

Report of the Chief Executive

Application number:	24/00280/FUL
Location:	Broadgate House, Broadgate, Beeston, NG9 2HF
Proposal:	Creation of nine student accommodation studios and reconfiguration of car park

The application is brought to the Committee at request of Councillor S J Carr.

1. Purpose of the Report

1.1 The application seeks planning permission for the construction of 9 student accommodation studios and reconfiguration of car park.

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 planning permission for the construction of nine student accommodation studios and reconfiguration of car park.

3.2 The site includes Broadgate House, comprising of a fully operational 84 bed student accommodation located on a corner plot at the junction of Humber Road and Broadgate.

3.3 The benefits of the proposal are that the development would provide additional student accommodation in a sustainable location in close proximity to Beeston town centre and the University of Nottingham campus. The accommodation has been carefully designed to provide an acceptable standard of living for future occupiers in terms of floor space, daylight and outlook.

3.4 The negative impact is the potential intensification of the use of the site resulting in increased traffic and increased on street parking in the vicinity. Notwithstanding this, the proposal offers mitigation measures to reduce parking issues in the form of a pickup/drop off parking management plan and the fact that parking of cars on site permanently during term time by students is prohibited.

3.5 The scheme includes external alterations that have been designed to improve the appearance of the street scene of Humber Road which is considered to be as betterment to the locality.

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

4. Financial Implications

4.1 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. Legal Implications

5.1 The comments from the Head of Legal Services were as follows:

The Legal implications are set out in the report where relevant, a Legal advisor will also be present at the meeting should legal considerations arise.

6. Data Protection Compliance Implications

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

7. Background Papers

7.1 Nil.

Appendix

1. Details of the application

- 1.1 The application seeks full planning permission for the construction of nine student accommodation self-contained studio flats and changes to the basement car park layout. The application includes external works to the south elevation fronting Humber Road.

2. Site and surroundings

- 2.1 The site includes Broadgate House, comprising of a fully operational 84 bed student accommodation located on a corner plot at the junction of Humber Road and Broadgate. The main pedestrian access is from the front of the building (Broadgate elevation) and there is an enclosed parking area at basement level, accessed from Humber Road.
- 2.2 To the north-east of the site, is Gainsborough Court, a group of two storey maisonettes. These are side on to the application site. To the south-east of the site is 1 Humber Road, a semi-detached three storey dwelling. To the south-west of the site and on the opposite side of Humber Road, is 4 and 4a Humber Road, two detached dwellings, which face the site. These are set back from the public highway. To the south-west of the site is 158 High Road, a two storey property which includes residential at first floor.
- 2.3 To the north of the site, includes two storey dwellings which front Broadgate on both sides. To the north-west of the site, on the opposite side of Broadgate, there is a car sales business, and adjacent to this site, two more retail units with residential above. To the west, includes the former Kings Carpets site which includes a three storey student accommodation building currently under construction (ref. 21/00971/FUL).
- 2.4 The character of the area to the south-west of the site is mixed, being predominantly retail as High Road leads into the town centre. The character of the area changes to predominantly residential further north-east of the site.
- 2.5 The site falls outside of the Beeston town centre boundary, which is to the south-west, along High Road.

3. Relevant Planning History

- 3.1 In 2022, planning permission was granted for change of use of the former office block Broadgate House to an 84 bed student bed accommodation (ref. 21/00758/FUL). This permission also included an additional floor for accommodation creating a 4th floor. The approved scheme included a basement car park and student accommodation amenity space.
- 3.2 In 2023, full planning permission was refused (reference – 23/00438/FUL) for the conversion of the existing basement into 11 studios, 15 car parking spaces and eight bin stores. The reason for refusal was due to the schemes

size and design representing an unsatisfactory development which failed to provide appropriate outlook and access to natural light, consequently the proposal would afford to a substandard level of amenity for future occupiers. As a result of sitting the rear studio windows, the scheme also failed to provide privacy for future occupiers.

- 3.3 In 2024, planning permission was granted for the variation of condition 2 (plans) and 4 (fenestration) of permission 21/00758/FUL. The changes proposed included several minor external alterations to first, second and third floors. The changes were designed to improve the performance of the building. The approved changes included some relatively minor reconfiguration of the internal layout of the ground, first, second and third floor partly to accommodate changes to the external elevations. Further to this, the lower ground floor plan was amended to include an enlarged bin storage area.

4. Relevant Policies and Guidance

4.1 Broxtowe Aligned Core Strategy 2014:

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 8: Housing Size, Mix and Choice
- Policy 10: Design and Enhancing Local Identity

4.2 Part 2 Local Plan 2019

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

- Policy 15: Housing Size, Mix and Choice
- Policy 17: Place-making, Design and Amenity

4.3 National Planning Policy Framework (NPPF) 2023

- 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

5. Consultations

5.1 **Broxtowe Environmental Health** – No objections.

5.2 **Broxtowe Private Sector Housing** – No objections.

5.3 **Broxtowe Waste** – Recommended bin dimensions and quantities.

5.4 **County Highway Authority** – No objections subject to the following conditions:

- Prior to occupation, parking and turning areas to be implemented in accordance with the plans.
- Prior to occupation, the lighting column and telegraph pole on Humber Road shall be relocated in accordance with the plans.

5.5 **Resident comments** – 2 objections received raising the following concerns:

- The proposal may impact on street parking availability to the detriment of local businesses.
- The concentration of HMOs within 100m will be much more than 20%.
- Broadgate House is not fully occupied, indicating lack of demand for more rooms.

6. Assessment

Principle

- 6.1 The site lies within a mixed residential and commercial area off Humber Road/Broadgate. The application site is considered to be a good location 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 well served bus route outside the site on Humber Road, the frequent tram service on Middle Street, and to walking and cycling routes. As such, the general principle of residential development on this site, already established through the implementation of planning permission reference 21/00758/FUL, is deemed acceptable subject to any other material considerations.
- 6.2 The site is situated within the Beeston Article 4 area, however the proposal is for 9 student accommodation self-contained flats and therefore would not meet the definition of a 'house in multiple occupation' contained within Section 254 of the Housing Act 2004 (as amended). As such, it is considered that the Broxtowe HMO SPD carried limited weight in the assessment of this application.

Design

- 6.3 The proposal seeks to convert the basement which currently comprises of a car park accessed via a roller shutter entrance off Humber Road. To facilitate the proposal, the ground floor slab and raised patio area along Humber Road is to be removed and the retaining wall reduced in height down to path level to open up the space and provide an enclosed courtyard space to provide natural light and an outlook for the proposed studios.
- 6.4 The applicant has agreed to partial demolition of the existing wall fronting Humber Road to set back the wall in a straight line to create uniformity in the street as a betterment for the appearance of the locality. The retaining wall to the side and above the vehicle access has been reduced to improve the overall appearance of the Humber Road frontage. The proposed Humber Road frontage would include a low level metal railing.
- 6.5 The basement elevation will be partially visible from the pavement as the gradient rises towards the Broadgate / Humber Road junction. Each room would include a full height window and glazed door. Internal changes include reconfiguration of parking spaces and amenity spaces for the wider development.

- 6.6 The changes to the car park layout will be less visible as this area will be enclosed from public views by the roller shutter door fronting Humber Road. The external changes including the removal of the retaining wall along Humber Road and inclusion of railings are considered to provide a betterment as part of the development to enhance the appearance of the street and free up additional space on the pavement.
- 6.7 It is considered that the proposal would make an improvement to the character and appearance of the locality, as such the proposal would comply with Policy 10 of the Aligned Core Strategy Part 1 and Policy 17 of Part 2 Local Plan.

Living Conditions

- 6.8 The proposal includes nine self-contained student accommodation studio flats located at basement level. Given the location of the proposed studios set at basement level, it is unlikely that any neighbouring properties would be significantly impacted in terms of any potential overlooking, overbearing or overshadowing impact.
- 6.9 The sizes of the proposed studio flats with regards to internal floor space are considered to be consistent with purpose built student accommodation schemes granted planning permission in Beeston. Furthermore, the site's location is within short walking distance of Broadgate Park which offers future occupiers easy access to public green space.
- 6.10 All proposed flats include a full height window and a glazed door to provide outlook on to a courtyard area. The glazed areas to each unit are to receive one-way privacy film so as to provide a high level of privacy for the occupants without sacrificing the levels of natural light entering the building or compromise on the outlook. The privacy film provides views out during the day as the external light levels are higher, whereas at night the occupant will draw their curtains / blinds should they want privacy which is typical for any dwelling. As such, the privacy film on studio windows and doors would be secured by planning condition.
- 6.11 The application has been supported by a daylight and sun light assessment. The assessment demonstrates that all of the proposed studios receive sufficient levels of natural light and surpass the BRE target recommendations for daylight, which recommends that at least 50% of a room should exceed the recommended lux, for 50% of the total daylight hours in a year, for its use.
- 6.12 The Councils Environmental Health Officer has reviewed the noise and vibration report produced by Spire Environmental (ref. R24.1814-N-3-AG dated 26 April 2024) and has provided no objections. It is considered that with the installation of the specified glazing and acoustic trickle vents, internal noise levels meet the guidance levels to ensure future occupiers would not be significantly impacted by street noise.

- 6.13 On the basis of the submitted information and drawings, subject to conditions relating to privacy film and specified glazing / trickle vents, it is considered that the proposal would provide acceptable living conditions for future occupiers whilst protecting the amenity of nearby residential properties. In light of the above, the proposal would comply with Policy 10 of the Aligned Core Strategy Part 1 and Policy 17 of Part 2 Local Plan.

Highway Safety and Parking

- 6.14 The proposal would use the existing access off Humber Road, however as part of the reconfiguration of the basement there would a reduction in car parking spaces to 11 spaces in total, serving a total of 93 beds. The previous planning permission (21/00758/FUL) included 18 car parking spaces and 46 cycle racks for an 84 bed student accommodation. The proposed scheme relocates cycle storage to the ground floor level to the rear of the property including 57 cycle racks.
- 6.15 Concerns have been raised from neighbouring properties in relation to the lack of available on street car parking in the local area and the amount of through traffic. In assessing the highway impacts of a proposal, paragraph 115 of the NPPF states that development should only be refused on transport grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Paragraph 114 states that in assessing application, it should be ensured that appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location. Policy 10 of the ACS states that development should be designed so as to reduce the dominance of motor vehicles.
- 6.16 The B6464 / Broadgate is a two-way carriageway, which is subject to a 30mph speed limit. Double yellow lines are located along the edge of the Broadgate and High Road where on street parking / loading restrictions are in place. Humber Road is a one-way carriageway, with vehicles permitted to travel south-east bound only from High Road to the west and Broadgate to the east. Humber Road is subject to a 30mph speed limit which primarily serves residential properties, with footways on both sides of the carriageway. There is also some unrestricted on-street parking available along the southern edge of the carriageway. As such, on street parking is limited in the immediate vicinity of the site.
- 6.17 The submitted Transport Assessment shows that within 800m (10 minutes) walking distance of the site, a number of local services can be accessed such as bus stops, Middle Street Tram Stop, Sainsbury's Food Store, The Oaks Medical Centre, Broadgate Park, Jardine Pharmacy and University of Nottingham Campus. In addition, within 2000m of the site, many amenities can be reached such as Beeston Railway Station, Beeston Town Centre with retail and employment opportunities, many bus stops, and the majority of the University of Nottingham Campus.

- 6.18 It is considered that the site is accessible by a variety of sustainable modes of transport and can be considered to be a suitable location with regards to sustainable travel. Immediately outside the site off Humber Road includes a bus shelter and an interactive board with live times. There are a number of bus stops located along Broadgate, Middle Street and University Boulevard.
- 6.19 The submitted Transport Assessment identifies The NET tram network is located within close proximity to the site, with the Middle Street Tram Stop located approximately 350 metres to the south of the site. The NET tram network serves the Greater Nottingham area including Bulwell, Nottingham City Centre stops, Beeston and Clifton with services running every 7 to 10 minutes during the day and peak hours.
- 6.20 The proposed basement plan includes 11 car parking spaces, including sufficient reversing space between spaces. Parking spaces are approximately 2.4 x 4.8m. This accords with the NCC Highways minimum standards for communal car parking spaces.
- 6.21 The submitted Transport Assessment confirms that the proposed development will generate a small increase in demand for travel by non-car modes such as walking, cycling and public transport, which could be satisfactorily accommodated through the existing infrastructure. The proposed development combined with planning permission ref. 21/00758/FUL seeks to provide a total of 93 student accommodation beds including 11 car parking spaces, resulting in an uplift of 9 beds over the planning permission 21/00758/FUL and a reduction of 7 car parking spaces.
- 6.22 The level of car parking proposed for the site is also similar to a recent planning permission (ref. for 20/00891/FUL) which was granted planning permission in April 2022 following an appeal for a 162-bed student accommodation with 25 car parking spaces, in close proximity to the site with a similar level of accessibility to sustainable modes of transport to the site. This is a similar car space to student ratio as the site and also has similar parking restrictions within the surrounding area.
- 6.23 As part of the uplift in units, the proposed layout includes a relocated bin store within the basement, located to the west of the car park entrance. A second access is located at the southern end of the bin store to reduce the drag distance to circa 5 metres, noting that there is a secure collection point provided between the bin store and car park entrance. The bins are collected by a private waste contractor.
- 6.24 As mitigation, the applicant has confirmed that student parking is not permitted on the site during accommodation times. Students that possess and permanently require a vehicle during term periods are not accepted into the accommodation. The applicant has confirmed that all future occupiers would be provided information and support to find alternative sustainable means of transport. Furthermore, to manage parking requirements at the start and end of term during peak car use periods, a drop off booking system would be in place and this would be secured by planning condition, similar to the wider

approved development (21/00758/FUL). This would help to limit the amount of car movements in and out of the site during peak periods.

- 6.25 The Highway Authority have assessed the submitted Transport Assessment and have advised that the proposed parking ratio of 1 space per 9 beds in this location near the centre of Beeston and the University campus is considered to be acceptable and therefore would not result in an unacceptable impact on highway safety. It is expected that the majority of person trips from the site will be on foot or using the bus to access the Universities within Nottingham.
- 6.26 The Highway Authority have requested a condition requiring the applicant to relocate the existing lighting column and telegraph pole as per the approved plans, as part of the Humber Road frontage improvement works.
- 6.27 In light of the above, it is considered that the proposal would not warrant refusal on the grounds of highway safety.

Planning Balance

- 6.28 The benefits of the proposal are that the development would provide additional student accommodation in a sustainable location in close proximity to Beeston town centre and University of Nottingham campus. The accommodation has been carefully designed to provide an acceptable standard of living for future occupiers in terms of floor space, daylight and outlook.
- 6.29 The potential negative impact is the intensification of the use of the property and increased on street parking in the vicinity of the site. Notwithstanding this, the proposal offers mitigation measures to reduce parking issues in the form of a drop off parking management plan and the fact that parking of cars on site permanently during term time is prohibited by occupants.
- 6.30 The scheme includes external alterations that have been designed to improve the appearance of the street scene of Humber Road which is considered to be as betterment to the locality.
- 6.31 On balance. It is considered that, for the reasons above, the benefits of the proposed development would outweigh any potential negative impacts and that planning permission should be granted.

Conclusion

- 6.32 It is concluded that, having regard to the relevant policies of the Local Plan, national planning guidance and to all other material considerations including the Public Sector Equality and comments raised in representations received, the development is acceptable and that there are no circumstances which otherwise would justify the refusal of permission.

<u>Recommendation</u>	
<p>The Committee is asked to RESOLVE that planning permission be granted subject to the following conditions:</p>	
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 S91 of the Town and Country Planning Act 1990 as amended by S51 of the Planning and Compulsory Purchase Act 2004.</p>
2.	<p>The development hereby permitted shall be carried out in accordance with the following plans:</p> <ul style="list-style-type: none"> • (04)01-02 Existing Ground Floor Plan - REV B • (04)01-01 Existing Basement Floor Plan - REV A • (04)02-00 Proposed Ground Floor Plan - REV C • (04)02-01 Proposed Basement Floor Plan - REV G • (04)02-03 Proposed Elevations South and West - REV D (Received by the Local Planning Authority 13/08/24) • (04)02-02 Proposed Elevations North and East - REV C • (04)02-04 Proposed Sections A-C - REV C • (04)02-05 Proposed Sections D-E - REV C • (04)02-06 Proposed Sections F-J - REV C • (04)02-07 Proposed Section K - REV C (Received by the Local Planning Authority 11/09/24) <p>Reason: For the avoidance of doubt.</p>
3.	<p>Prior to the commencement of development, samples/details of the proposed external facing materials, including the railings on Humber Road, shall be 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>Prior to the commencement of development, samples/details of the proposed privacy film to be used on all studio windows and doors shall be submitted to and agreed in writing by the Local</p>

	<p>Planning Authority and the development shall be constructed only in accordance with those details.</p> <p>Reason: To protect the privacy of future occupiers 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>No part of the development hereby permitted shall be brought into use until the cycle parking layout as indicated on drawing (04)02-00 Proposed Ground Floor Plan - REV C has been provided and that area shall not thereafter be used for any purpose other than the parking of cycles.</p> <p>Reason: To ensure cycle parking is available for use in accordance with Policy 10 – Design and Enhancing Local Identity of the Aligned Core Strategy Part 1 Local Plan 2014.</p>
5.	<p>No part of the development hereby permitted shall be brought into use until the lighting column and telegraph pole, as shown on submitted drawing (04)02-00 C Proposed Ground Floor Plan, has been relocated in accordance with the Highway Authority specification.</p> <p>Reason: To ensure the lighting column and telegraph pole are relocated in accordance with the Highway Authority specification, 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>
5.	<p>No part of the development shall be brought into use until a scheme detailing the developments’ adherence to Secured by Design principles has been submitted to and approved in writing by the Local Planning Authority. All measures detailed in the scheme shall thereafter be implemented and within an agreed timeframe which shall be set out in the submitted details.</p> <p>Reason: To reduce the potential for crime 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>
6.	<p>The development hereby permitted shall be carried out in accordance with the submitted Student Traffic Management Plan (STMP) contained within the submitted Transport Statement ref. 2301731-R-01 dated April 2024.</p>

	Reason: In the interests of highway safety and in accordance with 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.
	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.	To facilitate the Highway works/dedication (Shown in blue on the plan below) a suitable highway licence will need to be put in place. Please contact Highways Development Control Team on the email below to discuss a suitable Highway Licence and land dedication. hdc.south@nottscc.gov.uk
3.	The proposal makes it necessary to relocate/move back the Lighting column on the footway over the footway of the public highway. These works shall be constructed to the satisfaction of the Highway Authority. You are, therefore, required to contact the County Council’s Customer Services to arrange for these works on telephone 0300 500 80 80.to arrange for these works to be carried out.
4.	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.

Map



-  Site
-  Open Spaces
-  Article 4 Direction
-  Town or District Centre

Policy 10