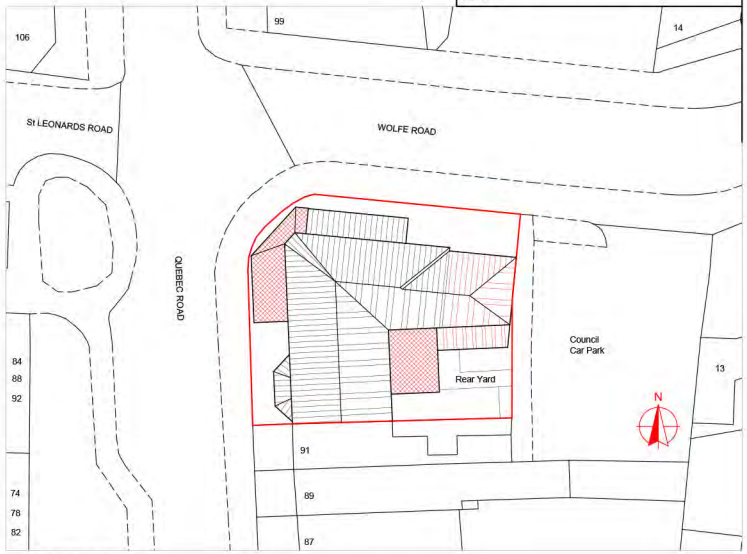
Contractors *MUST* check all dimensions on site.
Only figured dimensions are to be worked from.
Any discrepancies *MUST* be reported to architect *BEFORE* proceeding.
If in doubt *ASK*.
This drawing is copyright, and is *NOT* to be copied, scanned or reproduced without the written consent.

Construction (Design & Management) Regulations 2015
It has been presumed that the 'principle designer duties', as detailed in the above (CDM Regs) have either been taken on by the client or their chosen contractor.
This means that the person who prepared these detailed drawings for the proposed works has NOT been deemed to have been appointed as a 'designer' (including principal designer) and therefore is NOT responsible for the various duties placed on designers as set out in Regulation 9 and 10 of the above regulations.



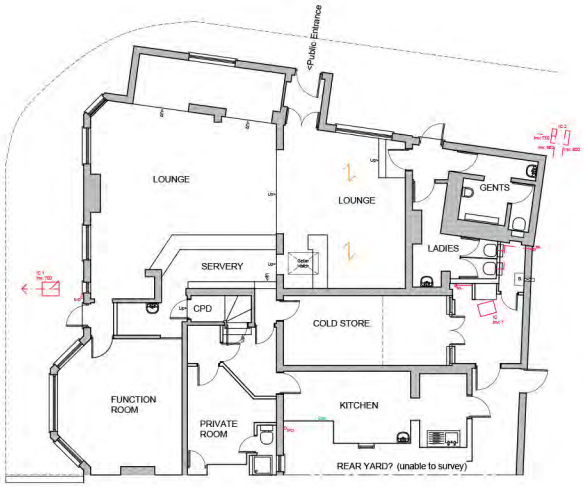
EXISTING FIRST FLOOR PLAN - 1:100

PROPOSED FIRST FLOOR PLAN - 1:100

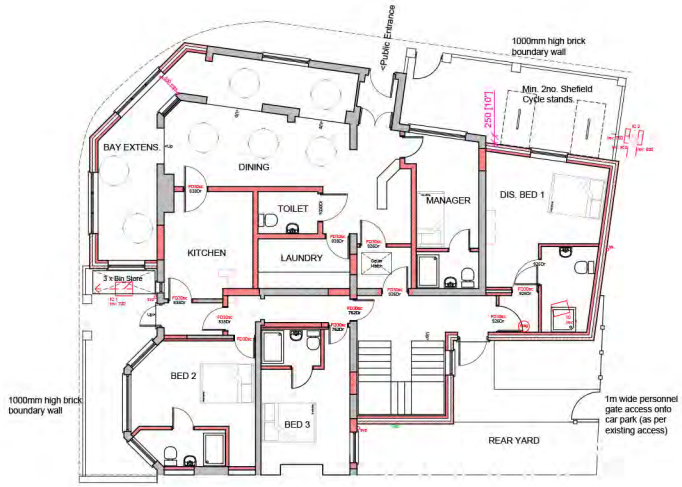


BLOCK PLAN - 1:200

Existing rear single storey sub-standard extensions (Kitchen, Cold Store and toilets) to be demolished to provide space for rear yard, stairwell & bedroom extension.
New ground area extensions hatched in RED



EXISTING GROUND FLOOR - 1:100

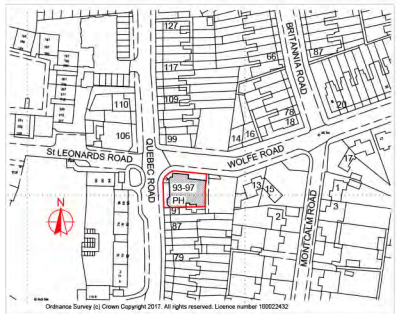


PROPOSED GROUND FLOOR - 1:100

1:100 Scale Bar 0 5m 10m

EXISTING BASEMENT FLOOR PLAN - 1:100

BASEMENT FLOOR PLAN (no change) - 1:100



SITE LOCATION PLAN - 1:1250

1:1250 Scale Bar 0 10m 20m 30m 40m 50m 100m

PRELIMINARY

ANY WORK STARTED ON SITE IS AT YOUR OWN RISK
UNTIL ALL APPROVALS AND CONSENTS ARE GRANTED

D	Planning amendments Sheffield Cycle stand	G	24.01.2017
C	Planning amendments Bin Store and Cycle loops to front	G	24.01.2017
B	Initial Planning amendments Tiled front extension, side extension roof dropped	G	19.01.2017
A	Client amendments Remove attic + add conserv.	G	18.12.2017

Rev	Description	Initial	Date

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Issued For			
	Comment	[X]	[ ]
	Approval	[X]	[ ]
	Tender	[ ]	[ ]
	Construction	[ ]	
	Record	[ ]	

Client	HOMES SPACE 77
Project	QUEBEC TAVERN 93-97 QUEBEC ROAD NORWICH NORFOLK NR1 4HY
Title	EXISTING & PROPOSED FLOOR PLANS, BLOCK & SITE LOCATION PLAN

Info			
	Local Authority	NORWICH CC	Date Apprvd
	Planning Ref	17/02033/F	-
	Building Ctrl Ref	-	-

Date	SEPT 2017	Job No.	Dwg No.	Rev
Scale	AS SHOWN	GJ/17/1772	05	D
Drawn By	G			

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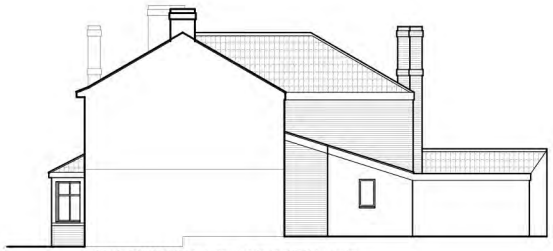
EXISTING WOLFE ROAD (North) ELEVATION - 1:100

EXISTING QUEBEC ROAD (West) ELEVATION - 1:100



EXISTING PARTY WALL (South) ELEVATION - 1:100

EXISTING REAR (East) ELEVATION - 1:100

1:100 Scale Bar
0 5m 10m

Existing single storey lean-to toilet block to be demolished and new two half storey end extension constructed with road frontage elevation to match existing as closely as possible.

Min 2no. Sheffield Cycle stands to be installed to Wolfe Street front yard.

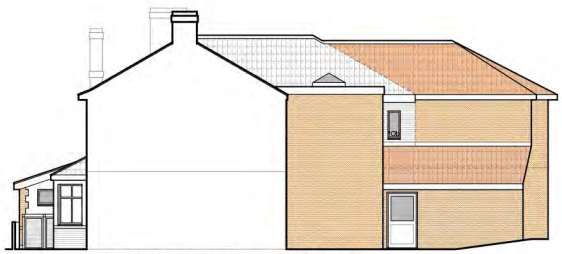
PROPOSED WOLFE ROAD (North) ELEVATION - 1:100

All existing windows to be removed and replaced with uPVC windows to match existing styles.

Existing single storey Wolfe Street bay to be extended by wrapping-around. All to be constructed to match existing as closely as possible.

PROPOSED QUEBEC ROAD (West) ELEVATION - 1:100

FSC Timber triple Wheelie Bin store to Quebec Road front yard.



PROPOSED PARTY WALL (South) ELEVATION - 1:100

1m² roof lantern to centre of new flat roof over new stairwell to provide natural light and smoke vent.

All new rear extensions to be in face-brickwork to match existing as closely as possible.

PROPOSED REAR (East) ELEVATION - 1:100

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Client	HOMES SPACE 77			
Project	QUEBEC TAVERN 93-97 QUEBEC ROAD NORWICH NORFOLK NR1 4HY			
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Info	Local Authority	NORWICH CC	Date Apprvd	
	Planning Ref	17/02033/F	-	
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Date	SEPT 2017	Job No.	Dwg No.	Rev
Scale	1:100	GJ/17/1772	06	D
Drawn By	G			