### **Report of the Chief Executive**

<b>APPLICATION NUMBER:</b>	21/00349/FUL
LOCATION:	The Raven Group, Ellis Grove, Beeston NG9 1EP
PROPOSAL:	Construct 3 storey building comprising 9 student apartments (Use Class C4)
	apartificitis (USE Class C4)

The application is brought to the Committee at the request of Councillor J C Patrick

### 1 Executive Summary

- 1.1 The application seeks planning permission for the erection of a three storey detached building comprising 9 student apartments falling within Use Class C4.
- 1.2 The site is currently occupied by a business housed in a single storey industrial warehouse building which covers the whole site, and which has off street parking to a forecourt directly off the street.
- 1.3 The main issues relate to whether the principle of residential development would be acceptable, whether the design and scale of the building is appropriate, whether there will be an unacceptable impact on neighbour amenity, and whether there would be an unacceptable impact on highway safety.
- 1.4 The benefits of the proposal are that the building would provide purpose built accommodation suitable for student occupation; the residential use is compatible with the character of the area and is of an appropriate design and scale; there would be an acceptable impact on neighbour amenity and highway safety. The proposal would be in accordance with policies contained within the development plan. This is given significant weight. There would be a loss of employment use but as the site is not allocated as being safeguarded for employment it is considered that this is outweighed by the benefits of the scheme.
- 1.5 The Committee is asked to resolve that planning permission be granted subject to conditions outlined in the appendix.

**APPENDIX** 

### 1 <u>Details of the Application</u>

- 1.1 The proposal seeks to construct a three storey detached building which would accommodate a total of 9 apartments comprising three per floor (1 x 3 bed, 1 x 4 bed and 1 x 5 bed per floor).
- 1.2 The building would be sited toward the rear of the site, adjacent to the south east boundary. The front of the site would accommodate the bin storage area, cycle storage, and a parking are for five vehicles. The parking area would be accessed from Ellis Grove. The remainder of the frontage is shown to be a mix of hard and soft landscaping.
- 1.3 The building would be contemporary in appearance, having a flat roof, and the elevations would have a mix of inset areas of glazing, cladding panels to the window core, and the main material being red and buff brick. Juliette balconies are to the front and rear elevation.
- 1.4 In terms of appearance, the scale and design is similar to that approved under 18/00538/FUL.

### 2 Site and surroundings

- 2.1 The application site is currently occupied by a warehouse, the footprint of which occupies the whole site. The building is set directly to the back edge of the highway, and has a roller shutter door for goods, along with a pedestrian door and windows to the office. To the north of the site and outside of the application boundary, also fronting Ellis Grove, there is a separate building housing a car repair business. The application site extends 21m to the rear of this. Two storey terraced housing runs along the remainder of Ellis Grove on this side, and housing is also opposite the site, to the north west.
- 2.2 To the north east of the site, there is a social club and associated car park, which is housed in a detached building, and which is accessed from Hall Croft. The side elevation of this building is adjacent to the north east boundary of the site. Beyond that, to the north east, there are residential properties which front Hall Croft.
- 2.3 To the south east and south west (rear and side) of the application site, the land is undeveloped but formerly occupied by Myfords. Planning permission for a 66-bedroom residential care home and associated external works has recently been granted planning permission at committee in June 2021. Reference 21/00184/FUL. Access to the site would be from Ellis Grove, adjacent to the application site. This site wraps around to the rear of the application site and forms a buffer between the site and the residential properties on Barrydale Avenue which is to the south east of the Myford site.

- 3 Relevant Planning History
- 3.1 11/00587/FUL Change of use from motor repair shop to offices (Class B1) and electrical/plumbing warehouse (Class B8). Granted conditional planning permission November 2011
- 3.2 18/00538/FUL Construct 15 apartments following demolition of warehouse. Granted conditional planning permission October 2019 (following resolution at planning committee November 2018, and prior signing of Section 106)
- 4 Relevant Policies and Guidance
- 4.1 Greater Nottingham Aligned Core Strategies Part 1 Local Plan 2014:
- 4.1.1 The Council adopted the Core Strategy (CS) on 17 September 2014.
  - Policy A: Presumption in Favour of Sustainable Development
  - Policy 2: The Spatial Strategy
  - Policy 4: Employment Provision and Economic Development
  - Policy 8: Housing Size, Mix and Choice
  - Policy 10: Design and Enhancing Local Identity
  - · Policy 14: Managing Travel Demand

#### 4.2 **Part 2 Local Plan 2019:**

- 4.2.1 The Council adopted the Part 2 Local Plan (P2LP) on 16 October 2019.
  - Policy 9: Retention of good quality existing employment sites
  - Policy 15: Housing Size, Mix and Choice
  - Policy 17: Place-making, design and amenity
  - Policy 19: Pollution, Hazardous Substances and Ground Conditions

### 4.3 National Planning Policy Framework (NPPF) 2021:

- Section 2 Achieving Sustainable Development.
- Section 4 Decision-making.
- Section 5 Delivering a sufficient supply of homes.
- Section 12 Achieving well-designed places.

### 5 <u>Consultations</u>

5.1 County Council as Highway Authority: Concerns in regard to the siting of the parking spaces (straight off the street) and to potential conflict with the access to the care home recently approved on the adjacent site. Following amended plans which address the above, no objections subject to conditions in respect of parking and turning areas to be provided, provision of 2m wide footway, and provision to ensure the prevention of surface water onto the public highway, all prior to first use of the site.

- 5.2 **Council's Private Housing Officer**: No objections following amendment to layout of flat 9, to provide protected fire escape route.
- 5.3 **Council's Waste and Recycling Officer:** The site will require the equivalent of 6 x 1100 litre bins for residual and recycling waste and 3 x 140 litre glass recycling bins, which need to be sited within 10m of the adopted highway and be accessible.
- 5.4 Council's Environmental Health Officer: No objections subject to conditions relating to contaminated land survey, details of which to be submitted and agreed prior to development commencing and any remedial measures to be carried out as approved; a noise report to be submitted and agreed and implemented as approved; and details of a construction / demolition method statement which shall be adhered to as approved. In addition, a condition requiring details of an external lighting scheme to be submitted and implemented as approved. Notes to applicant in regard to no burning of waste on site; asbestos survey required; and notification of arrival of Mobile Crushing Plant.
- 5.5 Sixteen properties either adjoining or opposite the site were consulted. Six responses were received, one in support, one with observations, and four objections.

#### Observations:

- There appear to be 36 individual bedrooms
- There is a small outdoor amenity area to the rear to serve the 36 residents, and whilst the site frontage is denoted as shared amenity, no indication of how this area will be treated
- Note there is a small cycle store
- Three parking spaces to serve 36 residents
- The introduction of such a high concentration of students into a predominately residential area could have adverse impacts on existing residents due to noise disturbance and comings and goings

#### Support:

- Consider that the design is reflective of the surrounding character and will improve the overall appearance of Wilmot Lane
- Proposed materials are of a contemporary style which would harmonise with that proposed at the approved care home adjacent
- Would request that windows in the south west elevation (kitchens) are obscurely glazed. The proposed elevations do appear to show these as obscurely glazed and (the writer) considers this necessary in order to protect the privacy of residents rooms which will be within 10m and which would directly face the proposed development

#### Objections:

- No need for more student accommodation a sustainable long-term view of Beeston housing needs is required
- This a residential area and should not be turned into a transitory student area with ensuing problems as in other areas such as Lenton and Broadgate. Studentification will not deliver long term income for the council and will strongly foster resentment among local residents

- Use of the site (for students) is inappropriate and does not take into account the existing use of our premises (residential)
- Unclear what boundary treatment / acoustic fencing will be erected between the British Legion car park and the site
- Building itself looks quite nice; shared area to front suggests noise will be to the front and would affect the neighbours
- Parking is already a problem on Ellis Grove. The previous application approved had 15 spaces and this development only has three. Unreasonable to think only three of the potential 36 residents would have cars. Another development on the High Road (The Hive) approved without parking, making a potential 45 new dwellings with only three parking spaces
- Visitors to the wine bar and restaurant nearby already park on the frontage out of hours because of lack of parking in the area. New developments really do need extra parking
- Use will bring increased risk of nuisance and anti-social behaviour when compared to conventional residential accommodation
- Locating student accommodation next to next to a care home and retirement flats is ill-conceived
- The Design and Access Statement states that the proposed apartments create a variety of accommodation types suitable for a range of occupants

   on the contrary it creates a single accommodation type designed to meet the perceived requirements of students for instance the inclusion of ensuites in all bedrooms is an inefficient use of space and would be less attractive to most potential occupiers, requiring substantial alterations to reconfigure. The building is not readily capable of conversion to another use
- Condition imposed on the 2018 application in respect of windows and balconies to the rear elevation to be part glazed with obscure glazing to help safeguard privacy of occupiers on Barrydale Avenue should be repeated, as should the condition in respect of hours of construction / demolition
- A management plan should be developed and incorporated into the planning permission by Section 106 or other suitable method. The plan should cover matters such as parking; noise (comings and goings); length of occupancy; and neighbouring properties to be given details of contacts for the management.

#### 6 <u>Assessment</u>

6.1 The main issues for consideration are the principle of the development; whether the design and scale is appropriate; whether there would be an unacceptable impact on neighbour amenity; and whether there would be an unacceptable impact on highway safety.

#### 6.2 **Principle**

6.2.1 The principle of residential development on the site has been established under planning permission reference 18/00538/FUL, which was for a building of similar size, design and scale, albeit for 15 x 2 bed apartments. Whilst the description of the development refers to students, it is acknowledged that the tenancy of the

approved scheme of 2018 did not determine the tenancy type of the development, and therefore did not preclude the occupation of the building by students or indeed any other specific tenancy group.

# 6.3 **Design, Scale and Layout**

- 6.3.1 The size and scale of the building is generally similar to that approved in 2018. It is considered that the scale of the building, at three storeys in height, is acceptable and would not be out of character with the surrounding area, given the recently constructed four storey building to the south west of the Myford site, and to other recent approvals in the immediate area including the three storey care home on the adjacent Myford site. Subject to details of materials, which will be the subject of a condition, it is considered that the design, appearance and scale of the building is acceptable.
- 6.3.2 The layout is also considered to be acceptable, subject to details of hard and soft landscaping which shall include boundary treatment, and satisfactorily demonstrates that cycle and bin storage can be accommodated within the site, alongside areas for parking and amenity areas.

# 6.4 **Amenity**

- 6.4.1 The closest residential properties to the proposed building are the terrace to the north of the site, which fronts Ellis Grove. 11 Ellis Grove is the closest of these, being the last dwelling in the terrace, and has its side elevation adjacent to the motor repair garage. There are windows in the rear elevation of this property and also in the side of the two storey addition to the rear, both of which face the site. However, it is considered that as the angle of view would be oblique and as the garage would act as a buffer between, there would not be a significant impact on the amenities of the occupiers of this property in terms of loss of light, outlook or privacy.
- 6.4.2 It is considered that the occupiers of other residential properties on Ellis Grove and those on Hall Croft that are beyond the social club building, would not be significantly affected due to the angle of view and due to the distances between the proposal and any existing property, which is a minimum of 55m to the closest facing rear elevation on Hall Croft.
- 6.4.3 In regard to the adjacent Myford site, the approved layout on that site (reference 21/00184/FUL) shows a three storey detached building, to be occupied as a care home. There are bedrooms in the facing north east elevation of this approved building, and there would be a minimum distance of 16m between this elevation and the south west boundary of the site. A request has been made by the developer of the care home to condition that the windows on the south east elevation be obscurely glazed in order to safeguard the privacy of the occupiers of the care home. It is considered that this is reasonable, and as the windows are to a room which has access to a larger window on the north west elevation, the occupants of the proposed building would not be prejudiced by this requirement. The building as proposed would not have any significant impact on the amenities of the occupiers of the care home in terms of loss of light or to outlook.



Approved layout on the adjacent Myford site. Raven Group site is to the top of this plan



North west elevation of the approved care home.

- 6.4.4 There are two storey dwellings to the south east of the site, separated from the site by the Myford site which is between. This part of the Myford (approved care home) site would be used for car parking and gardens and provides a 'buffer' between the site and the properties on Barrydale Avenue. There would be a minimum distance of 50m between the rear elevation of the properties on Barrydale and the rear elevation of the proposed building. Whilst it is noted that the ground level is higher on the application site than that of Barrydale Avenue, by approximately 2m, it is considered that the distance between is adequate and would not result in a significant loss of light or outlook, or loss of privacy. It is not considered necessary for a condition to require glazing to the rear elevation of the building to be part obscurely glazed, given the distance between.
- 6.4.5 Details of any external lighting scheme associated with the development would first need to be submitted and agreed prior to installation, in order to safeguard neighbour amenity.

- 6.4.6 The future occupants of the proposed development would benefit from an adequate level of internal space and have access to natural light and to an outlook. A small area has been set aside as an amenity space, to the frontage. There are sources of potential noise in close proximity to the site, these being the motor repair garage which fronts Ellis Grove, the adjacent social club and from road traffic along Chilwell Road. Details of a noise assessment would need to be submitted and approved prior to the commencement of the development.
- 6.4.7 It is considered that the amenity area to the front would not result in a high level of use due to its modest size, and thus would not result in significantly high levels of noise disturbance to neighbouring occupiers.

# 6.5 Access and Highway Safety

- 6.5.1 The layout as originally submitted proposed three parking spaces accessed directly off Ellis Grove. An amended layout now shows five parking spaces, perpendicular to the road and accessed from a point off Ellis Grove, located to the north east against the adjacent motor repair building. One of the parking spaces would be set aside for delivery vehicle or for use by disabled occupiers or visitors. The amount of parking provided is considered to be acceptable given the highly sustainable location of the development, in close proximity to a well-served public transport route (bus and tram) and to local services such as shops and other facilities. The site is also within convenient walking distance of Beeston Town Centre and to a wider range of facilities including health and leisure. A cycle store capable of accommodating up to 18 cycles is proposed, which would enhance opportunities for more sustainable modes of transport and reducing reliance on the private motor vehicle.
- 6.5.2 The access has been sited away from the approved access into the care home site, so as to avoid conflict. Conditions relating to details of a Construction Method Statement to be agreed (so as to avoid public nuisance on the highway); provision of parking and turning areas prior to occupation (and retention thereafter); surfacing; and provision of widened footway are to be imposed in order to protect highway safety.

#### 6.6 Other Matters

- 6.6.1 It is considered that whilst the internal layout of the building as proposed would lend itself more to students or shared accommodation, the internal layout could be reasonably re-configured if necessary at a later date, and as the building is of a similar scale and footprint to that approved under 18/00538/FUL, it can be seen that apartments of one and two bedrooms could be achieved.
- 6.6.2 Given the relatively small scale of development, a Section 106 or condition to require a Management Plan be submitted and agreed is considered to be unreasonable and disproportionate to the scale of the development.

### 7 Planning Balance

7.1 The benefits of the proposal are that the building would provide self-contained apartments suitable for use as shared accommodation, thereby potentially

releasing dwellings for occupation by families; the residential use is compatible with the character of the area and is of an appropriate design and scale; there would be an acceptable impact on neighbour amenity and upon highway safety. The proposal would be in accordance with policies contained within the development plan. This is given significant weight.

- 7.2 The negative impacts are the loss of an employment use. Notwithstanding this, the site is not allocated as a good quality existing employment site suitable for retention.
- 7.3 On balance, as the principal of residential development on the site has been established under 18/00538/FUL, and given the above benefits and subject to appropriate conditions, the development accords with adopted plan policies.
- 8 Conclusion
- 8.1 Recommend that conditional planning permission be granted.

Recon	Recommendation		
	The Committee is asked to RESOLVE that planning permission be granted subject to the following conditions.		
1.	The development hereby permitted shall be commenced before the expiration of three years beginning with the date of this permission.		
	Reason: To comply with S91 of the Town and Country Planning Act 1990 as amended by S51 of the Planning and Compulsory Purchase Act 2004.		
2.	The development hereby permitted shall be carried out in accordance with drawing number 456 003 rev D (includes site location plan) received by the Local Planning Authority on 20.04.21, drawing number 456 004 rev F received by the Local Planning Authority on 19.05.21, and drawing number 456 002 rev K received by the Local Planning Authority on 21.07.21.		
	Reason: For the avoidance of doubt.		
3.	a) Prior to the commencement of development, an investigative survey of the site shall first have been carried out and a report submitted to and approved in writing by the Local Planning Authority. The survey must have regard for any potential ground and water contamination, the potential for gas emissions and any associated risk to the public, buildings and / or the environment. The report shall include details of any necessary remedial measures to be taken to address any contamination or other identified problems.		

- b) No building to be erected pursuant to this permission shall be first occupied or brought into use until:
  - i) all the necessary remedial measures have been completed in accordance with the approved details, unless an alternative has first been approved in writing by the Local Planning Authority; and
  - ii) it has been certified to the satisfaction of the Local Planning Authority that the necessary remedial measures have been implemented in full and that they have rendered the site free from risk to human health from the contaminants identified, unless an alternative has first been approved in writing by the Local Planning Authority.

The approved measures shall be retained for the lifetime of the development.

Reason: In the interests of public health and safety and in accordance with Policy 19 of the Broxtowe Part 2 Local Plan (2019).

4. Prior to the commencement of development, details of a report, prepared in accordance with the provisions of the current BS4142 shall first have been submitted to and approved in writing by the Local Planning Authority. Predictions shall be contained in the report which sets out: a large scale plan of the proposed development; noise sources and measurement/prediction points marked on a plan; a list of noise sources; a list of assumed noise emission levels; details of noise mitigation measures; description of noise calculation procedures; noise levels at a representative sample of noise sensitive locations; a comparison of noise level with appropriate criteria. Where criteria are exceeded at any location the applicant should explain why that excess is immaterial or what further mitigation will be undertaken to ensure that criteria will be met. The development shall thereafter been constructed in accordance with the approved details and retained for the lifetime of the development.

Reason: In the interests of public health and safety and in accordance with Policy 19 of the Broxtowe Part 2 Local Plan (2019).

- 5. Prior to the commencement of development, details of a Construction / Demolition Method Statement shall first have been submitted to and approved in writing by the Local Planning Authority. The statement shall include:
  - a) The means of access for construction traffic;
  - b) Parking provision for site operatives and visitors;
  - c) The loading and unloading of plant and materials;
  - d) The storage of plant and materials used in construction / demolition of the development;

- e) A scheme for the recycling/disposal of waste resulting from construction / demolition works: and
- f) Details of dust and noise suppression to be used during the construction phase.

The details as approved shall be adhered to throughout the construction / demolition period.

Reason: In the interests of public health and safety and in accordance with Policy 19 of the Broxtowe Part 2 Local Plan (2019).

6. No above ground works shall be carried out until details of the manufacturer, type and colour of the bricks, cladding, window and door frames and external guttering to be used in facing elevations have been submitted to and approved in writing by the Local Planning Authority, and the development shall be constructed only in accordance with those details.

Reason: Limited details were submitted and to ensure the development presents a satisfactory standard of external appearance, in accordance with the aims of Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).

- 7. No above ground works shall take place until a landscaping scheme has been submitted to and approved by the Local Planning Authority. This scheme shall include the following details:
  - (a) numbers, types, sizes and positions of any proposed trees and shrubs
  - (b) proposed boundary treatments
  - (c) proposed hard surfacing treatment
  - (d) planting, seeding/turfing of other soft landscape areas

The approved scheme shall be carried out strictly in accordance with the agreed details.

Reason: Limited details were submitted and to ensure that the details are satisfactory in the interests of the appearance of the area and in accordance with the aims of Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).

8. Prior to the installation of any external lighting associated with the development, details which need to include and Artificial Lighting Assessment (including design, size and illuminance) in line with the current guidance from the Institute of Lighting Professionals Lighting Guide reference 01/20 guidance note for the reduction of intrusive light shall first have been submitted to

	and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in accordance with the approved details.
	Reason: In the interests of public health and safety and in accordance with Policy 19 of the Broxtowe Part 2 Local Plan (2019).
9.	No part of the development hereby permitted shall be brought into first use until the parking and turning areas as approved have been provided. These areas shall thereafter not be used for any other purpose and shall be retained for the lifetime of the development.
	Reason: In the interests of highway safety in accordance with Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).
10.	No part of the development hereby permitted shall be brought into first use until the areas to the frontage have been surfaced in a suitable hard bound material (not loose aggregate) and constructed with provision to prevent the discharge of third party surface water to the public highway, and retained as such for the lifetime of the development.
	Reason: In the interests of highway safety in accordance with Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).
11.	No part of the development hereby permitted shall be brought into first use until a 2m wide footway as shown indicatively on drawing 002 revision K has been provided along the site frontage.
	Reason: In the interests of highway safety in accordance with Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).
12.	No construction or site preparation works in association with this permission shall be undertaken outside the hours of 08.00 and 18.00 hours Monday to Friday, 08.00 and 13.00 hours on Saturdays and at no time on Sundays and Bank Holidays.
	Reason: In the interests of public health and safety and in accordance with Policy 19 of the Broxtowe Part 2 Local Plan (2019).
13.	The approved landscaping shall be carried out not later than the first planting season following the substantial completion of the development or occupation of the building, whichever is the sooner and any trees or plants which, within a period of 5 years,

die, are removed or have become seriously damaged or diseased shall be replaced in the next planting season with ones of similar size and species to the satisfaction of the Local Planning Authority, unless written consent has been obtained from the Local Planning Authority for a variation.

Reason: To ensure the development presents a more pleasant appearance in the locality and in accordance with Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).

14. The windows on the south west elevation at first and second floor level shall be obscurely glazed to Pilkington Level 4 or 5 (or such equivalent glazing which shall first have been agreed in writing by the Local Planning Authority) and non-opening unless the parts of the windows that can be opened are more than 1.7m above the floor of the room in which it is installed and retained in this form for the lifetime of the development.

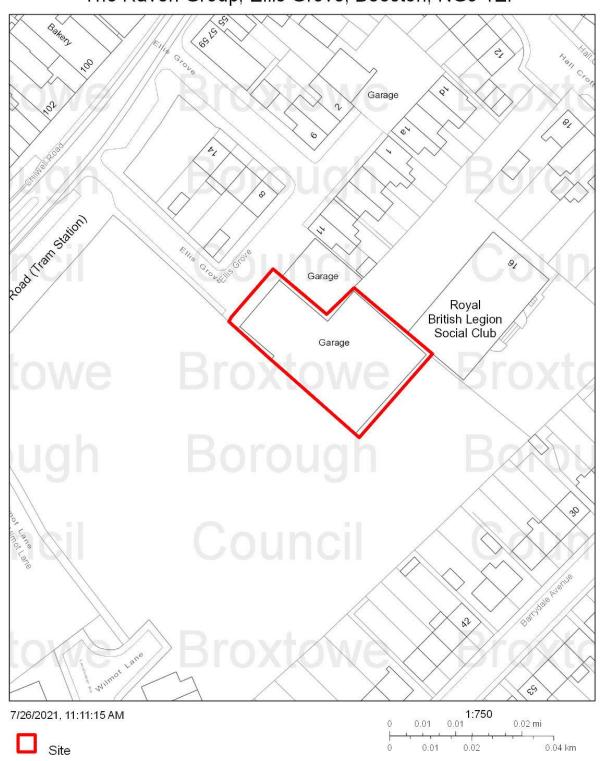
Reason: In the interests of privacy and amenity for nearby residents and in accordance with the aims of Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).

#### **NOTES TO APPLICANT**

- 1. The Council has acted positively and proactively in the determination of this application by working to determine it within the agreed determination timescale.
- 2. As this permission relates to the creation of new units, please contact the Council's Street Naming and Numbering team: 3015snn@broxtowe.gov.uk to ensure addresses are created. This can take several weeks and it is advised to make contact as soon as possible after the development commences. A copy of the decision notice, elevations, internal plans and a block plan are required. For larger sites, a detailed site plan of the whole development will also be required.
- The development makes it necessary to carry out works to widen the vehicular crossings over the footway of the public highway. These works shall be constructed to the satisfaction of the Highways Authority and the Highways Authority should be contacted on 0300 500 80 80 to arrange for the works to be carried out.
- 4. Burning of commercial waste is a prosecutable offence. It also causes unnecessary nuisance to those in the locality. All waste should be removed by an appropriately licensed carrier. All reasonable steps, including damping down site roads, shall be

	taken to minimise dust and litter emissions whilst works of demolition and construction are in progress.
5.	The Environmental Health team will require sight of the Asbestos survey and documentation relating to its safe removal from site prior to commencement of demolition.
6.	The Environmental Health team will need to be notified of the arrival on site of the Mobile Crushing plant for them to carry out an inspection of the crushing equipment in line with the operational permit issued under the Pollution Prevention and Control Act 1999 Environmental Permitting (England and Wales) Regulations 2010 (as amended).

The Raven Group, Ellis Grove, Beeston, NG9 1EP



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# **Photographs**



Raven Group, to the right of the photo. Building to be demolished



Ellis Grove looking north east, site is to the right and out of shot of the photo



Looking south west with the site to the left side, last building



View over the adjacent site from Wilmot Lane (land approved for a care home building)

# Plans (not to scale)

