

Report of the Chief Executive

APPLICATION NUMBER:	22/00499/FUL
LOCATION:	1 Queens Road East, Beeston, Nottinghamshire
PROPOSAL:	Construct three storey extension to the existing purpose built student accommodation to create an additional six bedrooms.

1. Purpose of the Report

The application is brought to the Committee at request of Councillor P Lally and Councillor L A Lally.

2. Recommendation

The Committee is asked to RESOLVE that planning permission be granted subject to conditions outlined in the appendix.

3. Detail

- 3.1 The application seeks full planning consent for the construction of a three storey extension to an existing purpose built student accommodation to create 6 new bedrooms. The site includes an existing purpose built student accommodation comprising of 32 bedrooms. The site is located within the main built up area of Beeston.
- 3.2 The site is in a predominantly residential area including residential properties to the south, west and north-west. To the east includes University of Nottingham sports pitches. The site is located within the Beeston Article 4 Direction area.
- 3.3 The main issues relate to whether the principle of the purpose built student accommodation extension would be acceptable, whether the design is acceptable; whether there would be an unacceptable impact on neighbour amenity, whether the proposal would have an unacceptable impact on highway safety and flood risk.
- 3.4 The benefits of the scheme are that the proposal would provide purpose built student accommodation and would in turn allow for less pressure on C3 dwellings to be occupied as a C4 use; it would be in a sustainable location with good access to public transport and to facilities such as retail, leisure, health and education, reducing reliance on private vehicles; and would provide a good standard of living for the future occupiers. The development would be in accordance with the policies contained within the development plan. This is given significant weight.

4. Financial Implications

The comments from the Head of Finance Services were as follows:

There are no additional financial implications for the Council with the costs/income being within the normal course of business and contained within existing budgets. Any separate financial issues associated with S106s (or similar legal documents) are covered elsewhere in the report.

5. Data Protection Compliance Implications

Due consideration has been given to keeping the planning process as transparent as possible, whilst ensuring that data protection legislation is complied with.

6. Background Papers

- Design and Access Statement
- Flood Risk Assessment
- Transport Statement
- Tree Survey.

APPENDIX**1. Details of the Application**

- 1.1 The application seeks full planning consent for the construction of a three storey extension to an existing purpose built student accommodation to create 6 new bedrooms with associated kitchen and dining facilities.

2. Site and Surroundings

- 2.1 The site includes an existing purpose built student accommodation comprising of 32 bedrooms comprising of 5 cluster flats (19/00799/FUL). The existing site layout includes 10 car parking spaces, external cycle storage and bin storage.
- 2.2 The site is in a predominantly residential area including residential properties to the south, west and north-west. To the east includes University of Nottingham sports pitches, with Queens Road East adjoining the west boundary. Queens Road East in this location is largely characterised by two storey semi-detached dwellings.
- 2.3 The application site is located to the north east of the main built up area of Beeston, with the University of Nottingham being located directly to the north of the site. The University Boulevard tram stop is to the north of the site, providing access to the centre of Beeston as well as the University campus and Nottingham city centre.

3. Relevant Planning History

- 3.1 In January 2019, planning was granted for a purpose built student accommodation consisting of 36 bedrooms within three separate flat roofed blocks all of which four storeys (19/00297/FUL). A revised scheme was granted planning permission for a purpose built student accommodation consisting of 32 bedrooms within three flat roofed blocks including 2 four storey and 1 three storey block (19/00799/FUL).

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 1: Climate Change

Policy 8: Housing Size, Mix and Choice

Policy 10: Design and Enhancing Local Identity

4.2 Part 2 Local Plan 2019:

- 4.2.1 The Council adopted the Part 2 Local Plan on 16 October 2019.

Policy 1: Flood Risk

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 9: Promoting Sustainable Transport
Section 12: Achieving well-designed places
Section: Meeting the challenge of climate change, flooding and coastal change.

5. Consultations

5.1 Broxtowe Environmental Health – no objections subject to conditions:

- Noise mitigation measures for future occupiers to be in accordance with noise report.
- Restrict construction hours.
- Construction / Demolition Method Statement.

5.2 Broxtowe Private Sector Housing – no objections.

5.3 Broxtowe Waste – minimum bin size requirements provided. The application has been designed in accordance with these minimum standards.

5.4 County Highways – no objections subject to conditioning that the parking and turning areas are provided prior to occupation of the extension.

5.5 Environment Agency – site lies within Flood Zone 2 therefore standing advice applies.

5.6 Resident comments - 3 objections received raising the following concerns:

- Construction noise/disruption affecting neighbouring properties.
- Lack of parking on site for the size of the scheme.
- Should be affordable housing.
- No need for more student accommodation in this location.
- Existing bin storage area is inadequate.

6. Assessment

6.1 Principle

6.1.1 The site is located within the main built up area of Beeston. The principle of residential development in this location has been established by the previous planning permission granted for 32 bed purpose built student accommodation which is currently occupied (19/00799/FUL).

6.1.2 The proposal would provide 6 additional bedrooms intended for student accommodation. The proposal would therefore be purpose built and could accommodate occupiers who could otherwise occupy C3 dwellings, to the detriment of the wider community, as this would represent the loss of accommodation that would be more suited to families and other longer term residents. The application site is considered to be highly sustainable for purpose built accommodation, being close to a wide range of amenities including the university campus, and to the centre of Beeston and is close to a wide range of sustainable transport options such as the tram and bus services within the vicinity of the site.

6.2 Design

6.2.1 The site is located on a corner plot off Queens Road East which is highly visible. The proposed extension would be set back from the front elevation of the existing student accommodation building and includes a lower ridgeline than the 4 storeys part of the existing building. The scale of the proposed extension is 3 storeys and is also consistent with the adjoining block. The proposed design features a dual pitched roof which is consistent with residential properties within the vicinity of the site. Use of light grey bricks is proposed for the facing elevations and a dark finish standing seam for the dual pitched roof. Further to this, the proposal includes the reconfiguration of the existing site layout and includes an undercover bin store at ground floor level.

6.2.2 There are limited concerns with regards to the siting, size, scale and design of the proposed dwellings. It is considered that the proposed extension would be a subservient addition to the existing building. The design and materials have been carefully considered to help the proposal integrate with neighbouring residential properties. As a result, it is considered that the proposed design would comply with the requirements contained within Policy 10 – Design and Enhancing Local Identity of the Aligned Core Strategy Part 1 Local Plan (2014) and Policy 17 – Place-making, Design and Amenity of the Part 2 Local Plan (2019).

6.3 Amenity

6.3.1 A number of concerns have been raised in relation to the proposal. It should be noted that given the scale of the proposal there are limited concerns with regards to any potential disruption resulting from the proposal. Given the scale of the proposal it is considered not necessary to condition a construction management plan and construction working hours have been added as an advisory note.

6.3.2 The site has no neighbouring properties immediately to the north or east of the site. Residential properties to the west of the site are set away from the boundary of the site by the intervening road, resulting in a separation distance a minimum of approximately 27m. This is considered sufficient to ensure that

the proposal would not result in any unacceptable loss of amenity for the neighbouring properties to the west of the site.

- 6.3.3 The south side elevation of the proposed extension would be approximately 7m from the side elevation of 3 Queens Road East. No windows are proposed in the side elevation of the proposed extension reducing any potential overlooking concerns. This is considered a sufficient separation to ensure there is no loss of amenity for any neighbouring properties to the south. Due to the siting, size, scale and design of the development the proposal is considered not to significantly impact the amenity of any neighbouring properties in terms of any potential overlooking, overbearing or overshadowing impact.
- 6.3.4 With regard to the internal layout of the building, the accommodation would provide each bedroom with access to natural light and to an outlook, and each resident would have access to shared communal space, in the form of a kitchen/living/dining area. Each bedroom would have its own bathroom, and all bedrooms would exceed the 8 square metres minimum as set out in the Council's House in Multiple Occupation (HMO) Property Standards.
- 6.3.5 Amended plans have been submitted to demonstrate undercover bin storage space in accordance with the Council's Waste bin size requirements for the overall development comprising of 38 bedrooms. The proposed extension would be set away from the rear boundary and would not affect any existing trees sited to the east of the development.

7 Flood Risk

- 7.1 Policy 1 of the Part 2 Local Plan states that development will not be permitted in areas at risk from any form of flooding unless: there are no suitable and reasonably available alternative locations for the proposed development in a lower-risk area outside the Green Belt; and in the case of fluvial flooding, the proposal is protected by the Nottingham Trent Left Bank Flood Alleviation Scheme or other flood defences of equivalent quality; and adequate mitigation measures are included. The justification for the policy is that within Beeston and Attenborough there are substantial areas which are within Flood Zones 2 and 3 but have a high degree of protection against flooding due to the Nottingham Trent Left Bank Flood Alleviation Scheme.
- 7.2 Whilst the sequential test must still be applied, the minimisation of development in the Green Belt in Broxtowe will be treated as a 'sustainability benefit' and the Green Belt will be treated as a major constraint with regard to whether other sites are 'reasonably available'.
- 7.3 The site is located within Flood Zone 2 which is land with a medium probability (between 1 in 100 and 1 in 1000) of river flooding. A Flood Risk Assessment (FRA) has been submitted with the application. The Environment Agency were consulted on this application and did not provide comments due to the site being

located within Flood Zone 2 and being subject to standing advice. The closest area of flood zone 3 lies on the other side of university boulevard.

- 7.4 The Sequential Test, as set out in planning practice guidance, aims to steer development to areas with lowest risk of flooding. The scope and approach of the sequential test submitted follows the same approach for the existing approved building (19/00799/FUL) identifying sites using the latest Broxtowe Strategic Housing Land Availability Assessment (SHLAA 2020/21). Since the site is located within Flood Zone 2, the site is considered to be sequentially appropriate for more vulnerable development following the guidance in Table 3 of planning practice guidance (paragraph 67 Ref. 7-067-20140306).
- 7.5 It is important to note that the existing building was previously granted consent subject to conditioning the finished floor levels shall be set no lower than 27.31m AOD (19/00799/FUL). The FRA submitted in support of this application also recommends that finished floor levels for the development shall be set no lower than 27.31mAOD and flood reliance measures are also recommended to be incorporated into the development and set to a minimum of 27.61mAOD. The proposed drainage strategy includes an attenuation tank to be installed underground to the rear of the proposed extension.
- 7.6 From reviewing the FRA, it is considered that flood risk issues have been satisfactorily addressed. The FRA has addressed the probability of flooding, climate change, proposed floor levels, flood resilient construction and surface water drainage.

8 Highway Safety

- 8.1 No changes are proposed to the existing access that serves the purpose built student accommodation previously granted consent (19/00799/FUL). There are no highway safety concerns with regards to the existing access. The proposed development would reduce the overall number of car parking spaces available on site from 10 to 7 spaces. On-street parking on surrounding streets is controlled by Traffic Regulation Order. Should any displacement occur then it is unlikely to result in a safety issue. County Highways have reviewed the application and provided no objections to the proposed number of car parking spaces. Further to this, cycle storage is located to the rear of the property.
- 8.2 It is noted from the consultation responses concerns have been raised that 7 parking spaces are insufficient for the proposed development. Paragraph 111 of the NPPF states development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Paragraph 107 provides a list of factors which should be taken into account, which includes the availability of and opportunities for public transport, and the type, mix and use of the development. Policy 10 of the ACS states that development should be designed so as to reduce the dominance of motor vehicles. However, when considering the site is located within easy walking

distance of the University of Nottingham and Beeston town centre, it is not envisaged that any shortfall in parking will result in a highway safety issue.

- 8.3 In conclusion, it is considered the proposed development would not have an unacceptable impact on highway safety.

9. Other Matters

- 9.1 Concerns have been raised by local residents in respect of the need for more student accommodation and the overpopulation of students in Beeston. The proposed development would offer choice to prospective occupants who want to live in Beeston, providing an alternative to traditional HMO properties which are likely to be more limited in supply going forwards due to the recent implementation of an Article 4 Direction restricting change of use from dwellinghouses to HMOs within a large area of Beeston which came into force on 26th March 2022.

- 9.2 Concerns have also been raised from local residents that proposed student accommodation has been given priority over affordable housing. This development does not justify a requirement for affordable housing provision and none is being sought. This development would result in an increase in student accommodation within Beeston but there is an identified need for this type of accommodation within this area and as the site is in close proximity to Nottingham University. It could be considered that providing more purpose built student accommodation within Beeston means this scheme could reduce the demand on more traditional housing being converted into rental properties for students. Therefore, it is considered the development may result in more properties within the wider area being available for first time buyers or families. This development should therefore be viewed favourably in terms of wider housing provision.

- 9.3 It would be difficult to attribute the increase in litter and rubbish to any one particular building or group of households. It is considered that adequate provision is proposed within the site to accommodate any waste or rubbish generated by the development.

10. Conclusion

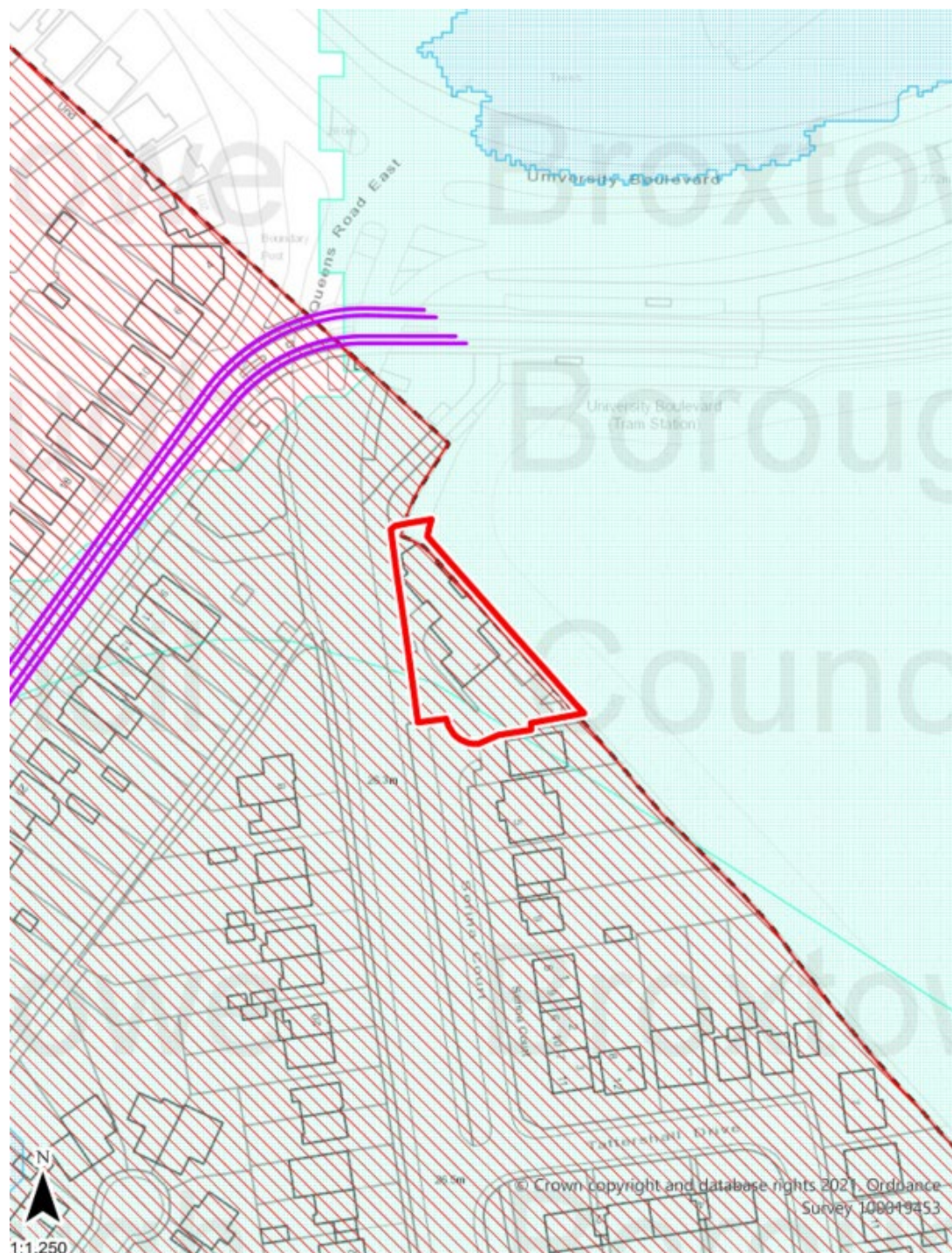
- 10.1 The benefits of the proposal are that the development would provide a good standard of purpose built accommodation, in a highly sustainable location, and which could contribute to the freeing up of dwelling houses which are suitable for long term residents. On-site car parking and cycle storage is proposed.
- 10.2 The proposed extension is considered to be a subservient addition that has been carefully designed in terms of siting, size, scale and design.

- 10.3 Finally, the proposed development has been designed to ensure there is no significant impact in terms of any potential overlooking, overbearing or overshadowing impact.
- 10.4 On balance, it is considered that any potential concerns would be outweighed by the benefits of the scheme, which is considered to be in accordance with the policies contained within the development plan. This is given significant weight.
- 10.5 It is recommended that planning permission is granted, subject to the conditions set out below.

<u>Recommendation</u>	
The Committee is asked to RESOLVE that planning permission be granted subject to the following conditions.	
1.	<p>The development hereby approved shall be begun before the expiration of 3 years from the date of this permission.</p> <p>Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended.</p>
2.	<p>This permission shall be read in accordance with the following plans: Site Location Plan No. DL/503/000, Existing Floor Plans No. DL/503/310, Existing Elevations No. DL/503/311, Existing Site Black Plan DL/503/100, (All received by the Local Planning Authority 13/06/22), Proposed Floor Plans DL/503/320 Rev. A, Proposed Floor Plans with Dimensions No. DL/503/322 Rev. A, Proposed Elevations No. DL/503/321 Rev. A, Proposed Site Layout GF No. DL/503/301 Rev. B (All received by the Local Planning Authority 06/09/22).</p> <p>Reason: To ensure that the development takes the form envisaged by the Local Planning Authority when determining the application.</p>
3.	<p>No development above slab level shall commence until samples/details of the proposed external facing materials have been submitted to and agreed in writing by the Local Planning Authority and the development shall be constructed only in accordance with those details.</p> <p>Reason: To ensure the satisfactory appearance of the development in accordance with Policy 10 - Design and Enhancing Local Identity of the Aligned Core Strategy Part 1 Local Plan 2014 and Policy 17 - Place-making, Design and Amenity of the Broxtowe Part 2 Local Plan 2019.</p>

4.	<p>The development permitted shall be carried out in accordance with the submitted Flood Risk Assessment (RPS Consulting Services Ltd., dated May 2022) and in particular the following mitigation measures detailed within:</p> <ul style="list-style-type: none">- Finished floor levels shall be set no lower than 27.31m AOD;- Flood resilient construction measures shall be incorporated throughout the development to a minimum height of 27.61m AOD. <p>The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the Local Planning Authority.</p> <p>Reason: To reduce the risk of flooding and in accordance with the aims of Policy 1 of the Part 2 Local Plan (2019).</p>
5.	<p>The proposed extension shall not be occupied until the parking and turning areas have been provided in accordance with the approved plans. The parking and turning areas shall then be maintained in accordance with the approved details for the lifetime of the development.</p> <p>Reason: To ensure a satisfactory form of development.</p>
6.	<p>Prior to occupation of the dwellings, noise mitigation measures as detailed in Acute Acoustics Ltd noise assessment dated 20th March 2019, ref 2354 Beeston shall be implemented in full.</p> <p>Reason: To protect the occupiers from excessive environmental noise in accordance with Policy 17 - Place-making, Design and Amenity and Policy 19 - Pollution, Hazardous Substances and Ground Conditions of the Broxtowe Part 2 Local Plan 2019.</p>

Site Location Plan (all plans not to scale)



Legend

- Site Outline
- Tram Route
- Article 4 Direction
- Flood Zone 3
- Flood Zone 2

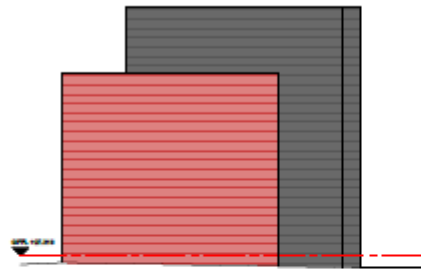
Existing Site Plan



Existing Elevations



Side Elevation (North West)



Side Elevation (South East)

All dimensions must be checked on site.
Do not scale from this drawing.

A Building Control application is required prior to commencement of works, either via a Building Notice or a Full Plan application. Please contact us should you require further information.

All structural designs to be checked and approved by Building Control prior to commencement of works.

The Party Wall Act may apply where proposed works are on or close to a boundary. The client or a party wall surveyor on their behalf should serve and return an agreed notice to the Party Wall Act. This should be carried out in the required approved time before commencing any works on site. Any further guidance will also be sent to the client.

Building over or close to a public (or shared) sewer from a Sub-10m Section is required to be served by Sewer Treatment Works. Please contact Severn Trent Water Field Office for further details. 0115 2343 534.



Front Elevation (South West)



Rear Elevation (North East)

Severn Trent Water

Proposed Site Plan



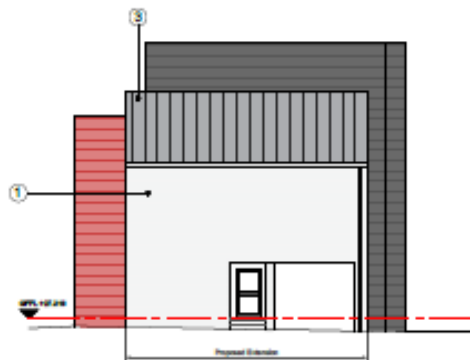
Proposed Floor Plans



Proposed Elevations



Side Elevation (North West)



Side Elevation (South East)

NOTES

All dimensions must be checked on site.
Do not scale from this drawing.

A Building Control application is required prior to commencement of works, either as a Building Notice or a Full Plan application. Please contact us should you require further information.

All structural designs to be carried out by Structural Engineer. Calculations to be checked and approved by Building Control prior to commencement of works.

The Party Wall Act may apply where proposed works are on or close to a boundary. The client or a party wall surveyor or both should ensure any and all issues are resolved under the Party Wall Act. This should be carried out to the required approved form before commencing any works on site. Also there are party wall notices to be served.

If building over or close to a public (or shared) street then a Build Over Notice is required to be served to Severn Trent Water. Please contact Severn Trent Water Street Office for further details - 0189 2543 834.

- KEY**
- ① Mixed grey brickwork
 - ② Black UPVC windows (to match existing)
 - ③ Metal cladding with roofing grey anthracite



Front Elevation (South West)



Rear Elevation (North East)

Rev A 30/08/22: 15: 16th elevation to not appear in extractable plan.

View from Serina Court



Front elevation of adjoining block



Proposed location of extension



Side elevation of neighbour 3 Queens Road



Side elevation of existing student accommodation

