

Planning Applications Committee

Section B

13 November, 2008

Agenda Number:	B3
Section/Area:	OUTER
Ward:	BOWTHORPE
Officer:	Neil Campbell
Valid Date:	15 August 2008
Application Number:	08/00864/F
Site Address :	Shoemaker Public House 40 Earlham West Centre Norwich NR5 8AD
Proposal:	Demolition of existing pub and redevelopment of site to provide 6 No. two bedroomed, two storey terrace houses, three storey block of flats containing 6 No. two bedroomed flats and 6 No. one bedroom flats. New ancillary car parking, bicycle stores and amenity space.
Applicant:	Mr Raymond Plummer
Agent:	Mr John Quinlan

THE SITE

The former Shoemaker public house is part of the Earlham West Centre local shopping group. It is located on the north side of the Earlham West Centre, immediately south of the site and in the centre of the gyratory is the Earlham West Health Centre. Beyond the Health Centre to the south is the Church of the Holy Apostles and a recent development consisting of a mixture of flats and housing. West Earlham Middle School is situated on Hutchinson Road which is to the south east of the site. The West Earlham shopping parade and residential flats are situated on south west site of the centre. Residential properties border

the north eastern side of the site along Douglas Haig Road. Council owned woodland borders the north west of the site.

RELEVANT PLANNING HISTORY

4/1989/0690 - Development of site to provide one dwelling with associated access.

THE PROPOSAL

The proposal is for the demolition of existing pub and redevelopment of site to provide 6 No. two bedroomed, two storey terrace houses, three storey block of flats containing 6 No. two bedroomed flats and 6 No. one bedroom flats. New ancillary car parking, bicycle stores and amenity space.

CONSULTATIONS

Advertised in the press, on site and neighbours notified.

Residents: One letter of objection received from local resident raising the following concerns:

- The potential loss of mature trees on Council land is contentious
- The height of the main central block is of concern as it may be over powering and result in over looking.
- The choice of grey corrugated sheet roof materials are completely out of character with the surroundings.
- The design of the building will not suit the visual character of the surroundings.
- It should not be the case that we accept anything just to prevent vandalism.

Norwich Society: Considers it gratifying to see a contemporary solution for this site, although they believe to be a pity to lose the round brick pavilion which was attached to the pub.

Anglian Water: No objection.

Environment Agency: No objection subject to conditions.

PLANNING CONSIDERATIONS

National Planning Policy:

PPS1: Delivering Sustainable Development

PPS3: Housing

PPG17: Planning for open space, sport and recreation

Relevant East of England Plan Policies:

T14: Parking
WM6: Waste Management in Development
ENG1: CO2 Emissions and Energy Performance
ENV7: Quality in the Built Environment

Relevant Local Plan Policies:

HBE12: Design
EP22: Residential Amenity
HOU6: Contribution to community needs and facilities by housing developers
HOU13: Proposals for new housing development on other sites
HOU18: Conversion of larger properties to multiple occupation/development of new flats
SHO14: Enhancements and improvement to District and Local Centres through new development
SHO15: Change of use within District and Local Centres
SHO21: Historic and Community Pubs
SR7: Provision of children's equipped playspace to serve development
TRA6: Parking standards – maxima
TRA7: Cycle parking standards
TRA8: Servicing provision
TRA10: Contribution by developers to works required for access to the site
TRA11: Contributions for transport improvements in wider area

Replacement Local Plan shopping policies SHO14 and SHO15 seek (respectively) to promote the enhancement of district and local shopping centres when the opportunity for new development occurs and to protect the existing retail function of those centres through limiting the proportion of non-retail uses.

The pub site falls within the boundary of the defined local centre, but as the previous use was non-retail (A4) there is no issue under Policy SHO15 re loss of retail function. The lack of any retail element in this scheme is regrettable although Officers do not believe we could insist on the provision of a shop.

The Shoemakers was not protected under Policy SHO21 as a historic or “community” pub and is not the last remaining pub in the area: so a pub viability test is not required in this instance. Given that the pub is now derelict and an eyesore, it is considered that the priority should be to progress a beneficial redevelopment of the site.

Officers consider the principle of housing on this site is acceptable. It is located within a local shopping centre and is therefore (by definition) highly accessible to a range of local services. It is also on a principal bus route (21/22).

Developer contributions would need to be sought for transportation improvements and for children's playspace in accordance with policies

TRA10/TRA11 and SR7. At 2007-08 rates the playspace contribution would be £12,732 (12 x £1061) based on one child bedspace per unit and assuming a site can be identified for the contribution to be spent.

There is a policy requirement set out in ENG1 of the East of England Plan that new development of more than 10 dwellings should secure at least 10% of their energy from decentralised and renewable or low-carbon sources, unless this is not feasible or viable. The applicant has not fully covered this point in the application therefore Officers recommend that the requirement for securing this environmental improvement should be secured by condition.

Assessment of Other Issues

Layout

The scheme consists of a single block of 12no. flats and two rows of 3no terraced housing. The building is to be positioned approximately 5m set back from Earlham West Centre Roundabout and will create a new building line which wraps around the corner of the junction with Hutchinson Road and Enfield Road. A new pedestrian and vehicular access to the 12 car parking spaces and cycle parking will be created onto Earlham West Centre Roundabout and is gained through an undercroft in the flats. A further 3 additional car parking spaces are situated to the frontage of the 3 dwellings accessed via Douglas Haig Road, with another 3 car parking spaces in a lay by arrangement being situated along Enfield Road, in front of the 3 dwellings proposed, on highways land. Cycle parking is to be provided as an integral part of the flats. Bin storage is to be provided in the undercroft providing a reasonable carry distance to the public highway collection point.

The development of 18 dwellings on this 0.1741 hectare site represents a density of 103 dwellings per hectare. However the location and quality of the transport links of the site supports the proposed increase density and the layout at this density also allows provision of sufficient land for amenity space.

Water efficiency should be maximised and sustainable drainage systems included, this has not been included in the application. Therefore any consent should require a scheme for drainage.

The layout of the proposed development is considered acceptable subject to suitable conditions when assessed against policies HBE12: Design, TRA6: Parking standards – maxima, TRA7: Cycle parking standards, TRA8: Servicing provision.

Height and Scale

The new building is a radical departure in design terms from the overall suburban character and domestic scale of the wider estate, but the site is capable of

accommodating a more substantial building than exists now and a contemporary design solution is to be encouraged. The site is positioned at the meeting of many different heights and proportions of buildings. The height of this development acknowledges the surrounding buildings therefore it is considered that two and three storey buildings would sit comfortably with the surrounding buildings.

The building massing is to be broken by the two storey sections of the proposal positioned projecting from either side of the three storey frontage along both Enfield Road and Hutchinson Road adding visual interest to the street scene elevation. At the rear the scale of the building would not adversely affect the relationship with the neighbouring properties on Douglas Haig Road.

Further details of the choice of materials are required. The concern expressed by the local resident regarding the choice of roofing materials are echoed by officers, therefore notwithstanding the information submitted with the application, it is suggested that further details of materials and joinery should be submitted and be a condition of any approval. Officers are also concerned about the choice of boundary materials and lighting around the site and are of the opinion that these should be controlled at detail stage by condition to ensure appropriate detailing of the scheme.

Subject to suitable conditions the proposed development is acceptable when considered against policy HBE12 of the Local Plan.

Landscape/Tree Issues

An arboricultural impact assessment has been submitted with this application the Council's Tree Officer suggests that the development should be achievable as long as any planning permission conditions require full compliance with the arboricultural impact assessment, especially in terms of tree protection, no-dig specifications within root protection areas and arboricultural site supervision by a nominated Arborist.

He also suggests that no demolition or development should take place without first having a predevelopment meeting between the developer's representative, the developer's nominated arborist, and the Council's Tree Protection Officer, nor before the protective barriers are in place as per the Tree Protection Plan. Also that any planning permission should be conditioned for the provision of engineering detail and site specific Arboricultural Method Statement for the no-dig element of the construction as the arboricultural impact assessment is only indicative.

The proposal may result in the removal of trees on Council owned land. The removal of these trees and replacement planting should be subject to suitable conditions such that a full investigation should be carried out and submitted to the Council for written approval and should any trees require removal and replacing

the applicant should provide the money so that all such works can be scheduled and carried out through the existing Council Tree Contract, and in full liaison with the Council's Arboricultural Officer.

A detailed hard and soft landscape scheme should be required that includes details of tree planting site preparation, planting, support and irrigation systems; as well as a five year management and maintenance regime for the element of proposed new planting actually within the site. Any scheme should be developed to soften the transition between the buildings and the amenity space whilst enhancing the design of the buildings and the surrounding area providing a high quality living environment for the occupiers.

It is recommended that boundary treatments be conditioned should approval be granted.

The proposed development in landscaping and tree terms is therefore considered acceptable subject to suitable conditions covering landscaping and off site tree works.

Transport and Access

The site is located in a local centre with relatively good accessibility to local services and public transport therefore in transport terms there is no objection to residential development in this location. The proposal is subject to policy TRA11, which states that all significant new developments within the City will provide support for the City-wide transport infrastructure improvement programme to mitigate the wider impact of the development through a contribution. The development will attract a transport contribution of £5079 this could be secured through a section 106 legal agreement.

Should consent be granted the Council aims to secure off site improvements through condition. This would include conditions covering the alterations required along the Earlham West Centre, Douglas Haig and Enfield Road frontages of the site. To include details of all the alterations including:

- Alterations to on- street Traffic Regulation Orders in the vicinity of the site to facilitate changes to access etc.
- Provision of lay by parking on Enfield Road (please note that Council would not implementing any form of permit parking in this location hence the lay by could not be specifically allocated to the proposed dwellings).
- The construction of new access points to the site.

In light of the imposition of conditions relating to the provision of cycle parking and transport contributions it is considered that the proposal is acceptable in highways and parking terms.

Open Space and Play Space

The number of child bed spaces created by the development results in a contribution being required in accordance with policies SR4, SR7 and the Open Space and Play Space SPD. In this instance the amount required relates to 12 child bed spaces therefore a sum of £12 552 would be required.

Neighbour amenity

In terms of neighbour amenity the main considerations are the relationship the proposed buildings would have with the existing properties situated to the north of the site along Douglas Haig Road. In this respect the gable end of the northern most dwelling proposed along Douglas Haig Road is positioned sufficiently far away from the neighbouring property to avoid any significant detrimental impact. There are no windows being proposed in the gable therefore any significant detrimental impact in terms of overlooking would be avoided.

Another issue is the potential impact of the proposed three storey building on the proposed and existing two storey properties. The applicant has designed the internal layouts such that the heights between window sills and floor level in the flats would vary between 1.5m and 1.7m thus preventing any overlooking of private gardens. Windows situated on the staircase would be frosted, again to prevent overlooking of private gardens. For these reasons, the impacts of the proposal are not considered sufficient to warrant refusal in this case.

Therefore it is considered that the neighbouring uses would not be compromised by the proposed development in line with policy EP22 of the Local Plan.

CONCLUSION

In conclusion the main issue to assess in this case is considered to be the principle of development on the site. Replacement Local Plan shopping policies seek to promote the enhancement of district and local shopping centres when the opportunity for new development occurs and to protect the existing retail function of those centres through limiting the proportion of non-retail uses. Therefore the decision as to whether this use is acceptable without any retail element in this location is considered to be finely balanced, however given the poor quality of the space in its present form and the appropriateness of the scheme being proposed it is considered that the principle of housing development on this site is acceptable and in line with National and Development Plan Policy. The recommendation is therefore to approve subject to conditions and a section 106 agreement.

RECOMMENDATIONS

APPROVE PLANNING PERMISSION subject to the signing of a S106 agreement to include the following:

1. Open space and play space contributions in line with policy requirements.
2. Transportation contributions as detailed in the planning obligations section above.

and appropriate conditions including the following:

1. Commencement within 3 years;
2. Submission of samples of materials
3. Boundary treatment;
4. Prior approval of details:-
 - Roof, eaves and verge, water goods;
 - Windows, doors, décor panels;
 - Rainwater harvesting
5. Surface water disposal;
6. Surface water - maintenance scheme;
7. Pollution prevention;
8. Surface water drainage;
9. Cycle/refuse storage provision details
10. Landscaping planting and site treatment scheme;
11. Maintenance of landscaping;
12. Details of external lighting;
13. Trees;
14. Details for the provision of 10% of the sites energy from decentralised and renewable or low carbon sources.

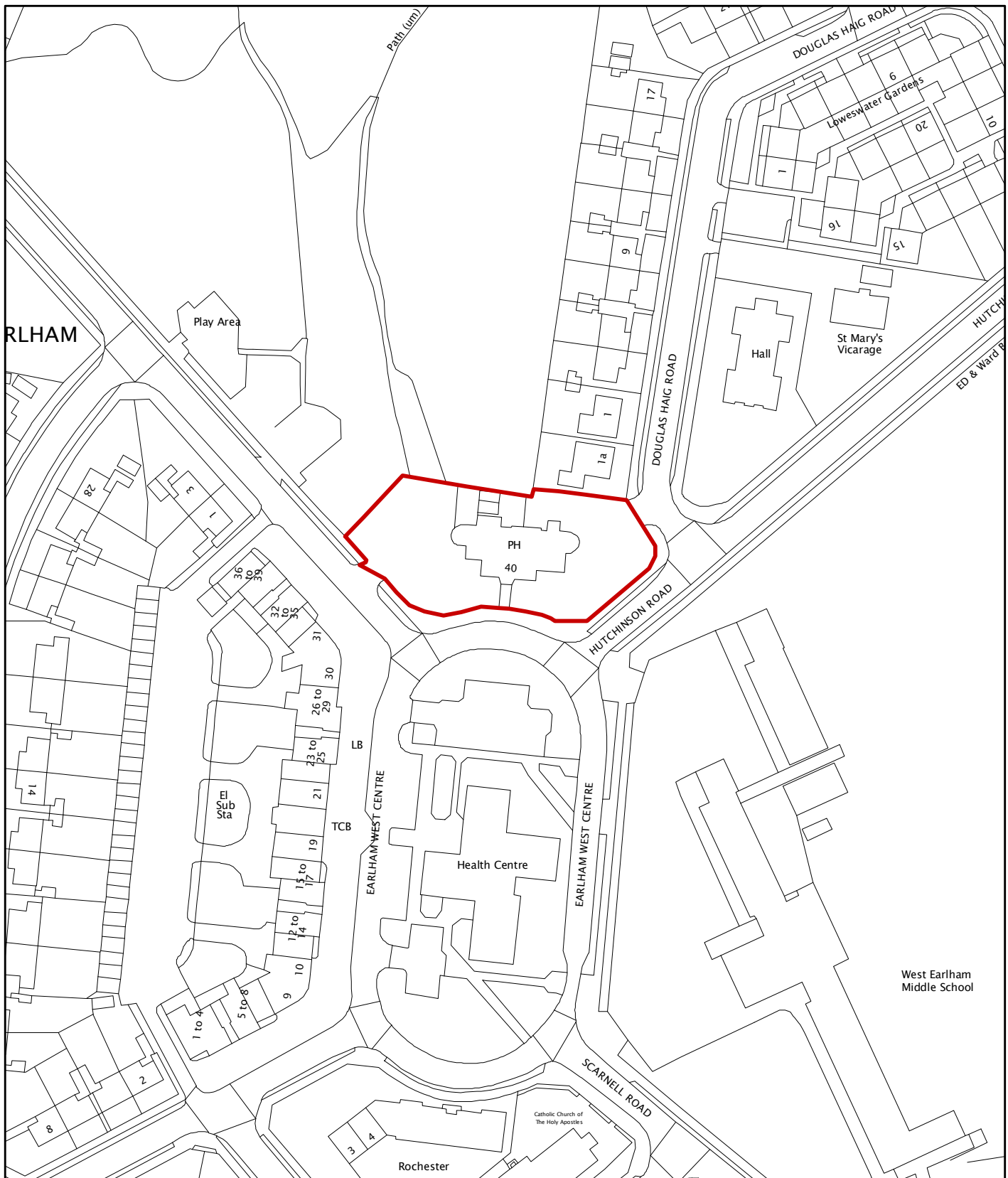
Reasons for Recommendation

The recommendation has been made with regard to saved policies HBE12, EP22, HOU6, HOU13, HOU18, SHO14, SHO15, SHO21, SR7, TRA6, TRA7, TRA8, TRA10 and TRA11 of the adopted City of Norwich Replacement Local Plan, policies T14, WM6 and ENV7 of the East of England Plan and PPS1, PPS3 and PPS17 and all other material considerations and it is considered that the proposal is acceptable.

The proposed layout and design takes account of the relationship with adjacent buildings and uses and would be consistent with the relevant policies contained in the Replacement Local Plan. The requirements for transport infrastructure improvements created by the development and for off site tree works can be adequately secured through a legal agreement between the Applicants and the Local Planning Authority.

The proposal is considered to make more efficient use of the land by introducing additional housing and provide sustainable development in line with policy guidance within PPS1 and PPS3. It is also considered that the proposals would

enhance this part of the City and improve the buildings relationship with the surrounding public realm.



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Planning Application No - 08/00864/F

Site Address - Shoemaker Public House, 40 Earham West Centre

Scale - 1:1250



NORWICH
City Council

DIRECTORATE OF REGENERATION
AND DEVELOPMENT

