

PLANNING COMMITTEE

25th March 2020

Planning Application 19/01600/REM

Reserved Matters Application seeking consent for access, appearance, landscaping and layout, following outline planning approval ref 18/01515/OUT: Outline approval for the demolition of redundant factory and erection of up to 75 residential units (matter of scale approved)

Victoria Works, Edward Street, Enfield, Redditch, B97 6HA

**Applicant: Mr G Stoyan: Accord Housing Group
Ward: Central Ward**

(see additional papers for site plan)

Case Officer: Steven Edden, Principal Planning Officer (DM), who can be contacted on Tel: 01527 548474 Email: steve.edden@bromsgroveandredditch.gov.uk for more information.

Site Description

The application site known as 'Victoria Works' is bounded by Britten Street to the west and Edward Street to the east, with a one-way traffic system operating within these roads. Until very recently, the majority of the site contained a large rectangular, flat-roofed grey brick building. This has recently been demolished and the site cleared following the granting of planning permission under application 18/01515/OUT.

To the north of the site lies the Vernier Springs works whilst to the south are the locally listed buildings of Ashleigh Works and Nos. 20 and 22 Bromsgrove Road.

With the exception of 'The Business Centre' immediately to the north-east, the land between Edward Street and the railway line, (referred to as the 'Clive Works' site) has been cleared of its former buildings. The site falls outside the defined Town Centre boundary as defined on the Borough of Redditch Local Plan No.4 Policies map, the railway line marking its western boundary.

Proposal Description

Following the approval of outline application 18/01515/OUT, reserved matters approval is sought for residential development comprising 75 dwellings. The remaining matters which were not determined under application 18/01515/OUT (access, appearance, landscaping and layout) are being sought here.

The development of 75 residential units is proposed to be provided through the following mix of terraced houses and apartments:

PLANNING COMMITTEE

25th March 2020

Apartment Block (49 flats and referred to as 'Victoria Works')

- 19 x 1 bed apartments
- 30 x 2 bed apartments

Townhouses (26 in total and referred to as 'Victoria Mews')

- 20 x 2 bed terraced houses
- 6 x 3 bed terraced houses

All units would be provided as affordable rented properties as per the requirements of the (varied) S106 agreement attached to application 18/01515/OUT.

The flats would be provided in a rectangular block over five storeys as per the indicative plans submitted through the outline application.

The townhouses would be provided in two parallel rows of 13 houses fronting Edward Street and Britten Street. The townhouses would be 3 storeys from Edward Street and part three storey / part two storey from Britten Street.

Car parking would be provided to the rear of each row of townhouses. The car parking area for the apartments would be between the rear of the building and Britten Street, with each of the 30, two bed apartments having a single allocated parking space. Due to the differing levels within the site, the parking area adjacent to Britten Street would be largely hidden from view.

The 19, one bed apartments would be car free.

Vehicular and pedestrian access to the site would be via Edward Street.

The overall scheme reflects design elements of the neighbouring mill buildings in respect to height, window details and brick finish. It is proposed to also introduce contemporary elements including the use of Polyester Powder Coated (PPC) aluminium, and terracotta rainscreen cladding panels. Part of the roof serving the 'Victoria Works' apartment block would have a feature 'saw-tooth' design reflecting the industrial heritage of the mill buildings where in the late 19th Century such features were often found.

Relevant Policies:

Borough of Redditch Local Plan No. 4

Policy 1: Presumption in Favour of Sustainable Development

Policy 5: Effective and Efficient use of Land

Policy 6: Affordable Housing

Policy 19: Sustainable travel and Accessibility

PLANNING COMMITTEE

25th March 2020

Policy 20: Transport Requirements for New Development
Policy 24: Development within Primarily Employment Areas
Policy 31: Regeneration for Town Centre
Policy 39: Built Environment
Policy 40: High Quality Design and Safer Communities

Others

NPPF National Planning Policy Framework (2019)
Redditch High Quality Design SPD

Relevant Planning History

18/01515/OUT	Outline application for the demolition of redundant factory and erection of up to 75 residential units (matter of scale to be considered under application)	Approved	27.06.2019
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Consultations

WCC Highways

Comments with respect to earlier (Outline) application 18/01515/OUT summarised as follows:

'The application has been supported with a Transport Assessment that assesses the trip generation of the current site and compares that to the proposed use. It is clear that there is a reduction in trips as a result of the new development which results in a reduced highway impact. However it is important to recognise that as a result of the proposal that new demands are expected through an increase in walking and cycling activity. The site can access rail, retail and leisure activities on foot within a few minutes walk.'

Parking provision would be lower than the published standards, however, the Highway Authority concurs with the applicant that given the highly sustainable location of the site, a reduced parking level would be acceptable. The Highway Authority concludes that there would be no justifiable grounds on which an objection could be maintained.

Comments regarding current application summarised as follows:

Each townhouse is either a 2 or 3 bedroom property and therefore requires 2 spaces. Two spaces are provided for each townhouse. I have noted that a car port to the rear of each townhouse would accommodate 1 vehicle with a further space being provided immediately to the rear. Discussions at the outline stage also indicated such an arrangement which is considered to be acceptable.

PLANNING COMMITTEE

25th March 2020

In terms of cycle access, it is disappointing that access arrangements for cyclists cannot be improved such that access for cyclists cannot be gained from both Britten and Edward Street, although I acknowledge that level differences mean that this cannot be practically addressed.

I have noted that a footway is provided to both sides of the vehicular access which is acceptable.

In terms of the apartment parking, I am agreeable to reducing parking levels so long as particular spaces are associated / allocated with particular units with others to be sold as car free so parking expectations are clear for future residents.

North Worcestershire Water Management

Comments summarised as follows:

No objection to the proposed development subject to compliance with Condition 6 (application 18/01515/OUT) which requires the submission of a site drainage strategy

Node Urban Design

Comments summarised as follows:

The development creates a strong frontage, particularly along Edward Street, drawing from a perimeter block concept. Locating the parking to the rear is sensible and reduces the visual impact of cars on the street, deferring instead to the strong building line.

The parking court is subject to a good level of natural surveillance from the apartments.

Hard landscaping includes tarmac on the car park and access with pavers elsewhere. I recommend material samples in this respect come forward for the prior written approval of the LPA via a condition.

The outline application included an indicative design that was traditional in its aesthetic. This design has evolved and has shifted to a more contemporary solution. The approach has looked to draw on some of the visual and spatial elements of the area's industrial heritage without being overly pastiche.

The townhouses incorporate a pitched roof design which is more appropriate for the domestic typology of the context. They include interesting nods to the area's industrial heritage such as large windows with glazing bars. I have no objection to the design of the townhouses though would recommend conditioning for material samples of all brickwork and roofing materials including the all windows.

The apartment design looks to emulate, in particular, characteristics that underpin the design at the Trades and Labour Club, and this is welcomed. This is particularly evident in the higher volume, strong fenestration rhythm and detailing such as the nature of the windows themselves. The use of cornice detailing to the parapet is also interesting and provides some visual interest to the roof. The contrast in materials, furthermore, between the brick and rainscreen cladding elements as well as the use of recessed brick panels

PLANNING COMMITTEE

25th March 2020

is also welcomed as it looks to reduce the overall visual mass and provide some visual depth.

Waste Management

No objection

Worcestershire Regulatory Services

We have reviewed 'Planning Noise Assessment: Edward Street, Redditch' prepared by STROMA Built Environment ref: 08-19-79215-AC-1v2 and are happy to support the conclusions drawn that document.

The construction of the building envelope should achieve a sound insulation performance as per 4.12 of the submitted report.

Glazing and ventilators should be installed within the respective façade as per the specifications within Table 4 to ensure suitable noise attenuation is achieved.

Providing the development is constructed in accordance with the recommendations contained within this document, no objections are raised.

Public Consultation Response

None received

Assessment of Proposal

The principle of residential development on the site has already been established under application 18/01515/OUT. The matters for consideration at this stage are appearance, layout, landscaping and access.

The matter of scale was considered under the earlier application where the principle of a five storey apartment block was agreed in principle.

As indicated under the outline application, the proposed five storey apartment block proposed under this application would not exceed the height of the Ashleigh Works building to the south.

The proposed three storey town houses were also considered to be acceptable given the context of the sites surroundings.

The site measures a little less than ½ hectare in area and the proposed 75 units of accommodation would represent a density significantly higher than 100dph. Policy 5 of the Borough of Redditch Local Plan (Effective and efficient use of land) encourages densities in excess of 70 dwellings per hectare in locations close to public transport interchanges.

PLANNING COMMITTEE

25th March 2020

Appearance

The overall appearance of the proposed development is considered to enhance the area and respect the historic context of surrounding 'industrial heritage' buildings, such as Ashleigh Works.

The appearance of the development is characterised by strong street frontages reflecting the historic street pattern, including the incorporation of large warehouse-style windows.

Great attention has been paid to architectural detailing including the use of cornice detailing to parapets and the use of the 'saw-tooth' roof reflecting the industrial heritage of the mill buildings.

Innovative elements such as the use of recessed brick panels in a different brick and mortar colour and been introduced as have PPC aluminium windows to add quality, with dark grey roof tiles with a thin leading edge being used in the construction of the town houses.

Layout

The perimeter block type layout as indicated on illustrative drawings submitted as part of the outline application has been followed.

As stated on the earlier application, your officers consider that it is important for the site to provide an active frontage to both Edward Street and Britten Street despite the relative narrowness of the site. Separation distances between the rear of the two rows of townhouses has been maximised as far as practicable, within the constraints of the width of the site. The separation distances range from between 18.5m and 19.5m which is a little under the 21m width set out in the Council's SPD but is considered acceptable in this case, given the site's urban location.

Car parking spaces would be located exclusively to the rear of the new terraced houses and to the rear of the apartment block building 'Victoria Works' and would therefore be hidden from public view from Edward Street. Due to the level difference between Edward Street and Britten Street (to the west) parked cars within the communal parking area serving the flats would only be partially visible from Britten Street.

Landscaping

Your officers consider that the opportunities for appropriate landscaping have been maximised within the constraints of the site's urban location and limited width.

The scheme proposes landscaping around the car parking area of the apartment block, which would enhance the appearance of the area.

Small set-backs from the back of the pavement to both Edward Street and Britten Street allow for the provision of defensible space for all of the townhouses in the form of low brick walls and railings, behind which, planting would be introduced (as opposed to the

PLANNING COMMITTEE

25th March 2020

property's opening out directly onto the footpath). In addition, the layout allows for the provision of small planted areas between to the rear of the townhouses.

Impact of the proposals on highway safety

A single vehicular access point to the development would be created from Edward Street. The proposed access would be 5m wide with 2m and 1.5m footways on either side.

There would be direct pedestrian access to each town house from Edward Street and Britten Street.

In relation to the town house parking, this would not be located directly in front of each new house, but to the rear. Your officers consider that car parking immediately to the front of dwellings would result in visual clutter and would lead to future pressure for front curtilages to be paved over. Therefore, to meet the Highway Authority's standard of two parking spaces per dwelling, the scheme proposes the provision of two tandem spaces per unit, one of which would be within a covered enclosure at ground floor level, with the main living accommodation of the house being within the above two floors.

In relation to the parking for the proposed apartments, each 2-bed apartment would have its own dedicated parking space, with the 1-bed units being 'car free'. A detailed justification for this approach has been set out within the submitted Transport Statement.

Two of the parking spaces serving the 'Victoria Works' apartment block would be equipped with Electric Vehicle Charging points specifically for the charging of electric vehicles. Further, each of the townhouses would be equipped with a 7Kw electric charging point.

Policy 19 of the Local Plan (Sustainable Travel and Accessibility) focuses on the need to reduce private car use and increase the use of public transport.

The proposed parking for the town houses meets the WCC parking standards based upon Worcestershire County Council's Streetscape Design Guide.

Parking for the apartments, at one space allocated to each 2-bed apartment also meets the requirements of the Streetscape Design Guide and the layout provides for adequate servicing.

In relation to parking provision for the 1-bed units, the County's 'Streetscape Design Guide' states:

"For both residential and commercial developments in town and city centres the applicant may choose not to provide car parking spaces at all. Consideration must be given to the opportunity to access the site sustainability, the availability and capacity of public car parks, existing parking restrictions, the number of linked trips and the implementation of an approved Travel Plan or welcome pack."

PLANNING COMMITTEE

25th March 2020

The application site lies in a highly sustainable location, adjacent to the Town Centre and within 2 minutes' walk of the rail and bus stations. A residential welcome pack condition is recommended to be imposed in the case of planning permission being granted.

Residents would therefore be fully aware of parking. A Parking Survey has confirmed the availability of over 50 unrestricted parking spaces from 7pm onwards within the vicinity of the site. Car park free development for the 1-bed apartments is therefore considered to comply with the provisions of adopted guidance.

The Council's waste management team have been provided with a detailed swept path analysis drawing (detailed on SK01 Rev G) who have confirmed that the Council's waste vehicles can safely enter and exit the site to collect refuse from the site. Each of the townhouses would use 'standard' sized (240 litre) wheeled bins where both (2) bins serving each property would be stored entirely within the building's envelope. Dedicated bin stores with capacity to store the communal (1100 litre) receptacles would be provided to the rear of the apartment block. The capacity and location proposed for the communal bin stores has been agreed by the Council's Waste Management Team.

The proposed development therefore does not raise any transport or highway concerns.

Residential amenity considerations

Your officers are satisfied that no loss of residential amenity would result from granting permission and that the scheme would provide future occupiers of the development with a decent standard of amenity.

WRS commented under the outline application that noise would not pose a constraint to the proposed development, and the development should not unduly constrain operations at Vernier Springs. They did however ask that a noise assessment in line with BS8233 be submitted as part of any application for reserved matters. No objections have been received from WRS following their examination of the Noise Assessment Report submitted as part of this reserved matters application.

Affordable housing

The Borough of Redditch Local Plan Policy 6 (Affordable Housing) requires the provision of 30% affordable housing on sites of 11 or more dwellings, incorporating a mix of tenure types. As discussed under the outline application, due to the application of the vacant building credit (as set out within Paragraph 21 of the National Planning Policy Guidance), there is no policy requirement to provide any affordable housing at the site.

Notwithstanding this, in this case, the applicant is the Accord Housing Group who proposes to provide all 79 of the units as affordable rent. The S106 agreement attached to outline planning permission (18/01515/OUT) requires this and is the mechanism for controlling this matter.

Section 106 Planning obligation

A S106 agreement was attached to the grant of outline planning permission (18/01515/OUT) when that consent was granted in June 2019. A subsequent report was presented to members of the Planning Committee at the meeting of 4th December 2019

PLANNING COMMITTEE

25th March 2020

following the submission of a viability appraisal which was independently verified on behalf of the Council. Members endorsed the officer's recommendation that contributions to be paid towards open space enhancements; the provision of domestic and recycling bins; county education infrastructure and localised improvements to the cycle network and for personal travel planning should be reduced to zero but that all housing be provided for affordable rent.

Housing Land Supply

As referred to with respect to recent reports presented to the Planning Committee for new residential development, currently, the Council cannot demonstrate a 5 year supply of housing land within the Borough. At 1st April 2019 the 5 year housing land supply was only 3.29 years.

Paragraph 11 of the National Planning Policy Framework (NPPF) says that in such circumstances, policies which are the most important for determining the application are out-of-date supply of housing should not be considered up-to-date.

Significant weight should be afforded to the fact that the scheme would make a meaningful contribution to the Council's housing figures where the Council cannot demonstrate a 5 year supply of housing land as required under the NPPF.

Sustainability

The application site is located within easy walking distance of Redditch Town Centre which provides the expected wide range of commercial, retail and leisure facilities. It is also within two minutes' walk of the Town's rail and bus stations. The proposed residential redevelopment therefore benefits from the Frameworks "presumption in favour of sustainable development" and also complies with the Frameworks objective of significantly boosting the supply of housing.

In addition, the scheme meets the Frameworks requirement to make "effective use" of under-utilised land, with the proposed density of redevelopment reflecting the site's highly sustainable location.

Planning Conditions

Sections 100ZA (4-6) of the Town and Country Planning Act 1990 requires the applicant's written agreement to the terms of a pre-commencement condition. Written agreement to the terms of relevant recommended conditions has been sought and agreed by the applicant.

Conclusion

As referred to earlier in this report, the Council cannot currently demonstrate a five year supply of housing. Significant weight should be afforded to the contribution the scheme would make in this respect.

The proposed residential use would result in fewer vehicle trips compared to the site's former use and would not lead to any highway or parking concerns.

PLANNING COMMITTEE

25th March 2020

The proposal is considered to represent a high quality and attractive development which would successfully reflect the Victorian industrial heritage of remaining buildings in the area and would be compatible with the Borough Council's objectives for enhanced vitality and viability of the Town Centre and promotion of sustainable development.

Your officers have therefore concluded that the application would amount to sustainable development, and would not conflict with the Borough of Redditch Local Plan No.4 as a whole. Subject to compliance with conditions as listed below, a favourable recommendation can be made.

RECOMMENDATION:

That having regard to the development plan and to all other material considerations, planning permission be GRANTED subject to the following conditions:

Conditions:

- 1) The development to which this permission relates must be begun before the expiration of two years from the date of approval of this consent.

Reason: In accordance with the requirements of Section 92(2) of the Town and Country Planning Act 1990

- 2) Prior to their first installation, details of the form, colour and finish of the materials to be used externally on the walls (including all windows and doors), roofs and all hardsurfacing shall be submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out in accordance with the approved details.

Reason: To ensure that the development is satisfactory in appearance, to safeguard the visual amenities of the area

- 3) No development shall take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include proposed boundary treatment and other means of enclosure, hard surfacing materials, new planting, trees and shrubs to be retained, together with measures to be taken for their protection while building works are in progress.

Reason: In the interests of the visual amenity of the area

- 4) All hard and soft landscaping works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with a programme agreed in writing by the local planning authority. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously

**PLANNING
COMMITTEE**

25th March 2020

damaged or diseased shall be replaced in the next planting season with others of similar sizes or species unless the local planning authority gives written approval to any variation.

Reason: In the interests of the visual amenity of the area

- 5) The development hereby approved shall be carried out in accordance with the following plans and drawings:

appropriate references to be inserted here

Reason: To provide certainty to the extent of the development hereby approved in the interests of proper planning.

- 6) No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the local planning authority. The Plan shall include details of measures to prevent mud or other detritus being carried onto the highway, details of site operative parking areas, material storage areas and the location of site operatives facilities, adherence to construction working hours of 8am-6pm Monday to Friday and 8am-1pm on Saturdays with no construction working on Sundays. The measures set out in the approved Plan shall be carried out and complied with in full during the construction of the development hereby approved.

Reason: To ensure the provision of adequate on-site facilities and in the interests of highway safety.

- 7) Prior to the first occupation of the development hereby approved, a scheme for the provision of bat roost opportunities and bird nest boxes within the site shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented by suitably qualified personnel to the satisfaction of the Local Planning Authority prior to the first use of the development approved.

Reason: In the interests of biodiversity and in accordance with the provisions of National Planning Policy Framework

- 8) The Development hereby permitted shall not be brought into use 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 to, and approved in writing by, the Local Planning Authority and these areas shall thereafter be retained and kept available for those uses at all times.

Reason: In the interests of highway safety, to ensure the free flow of traffic using the adjoining highway and in accordance with the National Planning Policy Framework.

**PLANNING
COMMITTEE**

25th March 2020

- 9) The Development hereby permitted shall not be first occupied until details of a scheme of electric vehicle charging points has been submitted and approved in writing by the Local Planning Authority. Thereafter the charging points shall be kept available for the charging of electric vehicles.

Reason: To encourage sustainable travel and healthy communities

- 10) The covered car parking spaces serving the townhouses shall be used purely for the parking of vehicles used by occupiers of this development and shall not be used for private / personal storage purposes or converted into domestic living accommodation.

Reason: To ensure that occupiers have sufficient spaces to park vehicles and to prevent on-street parking in the interests of highway safety.

- 11) The Development hereby approved shall not be occupied until the applicant has submitted to and had approval in writing from the Local Planning Authority a residential welcome pack promoting sustainable forms of access to the development. The pack shall be provided to each resident at the point of occupation.

Reason: To reduce vehicle movements and promote sustainable access.

Informatives

- 1) The local planning authority have worked with the applicant in a positive and proactive manner to seek solutions to problems arising in relation to dealing with this planning application through negotiation and amendment.

Procedural matters

This application is reported to Planning Committee for determination because the application is for major development. As such the application falls outside the scheme of delegation to Officers.