Report for Resolution

Report to Planning Applications Committee Item

26 August, 2010

Report of Head of Planning Services

Subject 10/01250/F & 10/01251/L 8 Redwell Street, Norwich,

NR2 4SN

SUMMARY

Description: 10/01250/F: Change of use from shop (Class A1) to drinking

establishment (Class A4) with minor external alterations to

create new fire exit.

and:

10/01251/L: Alterations to facilitate change of use from retail

(Class A1) to drinking establishment (Class A4).

Reason for Objections

consideration at

Committee:

Recommendation: Approve

Ward: Thorpe Hamlet

Contact Officer: Mr Rob Parkinson Senior Planning Officer

(Development)

Date of receipt: 30th June 2010

Applicant: Global Binding Engineers Ltd

Agent: Mr Paul Abbott, A Squared Architects Ltd

INTRODUCTION

The Proposal and its recent Planning History

- 1. These applications are both re-submitted proposals concerning a previous change of use, at the same premises, from retail (use class A1) to drinking establishment (use class A4) [application 09/01105/U], and associated works to the Listed Building [application 09/01107/L]. Both previous applications were considered by Planning Applications Committee on 17th December 2009. A copy of the previous report to committee and extract from the Minutes is appended to this committee report.
- 2. Members may recall that Officers recommended approval of the two previous schemes, but sufficient concerns remained at the time to lead Members to overturn this recommendation and refuse the application for the change of use (09/01105/U), although the changes proposed were not sufficient to warrant refusal of the Listed Building application. The reasons for refusal for the change of use are discussed within this report, below.

- 3. The applicant has since sought to address the previous concerns of the Committee, and these measures are discussed in detail below.
- 4. The applicant proposes opening hours of 11am to 1am on Fri/Sat nights (Sat/Sun mornings) and until midnight on other days and Bank Holidays.
- 5. Some minor alterations are proposed to the interior to allow easier access and provision of toilets and storage, and a ground-floor level fire exit-only door is proposed on to St Andrews Street. The principal means of access is again proposed from Redwell Street.
- 6. The application suggests that of the three storeys the 'active' change of use to bar activity is only required for the basement, ground and first floors with the second floor (top storey) reserved for storage. However, the proposal is for change of use of the whole premises, so if necessary, conditions may be used to restrict certain activities within certain parts of the building.

The Site

Location and Context

- 7. This is a vacant retail premises with basement plus three-stories above, at the corner of Redwell Street and St Andrews Street. It is a Grade II Listed Building.
- 8. The site is surrounded by a mix of uses, of commercial uses, community uses, residential dwellings (including directly behind the site) and restaurants, cafes and bars in the near area (St Andrews Plain, Tombland and Queen Street).
- 9. The application's red-line application site boundary has been extended since the previous proposal, so the site now includes the adjoining alley-way to the north, between the site and the neighbouring Chandler House. However, this does not include the external courtyard area at the rear, so the proposed change of use would only apply to the building itself.

Relevant Planning History

10. The shop has been vacant for some years. There was a proposal in 2007, (applications 07/01050/F and 07/01052/L) for a second storey rear extension and change of use to restaurant, but these were withdrawn. Since then, the 2009 change of use application was refused (09/01105/U) although the associated works to the Listed Building were acceptable and so application 09/01107/L was approved by Planning Applications Committee on 17th December 2009.

Constraints

11. The immediate site constraints are its location within the City Centre Conservation Area, and the City Centre Leisure Area (defined in Local Plan saved policy AEC1). The site itself is not actually within either the city centre Primary Retail Area, nor the Secondary Retail Area.

Representations Received

12. These applications have both been advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Over 30 letters of representation have been received between the two proposals, citing the issues as summarised in the table below. The same kinds of objections were also raised by

over 30 letters of objection, during the course of the 2009 proposals, and are also detailed in the attached previous committee report. The relevant ones are:

Issues Raised	Response
There is no need for a new pub and it could be at the expense of	See paragraph
changing the cultural and historic character of the area.	27-28
The shop use should not be lost - it would affect retail in the area.	27-28
Noise disturbance would increase for local residents.	30-34
Highways safety could be compromised for visitors and residents.	36-41
There is no smoking area provided at the site.	18, 31, 36
Crime, disorder, anti-social behaviour and littering will increase.	27-28, 33
Servicing and deliveries will obstruct the highway.	40-41
The premises are not suitable for a pub in terms of its construction.	32, 35
The door to St Andrews Street should not be allowed for access.	Condition.

Consultation Responses

- 13. Environmental Health (received 16.07.10): There are concerns that noise could cause disturbance from three sources: music noise escaping from the building, including doors; people noise from smokers in the street outside; and possible noise from any plant and machinery suggested outside. Overall, providing that adequate alterations can be made within the constraints of needing to protect the Listed Building, the proposal is acceptable subject to use of stringent conditions, including to: first agree a specification and amplification of sound systems; restrict the sound emissions; agree a management scheme for controlling sound levels; restricting hours of use; and controlling any plant and machinery.
- 14. Norfolk Police Authority Architectural Liaison (3.8.10): In addition to the concerns expressed in November 2009 (see previous report), the proposed use of the public highway as a smoking area would require monitoring by staff and CCTV as there are obstructions to this at present, and the narrow pavement could lead to pedestrian danger as people step off the path. The building is proposed to be used very intensively, and could lead to anti-social behaviour. CCTV should be installed inside the premises and at entrance and exit doors, and should be visible to staff and visitors as a deterrent and reassurance tool.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies Relevant National Planning Policies

PPS1: Delivering Sustainable Development

PPS4: Planning for Sustainable Economic Growth

PPS5 - Planning for the Historic Environment

PPG24: Planning and Noise

Relevant Local Plan Policies

HBE8 – Development in Conservation Areas

HBE9 – Development affecting Listed Buildings

HBE12 – High quality of design

HBE19 – Design for safety and security including minimise crime

EP22 - Residential amenity

SHO22 - Food and drink uses and conditions on hot food takeaways

AEC1 – Major art and entertainment facilities – location and sequential test

TRA5 – Approach to design for vehicle movement and special needs

TRA7 – Cycle parking standards

TRA8 - Servicing provision

Previous reasons for refusal and changes to address them

Previous application 09/01105/U:

- 15. **Reason for Refusal 1:** "The proposal would cause a detrimental impact to the character of this part of the City Centre Conservation Area, changing its nature away from an area of predominantly residential, office and community uses, with minimal activity during the evenings, to a character involving a use that would generate large numbers of visitors to and from the site and associated activity on the street during the evening and the night."
- 16. **Response**: The application has not been able to address these concerns, but the proposal represents an acceptable use for this part of the city centre.
- 17. **Reason for Refusal 2:** "The lack of a smoking shelter or any provision for smokers within the application site will lead to patrons needing to smoke outside the site and cause a detrimental impact to the amenity of local residents, community and commercial premises, through the associated noise, smoke and litter."
- 18. **Response**: The application has not been able to provide a specific smoking shelter within the curtilage of the applicant's ownership to address this concern. Smoking is proposed to take place on the adjoining public footpath highway, which is not considered by officers to cause a significant detrimental impact on neighbouring amenity, and this is considered a matter for licensing to address through conditions to cover management of the premises.
- 19. **Reason for Refusal 3:** "The lack of a smoking shelter or any provision for smokers within the application site will give rise to patrons smoking on the public highway adjacent to the site. The public highway surrounding the application site is made up of narrow footways. Taken together, it is considered that the proposal will compromise highway safety and lead to a danger to pedestrians, including local residents or patrons of the public house."
- 20. **Response**: The application has not been able to address this concern but the proposed footpath smoking area is not considered by officers to lead to any significant detrimental impact on highway safety.
- 21. Reason for Refusal 4: "By virtue of the noise and increased activity at the site, and likely increased smoke, litter and disturbance from, in, or around the site, and as a result of the scale and intensity of the proposed use, the development would give rise to an unacceptable detrimental affect on the amenity of the surrounding area. It would also cause harm to the level of amenity currently available to the residential, community and commercial uses in the immediate area of the application site and would result in an increased fear of crime and disorder amongst

local residents and pedestrians in the area."

- 22. **Response**: The application has not been able to address these concerns specifically, given that they arise from the nature of the use. However, officers consider the use to be appropriate to this part of the city centre and consider that amenity can be protected to an acceptable level through the use of conditions, such as noise mitigation works and installation of CCTV.
- 23. **Reason for Refusal 5:** "The proposal, given the scale and intensity of the use of the premises over three floors, does not include adequate servicing, refuse storage, or access arrangements. The absence of an immediately available servicing bay connected to the premises, and the inadequate refuse provision and disposal strategy, and the inadequate disabled access proposals would all result in unsatisfactory vehicular or pedestrian access to the site and obstruction to the public highway, and would subsequently be detrimental to highways safety."
- 24. Response: The scheme has improved the refuse collection proposals and improved disabled access by introducing the alleyway into the site and providing a ramped access to the rear door. The internal refuse store is shown close to the exit and the refuse strategy proposes collections every week day, although not at weekends. Officers consider that conditions could be used to ensure the prompt removal of refuse containers from the highway on every day if necessary.
- 25. Reason for Refusal 6: "Given the lack of an acoustic assessment in relation to the potential for noise break-out from the premises, it is considered that insufficient information has been submitted to enable the Local Planning Authority to make a reasoned assessment of the proposal. In addition, any mitigation measures needed to address the possible noise impacts could create an adverse impact on both the character of the Conservation Area or the historic fabric of the Listed Building."
- 26. **Response**: Following receipt of an acoustic survey it is considered possible for necessary noise insulation measures to be provided within the constraints of the building's fabric and to avoid harm to the appearance of either the building or the surrounding Conservation Area, prior to the commencement of first use.

Principle of Development Policy Considerations

- 27. Members are reminded that as the Local Plan has not defined this part of the city centre as a specific retail area for protection, there is no policy objection to the loss of the shop use and the applicant need to justify the loss of the retail unit. However, the nearby streets of Elm Hill and London Street are both within Secondary Retail Areas as defined by Local Plan policy SHO11 and Redwell Street might be used as a through-route to the two by shoppers in the area.
- 28. Recent national policy (PPS4) does not require the use to be justified in the city centre. There are also no grounds for objecting to the principle of the site's proposed use as a drinking establishment (use class A4) given that the site remains in the City Centre Leisure Area and such uses are directed towards these locations by local policy (AEC1 and SHO22). Nevertheless, under policy SHO22 the proposal should still account for the potential effects of noise and disturbance upon the occupants of adjoining dwellings, to ensure the location is appropriate.

29. It is still considered appropriate to restrict the opening hours of this site to be consistent with others in the Leisure Area. Accordingly, a condition is proposed for any permission to limit opening hours to between those of 11am and midnight, on any day.

Impact on Living Conditions Noise and Disturbance

- 30. A noise survey has been undertaken and has found that acoustic disturbance can be avoided by using reasonable technical sound control measures and management of the premises.
- 31. People noise from patrons outside the premises or within any smoking area would be more appropriately controlled by the conditions of any operational premises license for the site. This could require management controls to be put in place and applied within best reasonable endeavours of the management, although some allowance has to be made for the fact that this is a public highway. Overall, it is hoped that reasonable planning conditions can be used to control the impacts of the change of use to a level consistent with the site being part of the Leisure Area.
- 32. The conditions on amplified sound controls and other measures as suggested by Environmental Health (paragraph 13) are enforceable and would not need any sound insulation measures to be added to the building, although the potential for sound leakage would of course be greater. However, it is considered both appropriate and acceptable to require sound insulation to be added to the building; and it is the considered view that such measures could be provided without compromising the integrity of the Listed Building, given the alterations that have already been made. Such measures might include installing sound insulation to walls, or secondary double glazing. These would provide greater resilience to sound leakage to bolster the effectiveness of conditions suggested by Environmental Health, and are proposed as conditions on any approval of planning permission.
- 33. The use of CCTV can be required by condition, with details of installation, coverage, monitoring and management to be agreed prior to first use. Likewise, cigarette and litter bins can be required by condition as part of any permission.
- 34. There is a contradiction in the application's submitted information in that the acoustic report suggests mechanical chilling units may be used at the rear of the site, but the application supporting statement maintains no such plant is proposed, and has not been shown on any plans. A condition can be imposed to restrict use of plant and machinery, to allow sound measures etc to be agreed, whilst any external plant would need to be subject of a new, specific planning permission. Should such a proposal arise, acoustic shielding may be possible within its design.

Listed Building and Conservation Area

35. There are no unacceptable impacts proposed to the Listed Building as interventions in the historic fabric are minimal and finer details of noise insulation measures and furniture installation can be required by condition. The use of the site as a pub should ensure the sustainable and continued maintenance of the historic asset, and possibly allow for a more viable range of uses at the site in the future. The use

proposed is also considered to be consistent with the character and appearance of this part of the Conservation Area where such facilities already exist.

Transport and Access

Pedestrian Links and Cycling Parking

- 36. There are no objections to the proposal on grounds of highway safety. Redwell Street is a low traffic, low speed street and the previous retail use did not present any fundamental highway safety risks to pedestrians. Overspill onto the pavement on Redwell Street may be a concern to some, however the proposed smoking area on St Andrews Street is considered sufficient to mitigate any potential risk. The paved area on St Andrews Street could accommodate a compact roped off smoking area if it leaves at least 2.5 metres pavement width, and subject to separate highways consent and ensuring the fire escape is free from obstruction.
- 37. Pavement obstruction issues will be reduced if the establishment refrained from use of A-boards, which would need prior consent anyway. Pavements in the city centre are heavily trafficked and the Redwell Street pavement should not be obstructed by bins. The fire exit door should not open outwards onto St Andrews Street to protect highway safety, but will also need to comply with building regulations, so the fire exit door should be recessed, and to do so its design may need to be split into two to reduce the depth of such a recess. The design of the door can be conditioned.
- 38. The door at present is shown to be inward-opening at the base of a stairwell. A condition is proposed to ensure it is only used as a fire escape, but any need for a recess to allow an outward-opening door has not been shown in the plans as submitted. Accordingly any further changes to the fire escape door, to comply with eventual building regulations control, would need to be subject to separate prior Listed Building consent. Any door proposed to be outward-opening over a highway would also need prior separate highways consent.
- 39. Cycle parking is considered necessary for visitors and staff, and 3-4 Sheffield-style hoops should be provided near to the premises on the wide pavement on St Andrews Street, to be required by condition and prior agreement with the city council highways officers, to meet the Local Plan standard.

Vehicular Access and Servicing

- 40. Loading is permitted at any time from Redwell Street and there is also pay and display short-stay parking opposite the building, with larger vehicle deliveries possible through the bollards by arrangement. Servicing is also possible from St Andrews Street out of hours.
- 41. The refuse arrangements are considered satisfactory but the management of the premises would need to ensure that bins or bags of refuse did not obstruct the narrow pavement and that collection times were minimal to reduce potential congestion on this narrow street. A daily collection can be required by condition.

Conclusions

42. Notwithstanding the concerns over the possible effects on local amenity, the proposed change of use is appropriate to the defined Leisure Area within this part

of the City Centre and will not compromise highways safety providing that adequate provision is made to accommodate and manage smokers. Subject to the conditions applied to minimise any detrimental impacts to the appearance of the building or on the amenity of residents, business and visitors to the area, application 10/01250/F your officers consider it to be acceptable. Subject to the conditions listed, it is your officers view that the development as proposed within application 10/01251/L is considered acceptable for approval and should secure the ongoing preservation of a historic Listed Building.

43. However, members will need to take note of the Committee's previous decisions on these applications and to carefully consider what changes in circumstances have occurred since the previous decision in December last year.

RECOMMENDATIONS

To approve:-

- (1) Application No (10/01250/F, 8 Redwell Street, Norwich, NR2 4SN) and grant planning permission, subject to the following conditions:-
 - 1. Standard time limit;
 - 2. The development shall be built in accordance with the plans as approved;
 - 3. Details of St Andrews Street fire escape prior to commencement of building works:
 - 4. Details of litter bins / cigarette butt containers to be agreed and installed prior to first use:
 - 5. Refuse and disabled access ramp to be permanent addition and details to be agree and facility to be installed prior to first use;
 - 6. Refuse management strategy and details of refuse containers to be agreed;
 - 7. Restricted hours of use (to be 11am to midnight on any day);
 - 8. Noise insulation measures to be provided prior to first use;
 - 9. Specification of amplified sound system to be agreed and only to be played through the agreed permanently-installed system;
 - 10. Sound level limits to be applied:
 - 11. Amplified sound control and management measures thereof to be agreed;
 - 12. Any internal plant and machinery shall be agreed prior to installation (note any external plant and machinery should be subject to separate specific consent);
 - 13. CCTV to be installed and managed prior to use, including coverage, maintenance and management;
 - 14. No use until a smoking area has been provided and clearly demarcated;
 - 15. No use until off-site cycle storage details are agreed and stands are provided;
 - 16. The door to St Andrews Street shall only be used as a fire exit, not as an access.

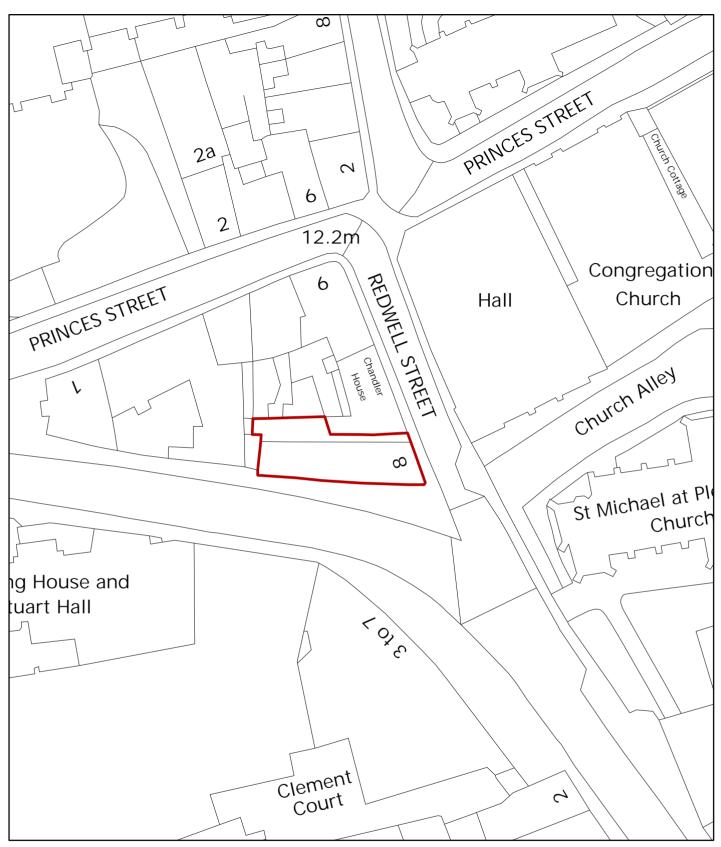
(Reasons for approval: The recommendation is made with regard to the provisions of the development plan, including saved policies HBE8, HBE9, HBE12, HBE19, EP22, SHO22, AEC1, TRA5, TRA6, TRA7 and TRA8 of the adopted City of Norwich Replacement Local Plan (November 2004), and national policy PPS1, PPS4 and PPS5. Having considered all of the above and other material planning considerations this is considered an acceptable use of a historic Listed Building premises within the City Centre Conservation Area and defined City Centre Leisure Area. Subject to conditions imposed to protect the amenity of adjacent and neighbouring existing residential development, and other non-residential uses and visitors in the area, the scheme is considered to provide an appropriate use for this part of the city centre,

whilst securing the ongoing preservation of a historic Listed Building and providing an acceptable quality of design and adequate means to mitigate any detrimental impact on the surrounding area.)

Informative

- 1. Construction hours and methods of working.
- (2) Application No (10/01251/L, 8 Redwell Street, Norwich, NR2 4SN) and grant listed building consent, subject to the following conditions:
 - 1. Standard time limit;
 - 2. The development shall be built in accordance with the plans as approved;
 - 3. Details of fire escape, including joinery and materials prior to commencement;
 - 4. Details of refuse and disabled access ramp to be agreed and installed before use;
 - 5. Details of litter bins / cigarette butt containers to be agreed;
 - 6. Noise insulation measures and installation methods to be agreed and installed prior to first use:
- 7. Bars, seating, partition walls, interior cladding, joinery, and fixing details all to be agreed;
- 8. New doors details for the new first floor single door and the ground floor front door hanging shall be agreed, to include joinery and fixings;
- 9. Any further works proposed or arising as necessary to be notified to and where necessary approved by the LPA;
- 10. Details of CCTV positioning and installation to be agreed prior to first use.

(Reasons for approval: The recommendation has been made with regard to the provisions of the development plan, so far as material to the application, including saved policies HBE8, HBE9 and HBE12 of the adopted City of Norwich Replacement Local Plan (November 2004), and national policies PPS1 and PPS5, and all other material planning considerations. The alterations proposed are considered acceptable within a historic Listed Building premises within the City Centre Conservation Area. Subject to conditions imposed to control the final external designs and internal installations and alterations, the scheme is considered appropriate to secure the ongoing preservation of a historic Listed Building and avoid any detrimental impact on the Listed Building.)



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Planning Application No - 10/01250/F and 10/01251/L Site Address - 8 Redwell Street, Norwich

Scale - 1:500











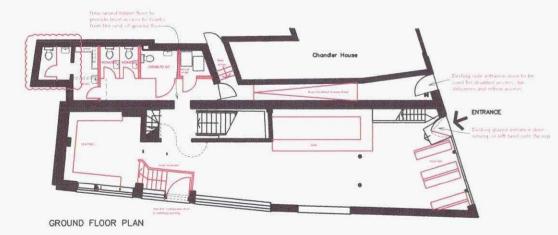
REDWELL STREET ELEVATION



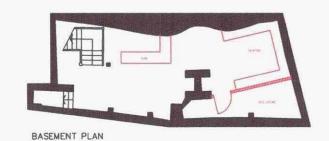
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FIRST FLOOR PLAN

SECOND FLOOR PLAN



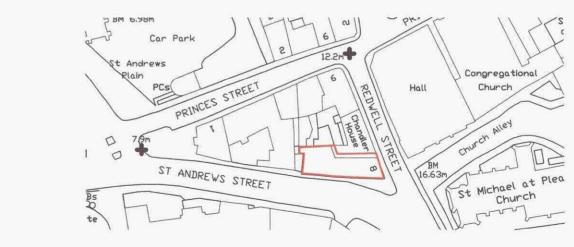
icale 1:100



NEW DOOR DETAIL B scale 1:25

NEW DOOR DETAIL A scale 1:25

ST ANDREWS STREET ELEVATION



SITE LAYOUT PLAN Scale 1:500





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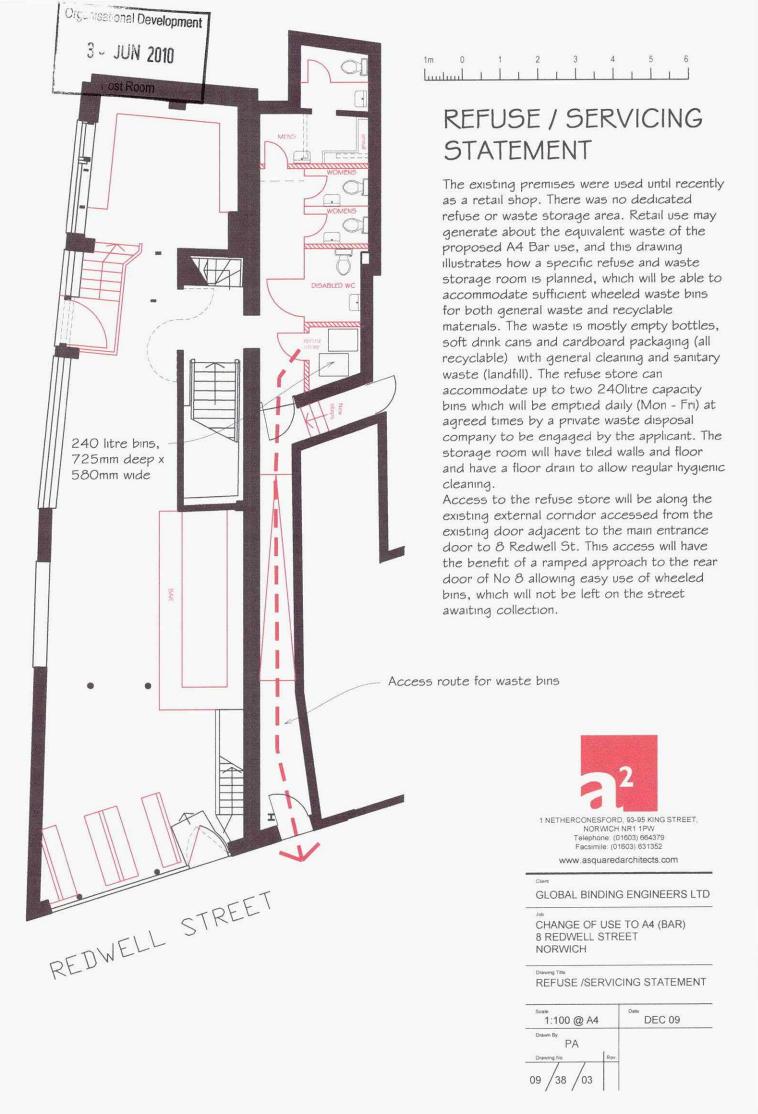
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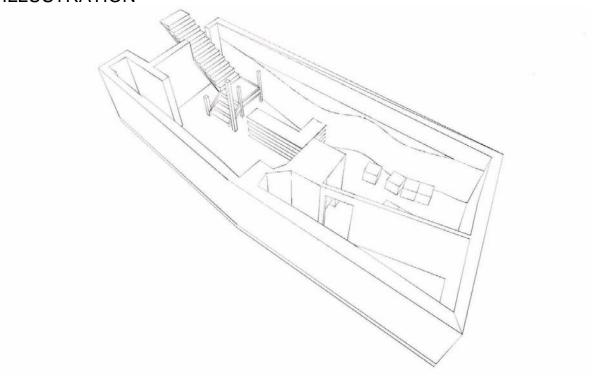
8 REDWELL STREET NORWICH -NEW BAR USE

DETAIL DESIGN PLANS

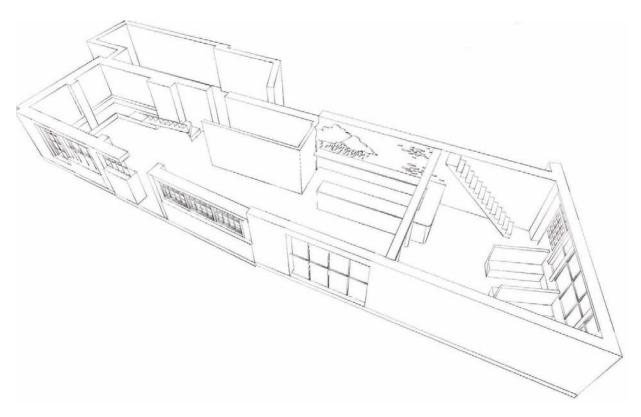
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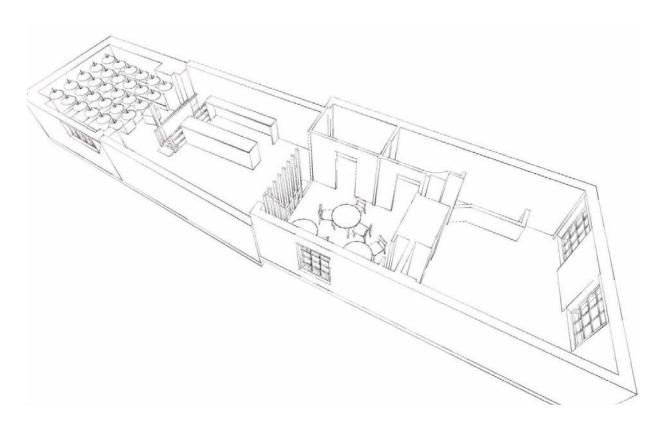
BASEMENT ILLUSTRATION



GROUND FLOOR ILLUSTRATION



FIRST FLOOR ILLUSTRATION



No illustrative plans have been submitted for the second floor, although this has been suggested to be used as storage.

Report for Resolution

Report to Planning Applications Committee Item

17 December 2009

Report of Head of Planning Services

Subject 09/01105/U and 09/01107/L

8 Redwell Street, Norwich, NR2 4SN

SUMMARY

Description:	(Class A4); and:	ail (Class A1) to drinking establishment		
	09/01107/L			
	Alterations to facilitate change of use from retail (Class A1) to			
	drinking establishment (Class A4)			
Reason for	Objections			
consideration at				
Committee:				
Recommendation:	Approve subject to conditions			
Ward:	Thorpe Hamlet			
Contact Officer:	Rob Parkinson	Senior Planner		
		Telephone No: 01603 212765		
Date of Validation:	5 th November 2009			
Applicant:	Global Binding Engineers Ltd			
Agent:	A Squared Architects Ltd			

INTRODUCTION

The Site

Location and Context

- The premises are a basement plus three-storey, Grade II Listed Building, sited at the top of Redwell Street on the corner of the junction with St Andrews Street, and is the former Country and Eastern shop. The entrance doors front Redwell Street. The site is surrounded by a mix of uses, of commercial uses, community uses, residential sites and restaurants, cafes and bars.
- 2. There are offices to the north (along the west side of Redwell Street and Princes Street), and to the south (opposite the site on St Andrews Street). St Michael at Plea church is opposite the site on Redwell Street, as is Boardman House / the United Reform Church Hall, on the eastern corner of Redwell Street and Princes Street. These two buildings are separated by Church Alley, a pedestrian route that

can lead to both Tombland or Princes Street.

- 3. There are a number of residential sites, including dwellings along Princes Street, including within Mandell Court, within the Elm Hill, Monsatry Court and Waggon and Horses Lane area, and within the St Micheal at Pleas complex, which contains 26 dwellings, car parking and communal gardens. Church Alley leads from Redwell Street through this site, although a lockable gate has been installed to restrict access from or to Redwell Street at certain times. There are also residential premises directly behind the site, in properties that are adjacent to and which overlook the rear of no. 8 Redwell Street.
- 4. There are already a number of cafes, restaurants and bars in the area, particularly clustered around St Andrews Plain, Tombland and Queen Street. There are also a few outlets within Elm Hill and Princes Street. A land use plan to illustrate the site context can be provided at Planning Committee.
- The site is within a noticeably historic part of the City Centre Conservation Area, characterised by many Listed Buildings, pedestrianised areas and the churches of St Michael at Pleas, St Andrews Hall and the Peter Hungate Church on Princes Street.

Site Constraints

- 6. The site is located within the City Centre Conservation Area and is within in an area of Main Archaeological Interest, as defined in Local Plan (2004) saved policy HBE3, and the City Centre Leisure Area (defined in Local Plan saved policy AEC1). The churchyard of St Michael at Pleas, opposite this site, is also defined as Urban Greenspace by saved Local Plan policy SR3.
- 7. Whilst the site itself does not lie within either the Primary City Centre Retail Area, nor the Secondary City Centre Retail Area, the nearby streets of Elm Hill and London Street are both within Secondary Retail Areas as defined by Local Plan policy SHO11.

Relevant Planning History

8. The premises has been vacant for some years and before that operated most recently as a shop. Application 4/1993/0470 for alterations to the roof and provision of shop window fascia was approved in 1993. In 2007, application 07/01050/F for a second storey rear extension and change of use from retail to restaurant was withdrawn, as was an associated Listed Building application for the internal alterations and additional window (07/01052/L).

The Proposal

9. The two applications considered here are for the principle of the change of use from retail to a drinking establishment / public house and a means of fire escape onto St Andrews Street (application 09/01105/U), alongside a Listed Building consent (09/01107/L) for both the internal alterations and provision of the fire escape.

Representations Received

10. The applications have been advertised on site and in the press, as well as

immediate neighbours being informed directly by letter. At the time of writing the report, the Council has received 29 letters of objection to the proposals in 09/01105/U, and 3 letters of objection to the proposals in 09/01107/L. These are from residents, businesses, charities and civic societies such as Central Norwich Citizens' Forum, the Friends of Elm Hill and the Norwich Historic Churches Trust. Further representations will be updated verbally on the day of Committee. The following issues have been raised so far:

Planning Issues	Response
Inappropriate location for a drinking establishment.	See paragraph 14-16
Interpretation of City Centre Leisure Area and Late Night Activity Zone.	See paragraph 15-16
Opening hours.	See para. 19
Detrimental impact to the retailing outlets in the area, including suggestions that the site falls within a defined secondary shopping area and concerns that Elm Hill and St Georges St regeneration would be jeopardised.	See para. 13
Damage to the character and setting of this historic part of Norwich and the Listed Building itself.	See para. 35-40
Disturbance to the peace of the area, and affect on amenity of residents, visitors and employees in the area due to the noise and late night activity.	See para. 17-26
Lack of sound insulation.	See para 17-21
Smells and emissions from any extraction and ventilation activities on site.	See para 22-23
Servicing, deliveries loading and waste collection arrangements.	See para 27-33
Increased traffic congestion from servicing and patrons.	See para 27-33
Danger to pedestrians from traffic and servicing.	See para 27-33
Lack of provision for smokers.	See para. 23
Access for disabled persons.	See para. 34
Refuse and keg storage arrangements.	See para 27-29

Non-material considerations

- There is no need for another drinking establishment in the area which appears to be at capacity;
- A feeling of increased danger and threat to the safety of local residents and clients and visitors to neighbouring premises, including a shortage of policing presence and concern for lack of management and security proposals in the application;
- Concerns for safety of users of the pub;
- Alternative occupants for the building should be considered as more appropriate;
- The area will be even more affected by littering, urination and defecation, crime, vandalism and social disorder than is already experienced at present;
- Trespassing within Church Alley and the churchyard;
- Use of the public footpath through St Michael at Pleas;
- Overloaded sewers in the area;
- Insufficient lavatory provision inside the building;
- Rights of access between site and adjacent Chandler House, and use of rear

courtyard;

- Future signage;
- Fire risk to the wooden structure of the building;
- A restrictive covenant is thought to prevent the use of the building for such purposes.

Consultation Responses

11. Consultation responses have also been received from internal colleagues in Planning Transportation, Environmental Health, and Community Safety departments. These are included as part of the assessment. No objections in principle were raised.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1: Delivering Sustainable Development

PPS6: Planning for Town Centres

PPG15: Planning and the Historic Environment

PPG24: Planning and Noise

Relevant East of England Plan (May 2008) Policies

ENV6 – The Historic Environment

ENV7 – Quality in the Built Environment

WM6 - Waste Management in Development

Relevant Saved City of Norwich Replacement Local Plan Policies

HBE8 - Development in Conservation Areas

HBE9 – Development affecting Listed Buildings

HBE12 - High quality of design

HBE19 – Design for safety and security including minimise crime

EP22 - Residential amenity

SHO22 - Food and drink uses and conditions on hot food takeaways

AEC1 – Major art and entertainment facilities – location and sequential test

TRA5 – Approach to design for vehicle movement and special needs

TRA7 - Cycle parking standards

TRA8 - Servicing provision

Issues to be Assessed

The effects on retailing

13. Concern has been raised that losing the retail unit will create a break in the pattern of shopping movements between London St and Elm Hill, resulting in Elm Hill seeming disconnected from main retail areas, and shoppers' foot-fall experienced in the past being reduced. Whilst this is a legitimate concern, the Local Plan has not defined this part of the city centre as a retail area that should be protected. There are no frontage protection policies and nor does the applicant need to justify the loss of the retail unit. The retail vitality and viability of the street does not need to be considered as the proposed loss of retail in a designated secondary retail area would need to be.

The need for another public house

- 14. National policy PPS6 states that such town centre uses do not need to justify a need for their addition to the city centre. Whilst there are a number of similar outlets in the vicinity, it is not a planning matter to decide if there are too many.
- 15. In fact, this particular site is within part of the defined City Centre Leisure Area identified by saved Local Plan policy AEC1. Saved Local Plan (2004) policy SHO22 promotes proposals for food and drink class within the Leisure Area. Nevertheless, policy SHO22 also makes clear that the proposal should still take account of the potential effects of noise and disturbance upon the occupants of adjoining dwellings, to ensure the location is appropriate.
- 16. It should be noted that the Leisure Area designation under policy AEC1 is distinct from that of the Late Night Activities Zone. The policy is intended to assess proposals to minimise any adverse effects. The Leisure Area on the Proposals Map was set out based around the location of existing uses of this kind and sought to exclude areas where such uses would conflict with nearby residential properties. Whilst the Late Night Activities Zone is also defined under this policy, it is that area where activities such as nightclubs and entertainment facilities can be provided without limitation to normal opening hours because further residential development within the area is excluded. As a context, Queens Street is within the Leisure Area, and opening hours here are controlled, but Tombland, Bank Plain and Upper King Street are all within the Late Night Activity Zone. It is entirely appropriate to restrict the opening hours of this site to be consistent with others in the Leisure Area, and this is proposed by condition.

Amenity and noise

- 17. The premises are a historic, timber framed premises and in some respects is considered frail. Windows are all single glazed and it is to be expected that the premises will be susceptible to sound leakage, which will be exacerbated should windows be opened in warmer weather. Environmental Health colleagues do have serious concerns regarding the potential level of noise that could affect local residents and have suggested noise level limits are applied to any permission.
- 18. Although the business model proposed by the applicant does not intend to be particularly noise-intensive, planning legislation can have no control over the type of occupancy of the premises within the A4 Use Class definition, and so must consider the future uses of the building. As such the close proximity of residential premises in the area is a concern. Even though the rear wall of the premises is a solid wall without windows or openings, particular concerns exist around a bedroom being approximately 3m from the rear wall of the premises.
- 19. Noise levels are proposed to be controlled by planning conditions. Environmental Health officers recommend that noise insulation is added to the interior of the building; it is considered appropriate to first require an acoustic survey to be undertaken to inform the type and location of noise insulation methods required (if any) to ensure the noise is kept within specified limits. This is considered to be a reasonable request, with details of internal works and construction able to be controlled as part of any Listed Building consent, in particular to preserve the internal wood panelling features.
- 20. In order to attempt to mitigate potential noise nuisance, hours of use are

recommended to be controlled by planning condition. The applicant has requested opening hours be permitted for 11am to Midnight on Sundays - Thursdays, and 11am to 1am on Fridays and Saturdays. Whilst it would be reasonable to expect the finalised permitted hours to be consistent with other similar drinking outlets in the neighbouring area, the hours of use should nevertheless take into account residential amenity. Final confirmation of the recommended hours of use will be provided to Planning Committee at the meeting.

21. The application proposes to use the basement, first and second floors for hosting separate bars. Although three separate bars over three floors could make this a substantial venue, the effects arising from the intensity of the use can be controlled by planning conditions on noise, servicing and hours of use. Further, the interior installations and alterations to the Listed Building can be controlled by conditions.

Odours and extraction, plant and ventilation

22. The applicant does not propose to serve hot food on the premises and therefore it is not necessary to install plant and ventilation units. If air conditioning units were needed, or future catering operations were intended to involve installation of flues, plant or extraction systems, or internal alterations, these would first need to be the subject of a separate planning permission and / or Listed Building consents. In addition, Environmental Health legislation can also control noise and nuisance odours.

Smoking provision

23. The application does not at present include details of smoking provision or any smoking shelter on site; a concern raised by Environmental Health and Norfolk Police. However, it is understood the applicant is investigating suitable options nearby. Such a shelter would first be subject to gaining separate planning permission and Listed Building consents.

Crime and disorder

- 24. Concerns surrounding the potential use of Chapel Walk as a shortcut by customers using the proposed public house are understandable, although late night access through the St Michael at Plea housing area can be prevented by existing lockable gates. Norfolk Police Architectural Liaison considers this an appropriate solution. It is not the remit of this application to consider measures to prevent use of the public route nor the churchyard. There is a private residential access for no. 5 and no. 3 Princes St at the rear of the site, onto St Andrews Street: it is not considered that this will be affected materially by the application. The new door proposed for St Andrews Street will only serve as a fire escape.
- 25. Concerns over vandalism, crime, abuse and urination around the premises are really matters that fall under the remit of other services such as street cleaning and policing, which planning does not control. Norfolk Police suggested the application should include CCTV provision, but this is not a requirement for planning applications and is not considered necessary.
- 26. Saved Local Plan policies SHO22 and AEC1 both require the Council to seek contributions from developments within the Leisure Area to enhance public facilities, including litter bins and noise control measures. It is considered appropriate to require provision of on-site litter bins and/or cigarette butt containers, subject to designs being compatible with the Listed Building, with details to be approved by condition.

Refuse and servicing

- 27. The application proposes to deal with refuse storage by the provision of a refuse store at ground floor level, accessed through the premises or via an adjacent passageway between the site and Chandler House. Rights of access are not a planning concern, but the storage is considered adequate. Vehicular servicing is possible on both Redwell Street and St Andrews Street although peak hour loading restrictions on the highway do apply here. There is also a specific loading bay available at the junction of the two streets.
- 28. The applicant has submitted a proposed refuse management strategy that addresses some of the issues and which aims to maximise recycling. The refuse store within the premises at ground floor level is able to accommodate up to two 240 litre capacity bins which will be emptied daily (Mon-Fri) at agreed times by a private disposal company. The daily operations could create short-term noise and traffic inconvenience, but it may also prevent bins being left on the highway between collections. Servicing times and a refuse management arrangement can be agreed by planning condition.
- 29. The access route through the adjacent passage will eventually benefit from a ramped access, either temporarily or to be proposed through future applications. Redwell Street is a one-way street that does not preclude servicing vehicles.

Access and highway safety

- 30. It is recognised that the route along Redwell Street does negotiate an awkward one-way right-angle bend from St Andrews Plain via Princes Street. There is no parking proposed, but taxis are available at Tombland and Bank Plain. The property has a relatively narrow frontage to Redwell Street and is constrained by a narrow curtilage. There are narrow pavements on both Redwell Street (1.1m) and St Andrews Street.
- 31. There are concerns about the lack of a vehicle waiting area or smoking area, and possible traffic accidents. These have been raised by both the Community Safety Officer and Norfolk Police Architectural Liaison Officer. However, the Council's Planning Transportation officer does not consider this to be a problem and notes there have been no recent accidents at the junction. Any licensing consent can also seek to control the congregation of patrons on the highway.
- 32. The proposed fire exit opening onto St Andrews Street seeks to re-instate a previous access door. The design of the door takes account of the effect on the appearance of the listed building. The fire doors are proposed to be made of wood and replicate the existing cover.
- 33. The fire escape door to St Andrews Street opens inwards to avoid potential pedestrian conflict on the public highway. The final details for joinery and design can be subject to appropriate conditions.

Disabled access

34. The designs have indicated how the premises will be made accessible to disabled persons or wheelchairs. This is particularly important given the sensitivity of the Listed Building and the implications thereof. However, these design changes are proposed to include providing a ramp to a side door within the access passage adjacent to the premises. This falls outside the application red line and at this

stage is considered indicative only. Whilst it is regrettable that the application does not adequately address this issue from the outset, the applicant's proposal to use an interim temporary mobile ramp is considered acceptable. However, it should be noted that the former use as a shop also has no disable daces so the proposal will hopefully improve such provision, but it will clearly not make it worse.

Affect on Conservation Area

35. The site enjoys a prominent location at the brow of the St Andrew's Street hill, and the City Centre Conservation Area Appraisal (September 2007) identifies the St Andrew's Street elevation as contributing to a positive street frontage within the Elm Hill and Maddermarket Character Area. Whilst the use of the premises may alter the character of area through changes to people's patterns of movement or behaviour around the site, there are no changes proposed that will affect the physical character of the Conservation Area.

Affect on Listed Building

- 36. Other forms of occupancy have been suggested as more preferable means to preserve the listed building, but the proposals are considered an appropriate reuse of the listed building. National policy PPG15 and 'saved' Local Plan policy HBE9 both support proposals that will bring such historic buildings back into viable use, provided the designs are sympathetic to the character of the listed building.
- 37. The existing building has already been extensively altered internally. The proposed alteration will be relatively 'loose fit' and will not involve significant changes. Internally, existing structure and fixtures of historic interest, such as the fireplaces etc on the 1st floor, will be retained. With regard to the toilet alterations, the existing screen to the toilet, which appears to be of some age as it has pegged joints, is proposed to be retained (as seen in recently amended plans).
- 38. The fire escape is the only exterior alteration. The fire escape door would reinstate an old opening and will use a timber framed appearance. This is considered acceptable in principle, with finer details to be agreed by condition. As part of installing the fire door, new steps are proposed inside the ground floor. These are considered acceptable and their designs can be conditioned.
- 39. Aside from the new fire escape access, there are very few internal alterations proposed. A previously removed first floor door will be reinstated and the front door will be re-hung to open inwards from the opposing side to that used currently. The proposed ground floor toilets area will involve removal of some recent partition walls and doors but the main points of interest will be retained and the changes can be resolved by conditions. The floor level is also proposed to be raised to be level with the main room, and this is not considered detrimental to the structural characteristics of the building. The internal fixings, furnishings and all alterations as described will be subject to approval as part of any Listed Building consent.
- 40. A condition will also be included to require the Local Planning Authority to be informed of any further alterations to the historic fabric that may arise during the course of construction or as additional items once building refurbishment and interior design work begins. Any further substantial alterations to the building itself would first need Listed Building consent. Adverts and signage would also need specific advertisement and/or Listed Building consents.

Conclusions

- 41. Notwithstanding the concerns over the loss of the retail premises and the possible effects on local amenity, the proposed change of use is appropriate to the defined Leisure Area within this part of the City Centre and will not compromise highways safety. Subject to the conditions applied to minimise any detrimental impacts to the appearance of the building or on the amenity of residents, business and visitors to the area, application 09/01105/U is considered acceptable for approval.
- 42. The impacts on the appearance and interior of the Listed Building are not considered detrimental and will not cause an adverse effect on the character of the surrounding Conservation Area. Subject to the conditions listed, the development as proposed within application 09/01107/L is considered acceptable for approval and should secure the ongoing preservation of a historic Listed Building.

RECOMMENDATIONS

- (1) To **approve** Application No. 09/01105/U and grant planning permission, subject to the following conditions:
 - 1. Standard time limit;
 - 2. The development shall be built in accordance with the plans as approved;
 - 3. Details of fire escape prior to commencement of building works;
 - 4. Details of litter bins / cigarette butt containers to be agreed and installed prior to first use;
 - 5. Refuse management strategy and details of refuse containers to be agreed;
 - 6. Restricted hours of use (to be confirmed at the Planning Committee Meeting):
 - 7. Noise insulation measures to be provided prior to first use;
 - 8. Sound level limits to be applied;
 - 9. Restrictions on amplified sound and doors to be self-closing.

Reasons for Recommendation: The recommendation has been made with regard to the provisions of the development plan, so far as material to the application including policies ENV6, ENV7 and WM6 of the adopted East of England Plan (May 2008), 'saved' policies HBE8, HBE9, HBE12, HBE19, EP22, SHO22, AEC1, TRA5, TRA6, TRA7 and TRA8 of the adopted City of Norwich Replacement Local Plan (November 2004), PPS1, PPS6 and PPG15.

Having considered all of the above and other material planning considerations this is considered an acceptable use of a historic Listed Building premises within the City Centre Conservation Area and defined City Centre Leisure Area. Subject to conditions imposed to protect the amenity of adjacent and neighbouring existing residential development, and other non-residential uses and visitors in the area, the scheme is considered to provide an appropriate use for this part of the city centre, whilst securing the ongoing preservation of a historic Listed Building and providing an acceptable quality of design and adequate means to mitigate any detrimental impact on the surrounding area.

(2) To **approve** Application No. 09/01107/L and grant Listed Building Consent, subject to the following conditions:

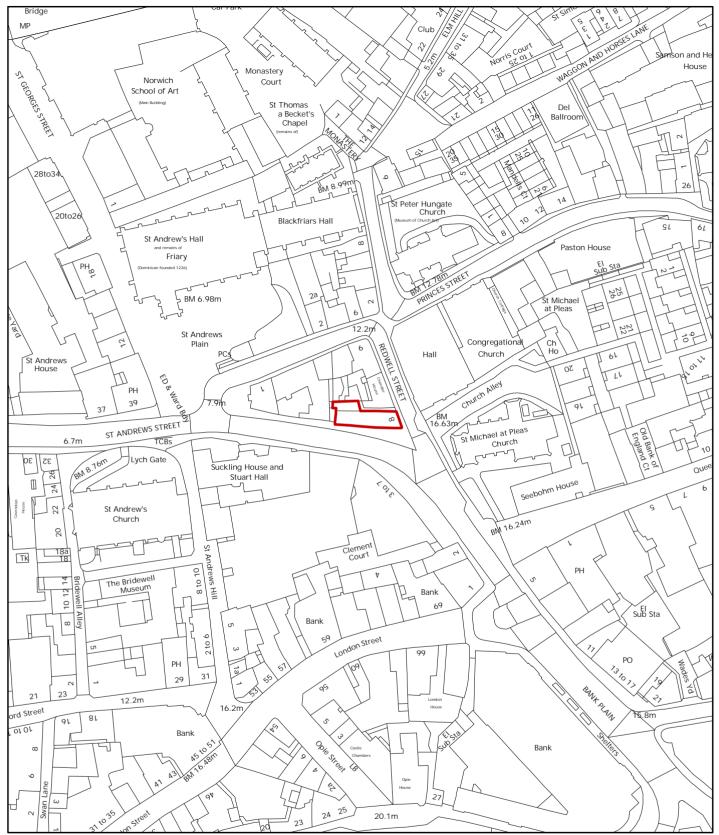
- 1. Standard time limit;
- 2. The development shall be built in accordance with the plans as approved;
- 3. Details of fire escape, including joinery and materials prior to commencement;
- 4. Details of litter bins / cigarette butt containers to be agreed;
- 5. Noise insulation measures and installation methods to be agreed;
- 6. Bars, seating, partition walls, interior cladding, joinery, and fixing details all to be agreed;
- 7. New doors details for the new first floor single door and the ground floor front door hanging shall be agreed, to include joinery and fixings;
- 8. Any further works proposed or arising as necessary to be notified to and where necessary approved by the LPA.

Reasons for Recommendation: The recommendation has been made with regard to the provisions of the development plan, so far as material to the application including policies ENV6 and ENV7 of the adopted East of England Plan (May 2008), 'saved' policies HBE8, HBE9 and HBE12 of the adopted City of Norwich Replacement Local Plan (November 2004), PPS1 and PPG15.

Having considered all of the above and other material planning considerations the alterations proposed are considered acceptable within a historic Listed Building premises within the City Centre Conservation Area. Subject to conditions imposed to control the final external designs and internal installations and alterations, the scheme is considered appropriate to secure the ongoing preservation of a historic Listed Building and avoid any detrimental impact on the Listed Building.

NB. Informatives will be added to any permission to remind the developers that:

- (1) Any installation of flues, plant, machinery, ventilation units or other infrastructure, including any means to provide hot food at the premises will all be subject to needing prior approval through separate specific planning permission and/or Listed Building Consent.
- (2) The change of use does not apply to any area or site other than that of the premises as proposed within the 'red line'. Accordingly any material change in use of an adjacent site without prior approval could become the subject of planning enforcement proceedings.



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Planning Application No $_{\text{-}}\,$ 09/01105/U and 09/01107/L

Site Address - 8 Redwell Street

Scale 1:1250





EXTRACT FROM THE MINUTES OF THE PLANNING APPLICATIONS COMMITTEE HELD ON 17 DECEMBER 2009

APPLICATION NO 09/01105/U AND 09/01107/L - 8 REDWELL STREET, NORWICH, NR2 4SN

RESOLVED with 8 members voting in favour (Councillors Lubbock, Lay, Banham, Read, Llewellyn, Jago, George, Little), 1 member voting against (Councillor Driver) and 1 member abstaining (Councillor Bradford) to refuse Application No 09/011105/U for the reasons stated above and ask the Head of Planning to provide the reasons for refusal in policy terms.

(Reasons for refusal of Planning Application No 09/011105/U – 8 Redwell Street, as follows:-

1. Impact on Character of Conservation Area

The proposal would cause a detrimental impact to the character of this part of the City Centre Conservation Area, changing its nature away from an area of predominantly residential, office and community uses, with minimal activity during the evenings, to a character involving a use that would generate large numbers of visitors to and from the site and associated activity on the street during the evening and the night. As such the proposal is considered to be contrary to national guidance PPG15, policy ENV6 of the East of England Plan (May 2008), and 'saved' policy HBE8 of the adopted City of Norwich Replacement Local Plan (November 2004).

2. Lack of smoking shelter - amenity

The lack of a smoking shelter or any provision for smokers within the application site will lead to patrons needing to smoke outside the site and cause a detrimental impact to the amenity of local residents, community and commercial premises, through the associated noise, smoke and litter. As such the scheme is contrary to policies SS1 and ENV7 of the East of England Plan (May 2008), and 'saved' policies EP22 and HBE12 of the adopted City of Norwich Replacement Local Plan (November 2004).

3. Lack of smoking shelter - highway safety

The lack of a smoking shelter or any provision for smokers within the application site will give rise to patrons smoking on the public highway adjacent to the site. The public highway surrounding the application site is made up of narrow footways. Taken together, it is considered that the proposal will compromise highway safety and lead to a danger to pedestrians, including local residents or patrons of the public house, and as such the scheme is contrary to policies SS1 and ENV7 of the East of England Plan (May 2008), and 'saved' policies TRA3, TRA5, TRA14, TRA24, HBE12 and EP22 of the adopted City of Norwich Replacement Local Plan (November 2004).

4. Harm to amenity and fear of crime

By virtue of the noise and increased activity at the site, and likely increased smoke, litter and disturbance from, in, or around the site, and as a result of the scale and intensity of the proposed use, the development would give rise to an unacceptable detrimental affect on the amenity of the surrounding area. It would also cause harm to the level of amenity currently available to the residential, community and commercial uses in the immediate area of the application site and would result in an increased fear of crime and disorder amongst local residents and pedestrians in the area. As such the scheme is contrary to national policy PPS1, policies SS1 and ENV7 of the East of England Plan (May 2008), and 'saved' policies EP22 and HBE12 of the adopted City of Norwich Replacement Local Plan (November 2004).

5. Servicing, access and highways safety

The proposal, given the scale and intensity of the use of the premises over three floors, does not include adequate servicing, refuse storage, or access arrangements. The absence of an immediately available servicing bay connected to the premises, and the inadequate refuse provision and disposal strategy, and the inadequate disabled access proposals would all result in unsatisfactory vehicular or pedestrian access to the site and obstruction to the public highway, and would subsequently be detrimental to highways safety. As such the scheme is contrary to national policy PPS1, policies SS1, ENV7 and WM6 of the East of England Plan (May 2008), and 'saved' policies TRA3, TRA5, TRA8, TRA14, TRA24, HBE12, HBE19, and HOU5 of the adopted City of Norwich Replacement Local Plan (November 2004).

6. Lack of a noise assessment.

Given the lack of an acoustic assessment in relation to the potential for noise breakout from the premises, it is considered that insufficient information has been submitted to enable the Local Planning Authority to make a reasoned assessment of the proposal. In addition, any mitigation measures needed to address the possible noise impacts could create an adverse impact on both the character of the Conservation Area or the historic fabric of the Listed Building. As such the scheme is considered to be contrary to national guidance PPG15 and PPG24, policies SS1, ENV6 and ENV7 of the East of England Plan (May 2008), and 'saved' policies EP22, HBE8 and HBE9 of the adopted City of Norwich Replacement Local Plan (November 2004).

The Chair moved the recommendations in the report in relation to Application No 09/01107/L.

RESOLVED with 8 members voting in favour (Councillors Lubbock, Banham, Read, Llewellyn, Jago, George, Little, Driver) and 2 members abstaining (Councillors Bradford and Lay) to approve Application No 09/01107/L – 8 Redwell Street and grant listed building consent subject to the following conditions:-

- 1. Standard time limit;
- 2. The development shall be built in accordance with the plans as approved;
- 3. Details of fire escape, including joinery and materials prior to commencement;
- 4. Details of litter bins / cigarette butt containers to be agreed;
- 5. Noise insulation measures and installation methods to be agreed;
- 6. Bars, seating, partition walls, interior cladding, joinery, and fixing details all to be agreed;

- 7. New doors details for the new first floor single door and the ground floor front door hanging shall be agreed, to include joinery and fixings;
- 8. Any further works proposed or arising as necessary to be notified to and where necessary approved by the LPA.

(Reasons for approval: The recommendation has been made with regard to the provisions of the development plan, so far as material to the application including policies ENV6 and ENV7 of the adopted East of England Plan (May 2008), 'saved' policies HBE8, HBE9 and HBE12 of the adopted City of Norwich Replacement Local Plan (November 2004), PPS1 and PPG15.

Having considered all of the above and other material planning considerations the alterations proposed are considered acceptable within a historic Listed Building premises within the City Centre Conservation Area. Subject to conditions imposed to control the final external designs and internal installations and alterations, the scheme is considered appropriate to secure the ongoing preservation of a historic Listed Building and avoid any detrimental impact on the Listed Building.)

NB. The following informative will be added to any permission to remind the developers that:

(1) Any installation of flues, plant, machinery, ventilation units or other infrastructure, including any means to provide hot food at the premises will all be subject to needing prior approval through separate specific planning permission and/or Listed Building Consent.