

Report to Planning applications committee

Item

6 August 2015

Report of Head of planning services

Subject Application no 15/00256/F - 111 Adelaide Street,
Norwich, NR2 4JD

4(B)

**Reason
for referral** Objection

Applicant Mr Richard Keach

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

Development proposal		
Conversion and extension of public house to provide 4 No. residential units.		
Representations		
Object	Comment	Support
6 (from 5 individuals)		

Main issues	Key considerations
1 Principle of development	Loss of pub; principle of new housing
2 Design and heritage	Impact on locally listed building
3 Amenity	Loss of outlook/daylight; overshadowing; occupier amenity (daylight and external space)
4 Transportation	Lack of 1:1 parking provision; pedestrian/vehicle conflict
Expiry date	6 May 2015
Recommendation	Approve



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Planning Application No 15/00256/F

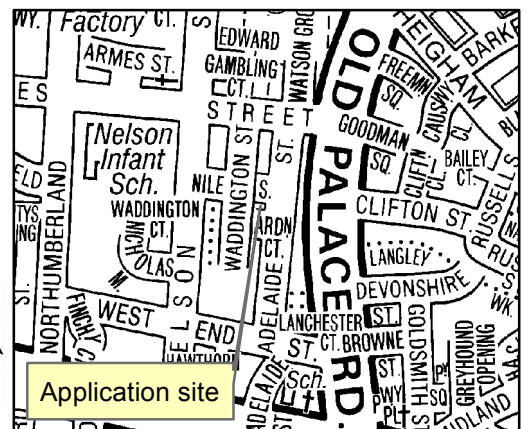
Site Address 111 Adelaide Street

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. 111 Adelaide Street is a public house on the corner with Nile Street. The building is in an otherwise wholly residential context, surrounded on all sides by various housing types and styles. Directly to the south is an overgrown plot of land previously approved for residential use which has since lapsed – a subsequent application (14/00957/F) for three flats was refused by committee in December 2014.
2. The pub itself has been subject to a number of inappropriate addition and changes over the years, including extensions and the replacement of windows with inconsistent PVC types.

Constraints

3. The building is locally listed but not within or near a conservation area; no other buildings nearby are of any particular architectural or historical significance. The site is within a critical drainage catchment.

Relevant planning history

- 4.

Ref	Proposal	Decision	Date
4/1996/0292	Erection of pair of town houses	REFUSED	30/05/1996
07/00538/F	Retrospective application for erection of a smoking shelter at front of building.	REFUSED	04/07/2007

The proposal

5. The conversion from a drinking establishment to a residential use, including an extension on top of the existing single storey section to total four one bedroom flats. Several external changes are proposed to the existing building, including removal of extensions at entrances, two new entrances on the north side of the pub and timber cladding to the section between the original building and contemporary extended section. A single storey lean-to for storing bins and bicycles is proposed on the west elevation.
6. There have been a number of amendments, including the removal of a number of second bedrooms including one in the basement – this is now storage space. The first floor extension has been revised to include a pitched roof to better reflect the form of the host building; a parking space has been removed and the landscaping reconfigured; and the bin and bicycle stores have been moved from the north west corner to the dedicated lean-to store.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	4
No. of affordable dwellings	0
Total floorspace	247sqm
No. of storeys	2
Max. dimensions	Extension: 6.2m to ridge (pub 6.4m); 6.95m wide (including bin store; same as existing); 8.4m deep (including front projection; 7.1m without – same as existing)
Density	130dph
Appearance	
Materials	Timber cladding, dark brickwork, timber frame windows; hardwood doors.
Construction	Retention of existing single storey element and building on top of it.
Transport matters	
Vehicular access	From Nile Street
No of car parking spaces	3
No of cycle parking spaces	4
Servicing arrangements	Collection from Nile Street – bin stores on west side of side.

Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 6 letters of representation (from 5 households) 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
<p>On original scheme:</p> <p>Applicant is developing on public highway and there are existing conflicts between vehicles and pedestrians.</p>	<p>See main issue 4.</p>
<p>There is a severe parking shortage; current parking traps us in.</p>	<p>See main issue 4.</p>
<p>Design is inappropriate in appearance and use of materials. Detrimental to character of locally listed building and pub. The proposal is distinctly 'industrial' and not in keeping with area.</p>	<p>See main issue 2.</p>
<p>Overlooking from additional flat into garden and property.</p>	<p>See main issue 3.</p>
<p>Extension is overbearing due to height and mass. Exacerbated by dark colour of brickwork. It will affect light levels and airflow.</p>	<p>See main issue 3.</p>
<p>Bedroom in cellar is not a practical living arrangement.</p>	<p>See main issue 3.</p>
<p>Additional units will increase noise and disturbance.</p>	<p>See main issue 3.</p>
<p>Previous issues of sewage/water drainage may increase as a result of this development.</p>	<p>See paragraph 37.</p>
<p>Rear access path to our property is fairly narrow and will need to be shared with the main door of one of the flats, possibly blocking access e.g. for wheelie bins, bikes etc. This poses a health and safety risk in the event of a fire.</p>	<p>See paragraph 37.</p>
<p>Building work may affect garden and tree to rear, particularly if footings were required for the additional storey.</p>	<p>See paragraph 37.</p>
<p>On revised scheme:</p> <p>Although an improvement, the scheme is still lacking. The extension is still imposing and intrusive due to its height and mass as previously mentioned. Additionally the new windows at the rear will increase noise pollution and potentially impact privacy.</p>	<p>Design – see main issue 2.</p> <p>Amenity – see main issue 3.</p>

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. Proposal to lose pub is unfortunate in heritage terms. The building has some historical architectural value, especially the stained glass that features some brewery signwriting and the retention of this is preferred to indicate former use. The 1885 OS map shows two bay windows which were smaller and their retention is encouraged.
10. [*On revised scheme*]... it is improved but I still do not like the elevation fronting Nile Street with the forward projection of the existing building line. I still do not think they are quite 'there' in terms of providing high quality design.

Highways (local)

11. No objection – parking is on private land. [*Since amended:*] 3 parking spaces is acceptable providing decent hardstanding.

Norwich Society

12. We welcome the conversion of this existing building and its contemporary neighbour and are pleased that the original ground floor fenestration of the public house will be retained [*comment only made on original scheme*].

Private sector housing

13. Basement bedroom provides issues for fire escape, natural light, pollution.

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
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS20 Implementation
 -
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
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- 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
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- 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. Loss of public house: key policy – DM22.
19. The Bread and Cheese was protected under the previous local plan as an 'historic pub' but this is no longer the case in the new local plan. The pub has not been designated as an asset of community value and in effect there is no planning reason to resist its loss.
20. New residential use: key policies and NPPF paragraphs – DM12, DM13, NPPF paragraphs 49 and 14.

21. The proposal complies with the criteria within DM13 – main issues 3 and 4 expand on amenity and servicing respectively. The requirements of DM12 (the exception principles and criteria a to c) are also broadly complied with – the biggest potential issue lies with (b) and the impact upon the character and amenity of the surrounding area. This is addressed primarily in main issue 2 and to a lesser degree main issue 3.

Main issue 2: Design and heritage

22. 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.
23. The currently vacant pub is locally listed and in a prominent corner position. While the loss of its pub use is unfortunate and does affect the non-designated heritage asset's significance, this is in itself fairly hard to resist in planning terms and is acceptable. The external changes do have the potential to further affect this significance and in combination with the change of use there may be the potential for unacceptable harm.
24. The changes to the main pub themselves are largely acceptable. The removal of the ground floor extensions around the current entrances are welcomed, as are the retention of the bay windows. It is indicated on the plans and in writing from the agent that the stained glass is being kept which helps with interpretation of its former use; a condition is recommended to ensure this as well as the protecting the detailing around the window.
25. On the north elevation fronting Nile Street the scheme proposes to separate the building into three sections: the existing pub with the retention of the yellow brick; the 'new' section with the extension, finished in dark brick; and in between the two a transition section clad in timber. This approach is an interesting way of contrasting between the new and old and is acceptable; the biggest impact comes from the new section itself. There has been continued concern throughout the process from the overhanging first floor section which comes forward of the existing building line. This 'new section' remains the most contentious part of the design, although a number of other amendments have been made which do improve it, notably the move away from a two storey flat roof which projected above the existing eaves. The current form of the building, particularly the roof, is much more sympathetic, although arguably not as subservient as preferred. The bulk and perception of mass on both the north and west elevations have been reduced which helps with design and amenity concerns and although the final design is not ideal, enough has been done to provide a visually agreeable scheme. The new extension is reasonably sympathetic in its design whilst providing a clear contrast to the host building. Subject to high quality detailing through condition this should provide a visually appropriate residential scheme which retains a clear indication of its previous use for the future.
26. The landscaping will introduce a soft edge around the scheme, vastly improving the setting of the building within the street scene. The refuse and cycle stores were subject to much discussion with their previous spots being overly prominent and undermining the positives the scheme was otherwise bringing. Relocating it to a suitably designed lean-to on the side elevation is a good solution within the

constraints of the site and subject to condition on the detail there are no outstanding concerns.

27. Visually, despite some shortcomings, the proposals demonstrate an appropriate scheme which does not cause any adverse harm to the character of the locally listed building or its setting within the street scene, particularly given the numerous existing inappropriate additions to the building.

Main issue 3: Amenity

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

Neighbouring amenity

29. The revised scheme eliminates many of the previously identified amenity concerns, including removal of side-facing windows, the setting back of the first floor section and revision of its roof form. This essentially removes overlooking issues for those properties to the west and reduces the overbearing effect of the extension to an acceptable level. There will be some overshadowing during the first portion of the day and some minor loss of daylight through the new structure being 7.8m away, however the extent of both of these is not severe and is tolerable.
30. On the south facing elevation there are new rooflights at first floor level and high level windows on the ground floor. Despite some concern from neighbours it is very difficult to argue reasonably that these would lead to any adverse loss of amenity given the position of the windows and their orientation in relation to neighbouring buildings. Introducing further residential units into a residential area does not cause issues for noise and disturbance, particularly given the building's lawful use as a pub.

Occupier amenity

31. Amendments to make all units one bedroom means they all comply with the internal space standards of DM2. The basement room did introduce some concerns for light, escape and pollution from the proximity to the car parking spaces and replacing it with storage is welcomed. The majority of the rooms will receive adequate levels of natural light, although some are a little inadequate, such as the first floor kitchen and living room on the east side. The window serving the room is not too small and the space itself is relatively large so overall no major concerns are raised. On the ground floor the kitchen and bathrooms to the rear of the building are improved through high level windows to overcome the issues of north-facing windows.
32. External amenity space is provided and the communal area is relatively small and exposed. Its value is therefore fairly minimal but better than nothing. Given they are only one bedroom flats this is not critical, particularly given the open space ~140m away to the north. Overall the living conditions for the future occupiers should be adequate and the scheme is considered to comply with DM2 and DM13.

Main issue 4: Transport

33. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, DM32, NPPF paragraphs 17 and 39.

34. DM31 requires one space per dwelling in urban areas without controlled parking such as this. Car parking was reduced from four to three to improve the landscaping and external amenity space available. Although strictly against policy the local highways officer is content that this will not raise significant concerns for nearby on-street parking. Regular buses to the city centre are available from Heigham Street (~350m walk) and Dereham Road (~310m walk), which although strictly above the 200m limit on DM32, is still a reasonable distance but not enough to justify car-free housing against this policy. That being said, a one bedroom flat less than 500m from a district centre is unlikely to exacerbate on-street parking issues and a lack of 1:1 parking provision is tolerable, particularly given the adequate space for secure and covered bicycle storage. Indeed it is not considered that any highway safety issues would result and paragraph 32 of the NPPF advises that applications should only be resisted on transportation grounds where the impacts would be severe which is certainly not the case here. Servicing of the units raises no issues given the appropriately placed and sized bin stores
35. At the beginning of the process some concern was raised with regards the status of the land fronting Nile Street. The carriageway remains public highway but the parking space adjacent to the pub was stopped up in 1979 and its inclusion within the development site is entirely legitimate. There has been some concern over conflicts between pedestrians and vehicles as a result of the development. No evidence has been provided as to why this would be the case, and given the existing space fronting the pub is currently used for car parking, it is not clear how a similar number of parking spaces for a residential use would be materially different. Subject to a landscaping scheme ensuring retained visibility for drivers there are no concerns about highway safety.

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	No – see main issue 4.
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	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:

- **Flood risk** – no additional hardstanding is proposed and the landscaping should effectively reduce the amount of impermeable area, reducing the risk of surface water runoff.
- **Sewer capacity** – there is no evidence to suggest there is an existing problem in the area which would be exacerbated by an additional 4 one bedroom flats, particularly when offset by the existing pub's impact.
- **Access** – the front door to one of the flats is no longer accessed via the side (west) elevation, this now allows for access to four separate bin and bike stores. Even so the red line plan shows a 0.9 to 1m gap which affords adequate access to either and no concerns remain.
- **Trees** – There is a fairly large conifer tree in the garden backing onto the single storey terrace section. As this single storey part is not being demolished and the two storey section rebuilt, the works should not cause harm for the roots of the tree. However there will be some implications for the tree in that it may have to be chopped back to accommodate the first floor section. The tree officer has informally stated it would be feasible and not an issue given the tree's relatively low value, but it could also be an option to replace the tree with a higher quality specimen. As a council-owned tree discussions about the options for this can continue post-application if approved and a condition is recommended to secure details of any works or replanting.

Equalities and diversity issues

38. There are no significant equality or diversity issues.

Local finance considerations

39. 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.
40. 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.
41. In this case local finance considerations are not considered to be material to the case.

Conclusion

42. While there are some shortcomings in the design of the scheme, overall the works to extend the building are sensitively done with large positives introduced through

the landscaping scheme and retention of the pub's historic features. This results in a conversion which respects the locally listed building and its setting within the street scene. Several amendments have reduced the amenity concerns for both neighbours and occupiers to an acceptable level and as there are no outstanding transportation concerns the proposal is acceptable.

43. 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.

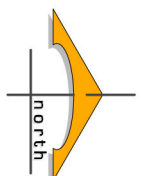
Recommendation

To approve application no. 15/00256/F - 111 Adelaide Street Norwich NR2 4JD and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials;
4. Landscaping;
5. Details of bin and bike stores; to be provided prior to occupation;
6. Details of any tree works (including replacement planting if necessary);
7. Retention of stained glass;
8. Water efficiency measures;

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.



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Planning application



Client: Richard Keach
 Project Name: New Residential Development
 Project Address: The Broad and Chesse Mission Street Newark, NJ

Job No.	Drawing	Scale	Revision
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Drawn: DK	Checked: BA	CDD Date	

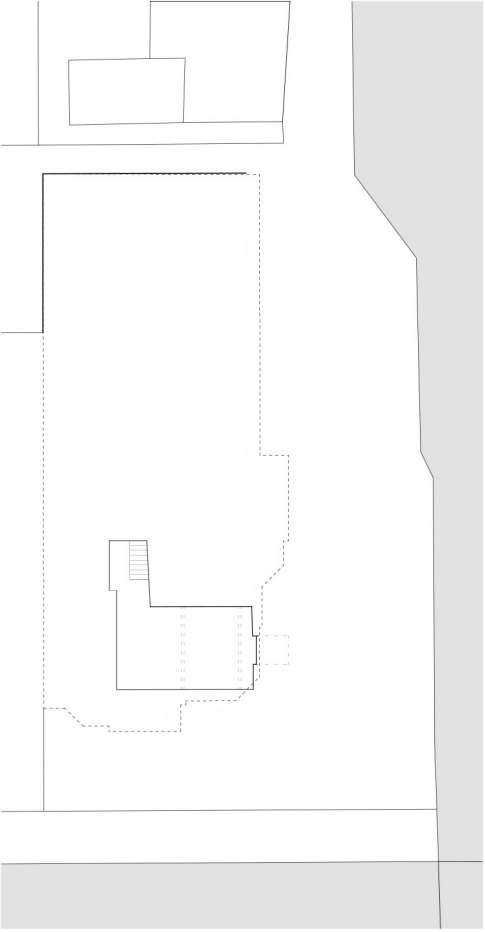
Block Plan as Proposed
 Scale: 1:200 (Showing Roof Layout)



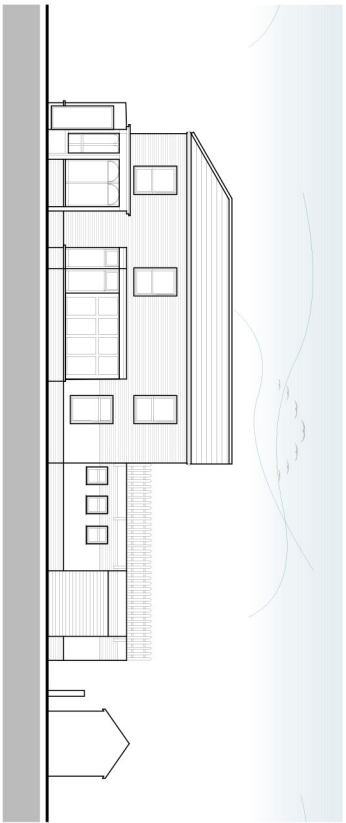
First Floor as Existing



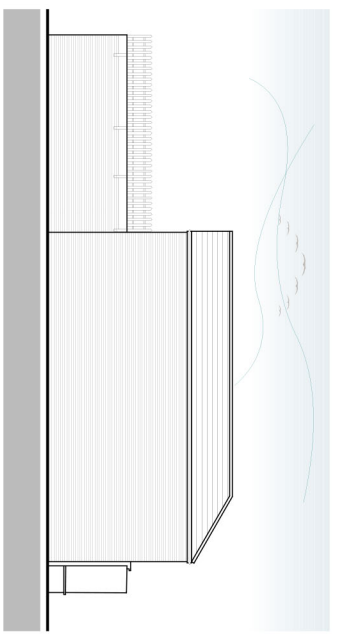
Ground Floor as Existing



Cellar as Existing



Front Elevation as Existing



Rear Elevation as Existing



Side Elevation as Existing



Side Elevation as Existing

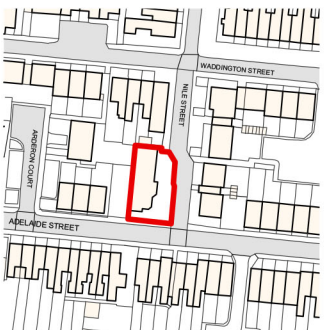
CONSENT TO THE ABOVE DESIGN IS GRANTED BY THE LOCAL AUTHORITY ON THE CONDITION THAT THE DEVELOPER SHALL BE RESPONSIBLE FOR OBTAINING ALL NECESSARY CONSENTS FROM THE LOCAL AUTHORITY AND OTHER RELEVANT AGENCIES. THE LOCAL AUTHORITY'S CONSENT IS NOT A GUARANTEE OF THE ACCURACY OF THE INFORMATION PROVIDED IN THIS DOCUMENT. THE LOCAL AUTHORITY'S CONSENT IS NOT A GUARANTEE OF THE ACCURACY OF THE INFORMATION PROVIDED IN THIS DOCUMENT. THE LOCAL AUTHORITY'S CONSENT IS NOT A GUARANTEE OF THE ACCURACY OF THE INFORMATION PROVIDED IN THIS DOCUMENT.



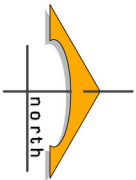
Client:	Mr & Mrs [Name]
Project Name:	The [Name] Project
Project Address:	[Address]
Project Status:	[Status]
Project Date:	[Date]
Project Ref:	[Reference]
Project No:	[Number]
Project Rev:	[Revision]
Project Date:	[Date]
Project No:	[Number]
Project Rev:	[Revision]
Project Date:	[Date]



Site Plan as Proposed
Scale: 1:200



Site Location Plan
Scale: 1:1250



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Planning application



Client: Richard Keach

Project Details: New Residential Developments

Project Address: The Bread and Cheese Adelade Street, York, YO1 1EQ

Bread and Cheese Pub Site Plan as Proposed & Site Location Plan

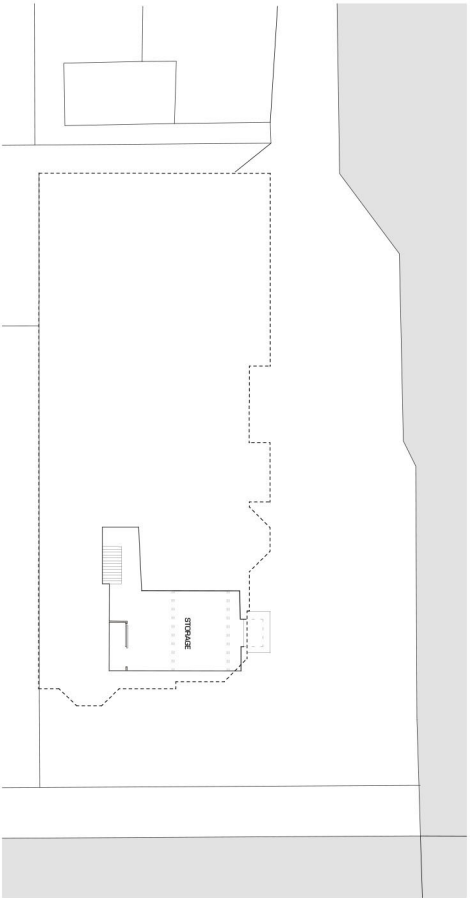
Job No.	Drawing Number	1345A-P101
Date	Issue No.	Revision
19/05/15	1/200	EA
DK	CSD/DA	EA



First Floor as Proposed



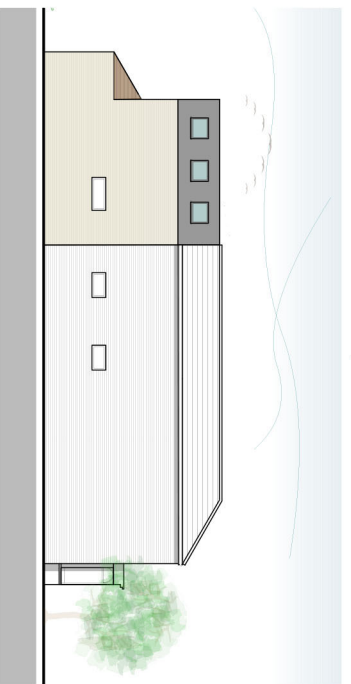
Ground Floor as Proposed



Cellar as Proposed



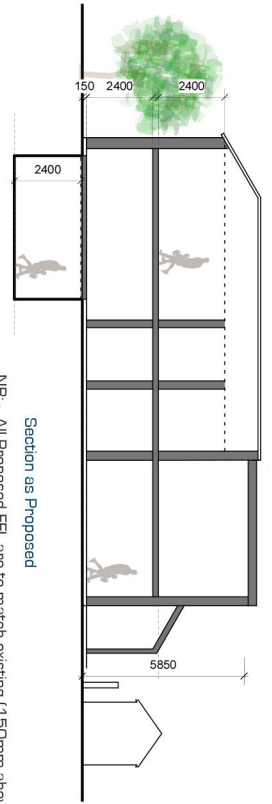
Front Elevation as Proposed



Rear Elevation as Proposed



Side Elevation as Proposed



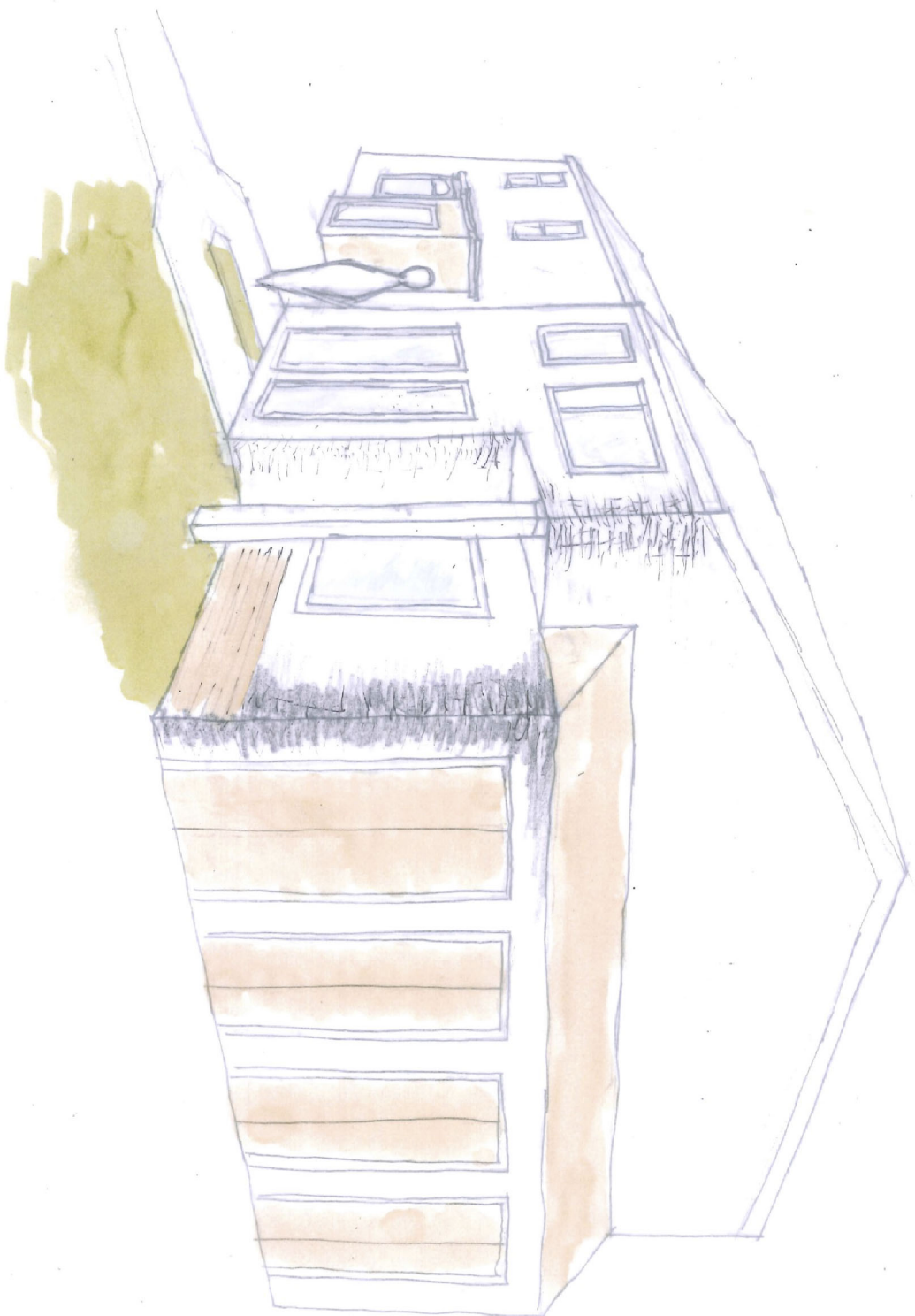
Section as Proposed

NB: - All Proposed FFL are to match existing (150mm above Ground Level)

- Site Levels are to remain unchanged

Project Name: [Redacted] Project Address: [Redacted] Project Dates: [Redacted] Designer: [Redacted] Architect: [Redacted] Structural: [Redacted] Mechanical: [Redacted] Electrical: [Redacted] Fire: [Redacted]	
Date: 13/03/24 Drawing: 1325-A1-FL-C4 Scale: 1:500	Author: [Redacted] Checker: [Redacted] Date: [Redacted]

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Planning application



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 info@camarchitects.co.uk - www.camarchitects.co.uk



Client

Richard Keach

Project Details

New Residential
 Development

Project Address

The Bread and Cheese
 Adelaide Street
 Norwich

Drawing Title
 Proposed Visual

Job No. 1345	Drawing Number	1345-A-PL10
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Date 17.06.15	Scale 1:100 @A1	Revision -
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Drawn DK	Checked	CSO Date
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