

**PLANNING
COMMITTEE**

10th December 2014

Planning Application 2014/189/FUL

Construction of 14 no. 1 Bedroom 1 Person supported living flats and a Community Hub together with associated car parking, external works and landscaping.

Land at Prospect Hill, Enfield, Redditch, Worcestershire.

**Applicant: Mrs Tracey Brewer
Expiry Date: 13th October 2014
Ward: ABBEY**

(See additional papers for Site Plan)

The author of this report is Helena Plant, Planning Officer (DM), who can be contacted on Tel: 01527 881335 Email: h.plant@bromsgroveandredditch.gov.uk for more information.

Site Description

This Full Planning Application relates to a rectangular parcel of land sited on the eastern side of Prospect Hill just outside the Town Centre of Redditch. The site abuts the existing Pay and Display Car Park and is positioned immediately to the north of that access. Opposite the site is a domestic dwelling and the rear gardens of dwellings sited off the westward arm of Prospect Hill, to the south are a variety of commercial and office uses contained in buildings of a variety of sizes and scales. Immediately to the north is a car park area associated with the modern office development at Osprey House.

The site itself is currently open and supports a considerable amount of general tree growth. Much of this is prominent in the street scene whilst the growth along the northern boundary is continuous with that of the car park and which has recently been the subject of a Tree Preservation Order. Listed Buildings are sited to the north of the site around Albert Street and this part of Prospect Hill is noted as being steeply sloping with a 2.8m change in levels across the site.

Proposal Description

This application seeks the erection of a single building across the front of the site. The building would accommodate fourteen one bedroom one person flats with associated community hub which includes staff office, bedroom, lounge/meeting room kitchen and shower.

The scheme is proposed by Bromford Housing Group for affordable supported living flats for people with learning disabilities; the community hub provides accommodation for staff and support facilities for residents as well as being available for the wider community. The scheme is part of the 'My Place' model, a supported housing scheme specifically aimed at adults with long term conditions; it aims to provide long term accommodation whilst enabling residents to take control of their lives and enabling independent living. The location of the site within the community and close to local facilities would support

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this ethos. It is unlikely that residents would own a car or have a licence therefore parking provision is aimed at carers and visitors.

The Community Hub facility will build social integration; it will facilitate a social area to mix with others within the scheme but is also a training venue to support employment and activities to support independence. Other agencies and local centres will be involved in this delivery. The Hub allows a care provider to deliver 24 hour care on site if needed by residents. Bromford will provide 18 hours per week of housing specialist staffing to assist residents with understanding the requirements of their tenancy, claiming benefits, paying rent and maintaining a home. The My Place model is tailored to an individual's needs and is flexible in its terms depending upon the needs of the individual, with the aim being to provide individuals with a home and the best opportunity to achieve independent living by progressing through short, medium and long term goals.

The building will be two storeys and will present two main rendered gables to the street with a recessed central entrance feature siting behind a boundary treatment formed from 900mm high railings. The remains of the building will have a predominantly brick treatment. Access to the site will be via the existing car park access and will be served by six parking spaces. An amenity area will be provided to the rear of the building.

The development will require the removal of virtually all tree cover from the site, none of which is covered by the recent TPO. The application is accompanied by a Design and Access Statement, An Arboricultural Survey, Extended Phase 1 Habitat Survey and a Geotechnical Design and Contamination/ground investigation and piling Report.

Relevant Policies:

Borough of Redditch Local Plan No.3:

CS02 Care for the Environment
CS05 Achieving Balanced Communities
CS06 Implementation of Development
CS07 The Sustainable Location of Development
S01 Designing Out Crime
R03 Provision of Informal Unrestricted Open Spaces
R05 Playing Pitch Provision
BHSG05 Affordable Housing
BBE28 Waste Management
BBE29 Construction Waste
BBE13 Qualities of Good Design
CCF01 Community Facilities
CT02 Road Hierarchy
CT12 Parking Standards
BBE19 Green Architecture
BNE01A Trees, Woodland and Hedgerows

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Emerging Borough of Redditch Local Plan No. 4

Policy 2: Settlement Hierarchy

Policy 4: Housing Provision

Policy 5: Effective and Efficient use of Land

Policy 6: Affordable Housing

Policy 12: Open Space Provision

Policy 17: Flood Risk Management

Policy 18: Sustainable water Management

Policy 19: Sustainable travel and Accessibility

Policy 20: Transport Requirements for New Development

Policy 31: Regeneration for Town Centre

Policy 36: Historic Environment

Policy: 39 Built Environment

Policy: 40 High Quality Design and Safer Communities

Others:

NPPF National Planning Policy Framework

NPPG National Planning Practice Guidance

SPD Affordable Housing Provision

SPD Open Space Provision

SPD Prospect Hill, Town Centre SPD

SPD Designing for Community Safety

SPG Encouraging Good Design

Worcestershire Waste Core Strategy (WWCS)

Relevant Planning History

None

Consultations

Worcestershire Archive and Archaeological Service

No objections. Given the scale of the development, and the anticipated archaeological potential, the likely impact on the historic environment caused by this development may be offset by the implementation of a conditional programme of archaeological works which in this instance, would comprise a watching brief on all groundwork.

Arboricultural Officer

The layout for this proposed development shows the removal of most of the tree stock within the site, with the exception of a small group in the NE corner. Most of the tree stock to be lost is of average or below average form due to having closely-grown and suppressed growth habits. Therefore I would have no objection to the proposed level of tree removal, provided that appropriate replacement tree planting is provided as mitigation, by way of a landscaping scheme. The landscaping scheme should also include recommendations within the Phase 1 Habitat Survey (Nov 2013) to maximise the ecological value of the site. Advises amendment to landscape scheme. Confirms no

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impact as a result of the development on the recent TPO to the east. Requires plan to show Root Protection Zones of retained trees being protected during development.

Conservation Adviser

Scheme is unlikely to impact adversely on the listed buildings located on the same side of the road but further down the hill, because of the distance between the site and these buildings. Considers scheme could have utilised site topography to create more visual interest.

Community Safety Officer

No Comments Received To Date

Development Plans

Scheme is acceptable in relation to the principles of the 2007 SPD, Local Plan No3 and Emerging Local Plan No4. There is a need to ensure the wider aspirations for the larger part of the site are not sterilised as result of any changes to the access. The proposed housing type is acceptable as it retains the residential element.

Contaminated Land- Worcestershire Regulatory Services

No objection subject to conditions

North Worcestershire Water Management

Whilst there is little risk of flooding to the site itself, it would be important to ensure that this development would not exacerbate or cause flooding elsewhere. The site also appears to be situated within a steep catchment, with a fall on site from South to North. No objection to development subject to implementation of proposed drainage strategy.

Highway Network Control

No objection subject to conditions relating to turning and informative relating to works in the public highway.

Parks and Green Spaces Service Manager

No Comments Received To Date

Leisure Services Manager

No Comments Received To Date

Severn Trent Water Ltd

No Comments Received To Date

Town Centre Co-ordinator

No objection to the plans from a Town Centre Perspective.

Waste Management

No Comments Received To Date

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Warwickshire Wildlife Trust

We note the contents of the ecological appraisal and we do not wish to object to the proposals. We would however recommend that you append a condition covering the ecological recommendations made in the applicant's report to any permission you may be otherwise minded to grant.

Public Consultation Responses

None received.

Assessment of Proposal

Consideration has been given to the Use Class of the proposed development. Factors such as; the number of residents, the way in which they are living and the support that is provided along with the appearance and character of the proposed building, give an overall view that the development is a Residential Institution falling within Class C2, as opposed to residential dwelling houses under class C3. It is also noted that amenity and parking provision would be insufficient for an open C3 use.

Context

The application site is part of a larger site that in 2007 was the subject of a Supplementary Planning Document. At that time the larger site was a reserve housing site, identified through Local Plan Policy B(HSG)1, with the capacity for some 61 dwellings. Key objectives to the development of the site included; efficient use of brownfield land, providing affordable housing, enhancing town centre viability, ensuring access by a range of modes of transport and creating high quality public realm. Whilst that document related to a different national policy framework position, the proposed development aligns with the principles established in so far as; the siting of the development complements the existing street scape, providing good access to the town centre and respecting the existing building line, whilst retaining the best trees. Other matters such as provision of public open space and green architecture are more applicable to the wholesale development of the site although suitable landscaping and drainage have been incorporated into this scheme.

Since the adoption of the SPD, the Local Plan position has changed in that Policy B(HSG)1 was not part of the list of Saved Policies identified post May 2009, however the principle of the site for residential development remains.

Principle

The allocation of the site in the Borough of Redditch Local Plan No3 makes reference to the site being identified to meet Strategic Housing Requirements if required following subsequent monitoring. The Borough of Redditch Local Plan No3 through saved policy CS5 seeks to deliver development, including housing development, which is sustainable and which is 'self-contained' with respect to access to facilities, and identifies the urban area of Redditch as the area where this can be most readily be achieved. Policy CS7 directs the location of development again to the urban area with preference being

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expressed for the use of brownfield land. Furthermore the urban location of the site, in the context of the core principle of the NPPF as promoting sustainable development, is noted.

The emerging Borough of Redditch Local Plan No4 identifies the site as one of a group of Town Centre Strategic Sites covered by Policy 31, a policy which seeks to reinforce and strengthen the role of the Town Centre. The development complies with the aims of this policy by increasing residential accommodation; one of the guiding principles identified in the Town Centre Strategy and by facilitating the residential aspect of a mixed use that is envisaged for the wider Prospect Hill site (31.10(iii)). The policy clarifies that these land parcels do not need to be developed at the same time but that individual sites do need to promote good linkages with the Town Centre.

Given the above, the principle of the development for residential use is therefore considered acceptable.

Trees and ecology

The retention of trees with value to amenity, landscape and nature conservation is encouraged by Policy B(NE)1A. Trees are identified as adding to the distinctiveness of an area and their role in urban as well as rural areas is noted. The proposal involves the removal of all tree cover, with the exception of the north eastern corner of the site. The Arboricultural Officer is of the view that most of the tree stock to be lost is of average or below average form due to having closely-grown and suppressed growth habits. Therefore there is no objection to the proposed level of tree removal, provided that appropriate replacement tree planting is provided as mitigation, by way of a landscaping scheme.

A landscaping scheme, which includes a number of heavy standard trees to mitigate for the loss of the existing trees, has been submitted as part of the development proposal and in its amended form is acceptable to the Arboricultural Officer. Clarification has also been sought to ensure that the proposal does not affect the root protection zone of the trees to the east of the site that are covered by a recently imposed TPO.

The site has been the subject of a Phase 1 Habitat Survey. This did not identify any specific habitats or notable species that required protection or mitigation as part of the scheme. Considerations in relation to timing of site clearance etc. are controlled through the recommendations in the Habitat Survey.

Impact upon street scene/ design/amenity

The Integration of new development into the local context is a requirement of Policy BBE13. It identifies style, layout as well as scale, massing and materials as important aspects of responding to local distinctiveness. Policy CS2 outlines that new development should not harm the Borough's environmental assets, if the development does amount to harm, then justification of the benefits of the scheme would be required.

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Members will note the comments of the Council's Conservation Adviser. Whilst no objection is made to the impact of the development on the setting of the listed buildings to the north of the site, it is considered that the development could respond more to the topography of the site and that the scheme has not taken the opportunities to add positively to the area.

The applicant has commented:

... the building is an attractive and modern design, which is sensitive to the surrounding context. We have introduced gables to the elevations and a modern full height portico around the entrance, again to reflect architectural elements from the surrounding context and also to break the roof line to both the front and rear elevations. The roof pitch is similar to the new college building which is the main new modern building directly within the vicinity of the site. The pallet of materials proposed includes red brick and white render which are present in the surrounding buildings and we have introduced the Cedral boarding as a contemporary element to again enhance the design.

Your Officers have considered these points. It is noted that the original SPD advocated the buildings 'stepping up the hill' in terms of built form and this may have facilitated a more vertical emphasis to the design. However the application site is just part of the larger site established through the SPD and design principles adopted on this site would not dictate what happens elsewhere on the larger site. The requirement of the applicant to have a level floor plan to enable the needs of disabled residents to be easily accommodated within the development is recognised and in the context of Policy CS2, has some weight.

The proposal does incorporate a vertical element by virtue of the gable treatments; the prominence of which is increased through the use of contrasting materials and projection from the main building frontage. The building is of a modern design reflective of the college building to the south of the site. Given the exposed and sloping nature of the site, the side gables and the site boundary treatments would be prominent in the street scene. To improve the visual impact of these areas boundary walls as opposed to close boarded fences are proposed and steps in the side elevation to provide visual interest and variety are proposed. Railings are proposed to the site frontage with appropriate planting.

Given the varied nature of the buildings along this section of Prospect Hill and the nature of the proposal, the design on balance, is not considered to be harmful to the local street scene or context.

The siting of the development and its relationship with residential dwellings is such that the development would not cause overlooking or overshadowing.

Other considerations

A number of matters require control through conditions. The site has the potential to have supported a heritage asset in the form of buildings associated with the former needle and fish hook factory centred off Albert Street. The NPPF sets out in Para 141 the need to

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record and advance the understanding of the significance of heritage assets as part of development proposals in a proportionate manner to the importance of the asset. A watching brief condition is therefore proposed to include a written scheme of investigation.

Similarly the applicant's contaminated land survey, which included a phase 1 desk study and an intrusive phase II ground investigation, identifies the need for some site remediation and this is controlled by condition. The drainage, landscaping scheme and materials schedules have been submitted and in their revised form are acceptable to consultees and as such do not require specific pre commencement conditions.

Planning obligation

The size of the proposed development is above the policy threshold (CS6) for requiring contributions which should be sought via a planning obligation which in this case would cover:

A contribution towards playing pitches and open space in the area, due to increased demand/requirement from future residents, is required in compliance with the SPD.

A contribution to provide refuse and re-cycling bins for the new development in accordance with Policy WCS.17 of the adopted Worcestershire Waste Core Strategy.

At the time of writing the planning obligation is in draft form.

Conclusions

The site has been identified as being suitable for residential development over a significant period of time. The proposals comply with the aims of the relevant policies and would not inhibit development of the wider part of the site.

The detailed design, form and layout of the development is considered to be appropriate in its context and subject to suitable conditions and legal agreement is considered to be a policy compliant form of development. Officers have worked positively and proactively with the applicants to reduce the number of pre-commencement conditions and resolve issues raised by consultees.

RECOMMENDATION:

That having regard to the development plan and to all other material considerations, authority be delegated to the head of Planning and Regeneration to GRANT planning permission subject to:-

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a) The satisfactory completion of a S106 planning obligation ensuring that:

A contribution towards playing pitches and open space in the area, due to increased demand/requirement from future residents, is required in compliance with the SPD;
and

A contribution to provide refuse and re-cycling bins for the new development in accordance with Policy WCS.17 of the adopted Worcestershire Waste Core Strategy.

and

b) Conditions and informatives as summarised below:

1) No development shall take place until a programme of archaeological work, including a Written Scheme of Investigation, has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and:

A. The programme and methodology of site investigation and recording.

B. The programme for post investigation assessment.

B. Provision to be made for analysis of the site investigation and recording.

C. **Provision** to be made for publication and dissemination of the analysis and records of the site investigation

D. Provision to be made for archive deposition of the analysis and records of the site investigation

F. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

Reason: In accordance with the requirements of paragraph 141 of the National Planning Policy Framework.

2) A Construction Environmental Management Plan shall be submitted to and approved in writing by the local planning authority prior to commencement of development. This shall include the following:-

A. Measures to ensure that vehicles leaving the site do not deposit mud or other detritus on the public highway;

B. Details of site operative parking areas, material storage areas and the location of site operatives facilities (offices, toilets etc);

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The measures set out in the approved Plan shall be carried out in full during the construction of the development hereby approved. Site operatives' parking, material storage and the positioning of operatives' facilities shall only take place on the site in locations approved by in writing by the local planning authority.

Reason: To protect the amenities of nearby properties during the construction of the development and to protect the natural and water environment from pollution in accordance with the provisions of the National Planning Policy Framework

- 3) No site clearance, demolition, excavation or development shall take place until full details of tree protection measures and a detailed working methodology of construction near the trees to be retained has been submitted to and approved in writing by the Local Planning Authority. The details thus approved shall be fully implemented throughout the course of development.

Reason:- To prevent damage to, and preserve the trees in the interests of visual amenity and in accordance with Policy B(NE).1a of the Borough of Redditch Local Plan No.3

- 4) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of the grant of this permission.

Reason :- In accordance with the requirements of Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 5) No demolition/development shall take place other than in accordance with the Written Scheme of Investigation approved under condition (1)

Reason: In accordance with the requirements of paragraph 141 of the National Planning Policy Framework.

- 6) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (1) and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

Reason: In accordance with the requirements of paragraph 141 of the National Planning Policy Framework.

- 7) A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to identified receptors must be prepared and is subject to the approval of the Local Planning Authority in advance of undertaking. The remediation scheme must ensure that the site will not qualify

as Contaminated Land under Part 2A Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

The approved remediation scheme must be carried out in accordance with its stated terms and objectives.

Following the completion of the measures identified in the approved remediation scheme a validation report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval of the Local Planning Authority prior to the occupation of any buildings.

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where necessary a remediation scheme must be prepared, these will be subject to the approval of the Local Planning Authority. Following the completion of any measures identified in the approved remediation scheme a validation report must be prepared, which is subject to the approval in writing of the Local Planning Authority prior to the occupation of any buildings.

Reason; To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors as required by para 120 of the NPPF.

- 8) Full details of any soil or soil forming materials brought on to the site for use in garden areas, soft landscaping, filling and level raising must be provided. Where the donor site is unknown or is brownfield the material must be tested for contamination and suitability for use on site. Full donor site details, proposals for contamination testing including testing schedules, sampling frequencies and allowable contaminant concentrations (as determined by appropriate risk assessment) must be submitted to and approved in writing by the Local Planning Authority prior to import on to the site.

The approved testing must then be carried out and validatory evidence (such as laboratory certificates) submitted to and approved in writing by the Local Planning Authority prior to any soil or soil forming materials being brought on to site.

Reason; To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors as required by para 120 of the NPPF.

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- 9) The dwellings hereby permitted shall not be occupied until the access, turning area and parking facilities shown on the approved plan have been properly consolidated, surfaced, drained and otherwise constructed in accordance with details to be submitted and approved in writing to the Local Planning Authority and these areas shall thereafter be retained and kept available for those users at all times.

Reason: In the interests of Highway safety and to ensure the free flow of traffic using the adjoining Highway and in accordance with Policy CT12 of the Borough of Redditch Local Plan No.3

- 10) The drainage scheme, including foul and surface water drainage as set out in Engineering Levels and Drainage Concept plan SK-001A, shall be fully implemented on site prior to the first occupation of the development.

Reason:- In the interests of the suitable drainage of the site and in accordance with Policy BBE19 of the Borough of Redditch Local Plan No.3

- 11) The development hereby approved shall be implemented in accordance with the following plans and reports:

Site Location Plan ref 201352 13
Site Plan ref 012352 12B
Floor Plans ref 201352 02C
Elevations 201352 07A
Perspective drawing ref 201352 14
Materials and surfacing Schedule as contained in email dated 21.11.2014
Boundary treatment plan 201352 15
Site Survey S219 dwg 368 A
Engineering levels and drainage concepts AAC5142 dwg SK-001 A
Landscaping Scheme ADL087 C
Design and Access statement July 2014
Arboricultural Survey RT-MME-115406-03
Extended Phase 1 Habitat Survey RT-MM-115406-01
Report on Geotechnical Design and Contamination AJM/21515

Reason: To accurately define the permission for the avoidance of doubt and to ensure that the development is satisfactory in appearance in order to safeguard the visual amenities of the area in accordance with Policy B(BE).13 of the Borough of Redditch Local Plan No.3

Informatives

- 1) This permission does not authorise the laying of private apparatus within the confines of the public highway. The applicant should apply to Worcestershire County Council for consent under the New Roads and Streetworks Act 1991 to

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install private apparatus within the confines of the public highway. Precise details of all works within the public highway must be agreed on site with the Highway Authority.

- 2) This planning permission does not authorise the applicant to carry out works within the publicly maintained highway since such works can only be carried out by the County Councils Approved Contractor following the issue of a licence under Section 184 and 278 of the Highways Act, 1980.

The applicant should contact Worcestershire County Councils Highway Network Control Manager, County Hall, Spetchley Road, Worcester, WR5 2NP (telephone 0845 607 2005), regarding the issue of the necessary license authorising the access works to be carried out by the County Councils Approved Contractor at the applicants expense.

- 3) The applicant should be aware that this permission also includes a legal agreement under S106 of the Town and Country Planning Act 1990 (as amended) and that the requirements of that and the conditions listed above must be complied with at all times
- 4) Whilst the full remit of the Secured by Design Scheme covers more than Land Use Planning and Development Control, Redditch Borough Council actively encourage developers to take full account of Crime Prevention and Community Safety issues throughout the design and construction of any development as an integral part of achieving good design. Applicants are advised that further details of Secured by Design and relevant construction specifications can be found at www.securedbydesign.com or by contacting the West Mercia Constabulary Crime Risk Manager on 01527 586181

Procedural matters

This application is being reported to the Planning Committee because the application requires a S106 Agreement and is for a small scale major development. As such the application falls outside the scheme of delegation to Officers.