

Planning Committee: 16 September 2014

Item Number: 5

Application No: W 14 / 0746

Town/Parish Council: Warwick

Case Officer: Jo Hogarth

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Registration Date: 15/05/14

Expiry Date: 19/09/14

Warwick Printing Co Ltd, Theatre Street, Warwick, CV34 4DR

Demolition of the Warwick Printing Co. building and single storey building to Bowling Green Street and Market Street. Erection of 37 apartments with associated parking. FOR Waterloo Housing Group

This application is being presented to Committee due to the number of objections received.

RECOMMENDATION

Planning Committee are recommended to grant planning permission subject to conditions.

DETAILS OF THE DEVELOPMENT

The proposal seeks to construct a four/five storey building to provide 37 affordable apartments with 10 parking spaces on site and utilising Linen Street car park to provide the remainder required to support the development,

THE SITE AND ITS LOCATION

The site relates to a non-listed three storey flat roofed building located within the designated Conservation Area on the eastern side of the road, opposite Linen Street. The area surrounding the building is primarily in residential use with shops and the Town Centre to the rear. Next to the site is an MOT testing garage.

PLANNING HISTORY

Part of the site (The Print Works) has been the subject of several planning applications for residential redevelopment:

- W/04/1008 - Permission refused for 24 apartments;
- W/04/2292 - Permission granted for 14 apartments;
- W/05/0420 - Permission granted for 16 apartments with associated car parking;
- W/06/1512 - Permission granted for 16 apartments with associated car parking;
- W/07/0860 - Permission granted for 16 apartments with associated car parking and

- W/11/1239 - Permission granted for 16 apartments with associated car parking.

RELEVANT POLICIES

- National Planning Policy Framework

The Current Local Plan

- DP1 - Layout and Design (Warwick District Local Plan 1996 - 2011)
- DP2 - Amenity (Warwick District Local Plan 1996 - 2011)
- DP3 - Natural and Historic Environment and Landscape (Warwick District Local Plan 1996 - 2011)
- DAP8 - Protection of Conservation Areas (Warwick District Local Plan 1996 - 2011)
- DAP9 - Unlisted Buildings in Conservation Areas (Warwick District Local Plan 1996 - 2011)
- DP6 - Access (Warwick District Local Plan 1996 - 2011)
- DP8 - Parking (Warwick District Local Plan 1996 - 2011)
- DP4 - Archaeology (Warwick District Local Plan 1996 - 2011)
- TCP9 - Protecting Employment Land and Buildings (Warwick District Local Plan 1996 - 2011)
- SC11 - Affordable Housing (Warwick District Local Plan 1996 - 2011)
- DP13 - Renewable Energy Developments (Warwick District Local Plan 1996 - 2011)

The Emerging Local Plan

- BE1 - Layout and Design (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- BE3 - Amenity (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- H0 - Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- H1 - Directing New Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- H2 - Affordable Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- HE2 - Protection of Conservation Areas (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- TR4 - Parking (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- TR2 - Traffic Generation (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)

Guidance Documents

- DP13 - Renewable Energy Developments (Warwick District Local Plan 1996 - 2011)
- Sustainable Buildings (Supplementary Planning Document - December 2008)
- Vehicle Parking Standards (Supplementary Planning Document)

SUMMARY OF REPRESENTATIONS

Warwick Town Council: No objection.

WCC Ecology: Recommend notes on bats and indigenous tree and shrub species to be used.

WCC Archaeology: Recommend condition requiring a programme of archaeological work.

Warwickshire Police: No objection.

WCC Highways: Following amended plans, subject to conditions, highways raise no objection. Recommend the Traffic Regulation Order to be amended as a mechanism to inform purchasers/residents of the units that they would not be eligible for parking permits within the Residents Parking Zone. Recommend £75 per dwelling towards welcome packs.

Severn Trent Water: No objection subject to a condition on disposal of surface water.

CCTV: No objection.

CAF: It was felt that this did not conserve or enhance the Conservation Area and was of excessive scale which did not match the remainder of the Conservation Area. Lack of parking, loss of amenity and architecture inappropriate in a historic town centre.

Cllr Elizabeth Higgins: Excessive number of dwellings being squeezed into a very small area, increase in traffic. Suggest design is re-thought for ventilation as unacceptable to Warwick Town Centre.

WDC Housing: The Coventry & Warwickshire Joint Strategic Housing Market Assessment (SHMA) published in 2013 demonstrates a need for 268 new affordable homes to which this proposal will contribute. Housing Strategy supports this proposal.

WDC Environmental Health: Recommend further site investigation regarding contamination and details of noise insulation.

WDC Waste Management: No objection subject to their being adequate height availability to allow refuse vehicles to enter and turning circle.

WDC Environmental Sustainability: No objection.

South Warwickshire NHS Foundation Trust: Request financial contributions and should these not be secured raise objection.

Public response(s): 15 Letters of objection have been received on grounds of noise and disturbance, access to the parking area currently used by the shops and residents, loss of light and privacy, not in keeping with the surrounding buildings. Parking problems and right of way access to the rear of the shops in Market Street; no space for children to play; Linen Street car park closes at 8pm; too many dwellings; five storeys is too high. No where for children to play, disruption to businesses.

ASSESSMENT

It is considered that the following issues are relevant in assessing this application:

- Principle of development
- Parking
- Highways
- Design and impact on the Conservation Area
- Impact on neighbours
- Renewables
- Bin storage and refuse collection
- Financial contributions and viability
- Health and wellbeing

Principle of development

This proposal would provide 37 affordable homes which would contribute towards increasing the Council's housing supply and towards the required number of affordable homes identified in the 2013 SHMA. Since the Council cannot demonstrate a 5 year supply of land for housing, permission should be granted unless the adverse impacts would clearly and demonstrably outweigh the benefits. As set out below, the impacts of the development are not considered to outweigh the benefits and therefore, the proposal is considered to comply with the NPPF in that respect.

Whilst the application site is not specifically identified as employment land within the local plan, historically it has been used for employment purposes. However, the Printworks building has been vacant for over 15 years and the principle of the residential use of the site has been established through previous grants of planning permission for residential development. Whilst none of those permissions have been implemented, a development for 100% affordable housing outweighs any benefits of the retention of this area for employment purposes.

Parking

The proposed housing mix provides 31 two bedroom apartments and 6 one bed apartments, amounting to a requirement of 47 off street parking spaces under the Council's adopted Supplementary Planning Document on Vehicle Parking Standards. Within the site it is proposed to provide 10 parking spaces. The remainder is proposed to be provided within the confines of the Linen Street public car park opposite the availability of which is proposed to be controlled by means of condition.

Linen Street car park is open to the public between the hours of 8.00am and 8.00pm; there is currently a barrier system in place, however the 20 residents who already utilise the car park are able to enter and leave at anytime as an electronic system is also in place specifically for those residents which raises the barrier in order for them to enter/leave. This electronic system would be extended to the additional 46 passes for the application site.

Access to the 10 spaces within the site would be through a 11m wide, 4.5m high undercroft arrangement. The proposal would therefore meet the Council's car parking standards in addition to Policy DP8 in the Local Plan.

Highways

Warwickshire County Council as Highways Authority have stated that whilst the visibility splay to the north does not meet standards for a 30mph road, they consider that the level of visibility which will be provided would be an improvement compared to the existing situation. They are therefore satisfied that the proposed development would be unlikely to result in a highway concern. As such it is considered that, subject to conditions the scheme is acceptable in highway terms. The amendment to the Traffic Regulation Order can be suitably conditioned. With regards to their requirement for the applicant/developer to contribute £75.00 per dwelling towards sustainable welcome packs, is addressed in this report below under financial contributions and viability.

Design and impact on the Conservation Area

The design of the proposed development comprises of a four and five storey building, approximately 73m in length, attaching to the old Woolworths shop (original factory shop) and spanning up Theatre Street towards the corner junction where Bowling Green Street meets Market Street. The heights of the building have been amended and reduced by 4 metres. The stairwell tower of the old Woolworths shop measures 18m in height and the proposed development at this point would be 12.8m stepping up to 14.8m. As the road rises to the corner junction, at the brow of the hill, the building would measure 13.8m. The previous planning permission (ref: W/11/1239) would measure 12.7m in height, but would not develop the whole site as is now intended. This permission is extant and in terms of design also had a flat roofed design.

The materials to be used would comprise a mix of render, red brick, grey roof tiles and cladding as well as glazed bay window features on the return of the building on the corner elevation. It is considered that the use of these materials would be acceptable within the Conservation Area and would provide an interesting balance between the existing buildings surrounding the site and would not thereby result in conflict with Policy DAP8 in the Local Plan which seeks to preserve and enhance the special architectural and historic interest and appearance of Conservation Areas. Furthermore, the undercroft feature provides a physical break to the building at ground floor level, thereby affording oblique glimpses into the site.

Whilst the proposed development is clearly of substantial scale and height, it essentially proposes the comprehensive redevelopment of a prominently located run down and underused site which currently adds very little in design or visual amenity terms to the character and appearance of this part of the Warwick Conservation Area. In doing so, it offers a significant and very real opportunity to transform this area to provide a development which will create a modern streetscape adding character and vitality whilst also making provision for much needed affordable housing.

Impact on neighbours

The shape of the proposed building is relatively unusual in that it tapers from the width at the Theatre Street end which would measure 13.6m, tapering in to 8m at the narrowest point then widening out to 9.2m at the corner junction of Bowling Green Street and Market Street. In terms of distance separations, the greatest distance between the new apartments and the existing apartments which are located on the upper floors of the parade of shops fronting Market Street would be 15.5m, reducing to 9.6m as the building approaches the corner junction. There would be no windows on the rear elevation at this point, except for a lift lobby window.

It is recognised that these distance separations are below the standards contained within the Council's Supplementary Planning Guidance on Distance Separations, and that there will inevitably be an impact on the residential amenities of the flats above the retail units backing onto the site. However, it is considered that the location of the site within Warwick town centre whereby buildings are inevitably positioned closer together and where often the case that residential properties enjoy a reduced level of residential amenity to existing residential properties is not sufficient to justify the refusal of planning permission.

Furthermore, within the Supplementary Planning Guidance (SPG) on Distance Separations, reference is made to Conservation Areas and that where there is an overriding need to preserve or enhance the character and appearance of the area the guidance will not be applied to the same extent as elsewhere. The SPG goes further to add that awkwardly shaped sites or sites which merit special design treatment to infill unsightly gaps in street frontages, in an appropriate manner, may justify an exception to, or modifications of, normal standards. In this particular instance it is considered that this proposed development falls within this category.

With regard to properties in Linen Street opposite, the proposed development would measure 16m and would be no higher than the previously approved, extant planning permission. Therefore it is considered that the submitted scheme would have no greater impact on the outlook and living conditions of these properties than that which could currently be built. In this respect, it is considered that the scheme is acceptable.

Renewables

As part of the submission, it has been demonstrated that the use of 80 roof mounted solar thermal panels would provide over 10% of the predicted energy requirements of the new development. These panels are unlikely to be visible from Theatre Street as they are to be positioned behind the parapet walls, however the flats on the upper floors on Market Street to the rear may have views of the panels but it is not considered to be so detrimental to their outlook as to warrant refusal.

This would thereby satisfy the requirements of Policy DP13 in the Local Plan and advice contained in the Council's adopted Supplementary Planning Document on Sustainable Buildings.

Bin storage and refuse collection

Within the site, provisions have been made for bin storage and recycling facilities, in accordance with the advice from Waste Management, both in terms of numbers and sizes. The access is acceptable in terms of enabling a refuse lorry to enter the undercroft.

Financial contributions and viability

An independent assessment undertaken on behalf of the District Council has concluded that in order for the scheme to be financially viable there is no scope for the provision of the financial contributions that have been requested which are as follows:-

- South Warwickshire NHS Foundation Trust: Request contributions of £1678 per dwelling towards acute healthcare. (This equates to £62,086.00)
- Warwickshire County Council Highways: Request £75.00 per dwelling towards welcome packs. (This equates to £2,775.00)
- Public open space contributions: Based on 31 x 2 bed flats at £628.00 per bedroom equates to £38,936.00 and 6 x 1 bed flats at £916.00 per bedroom equates to £5,496.00 totals £44,432.00

The total contributions requested for this development would be £109,293.00

However, the proposed development makes provision for 37 affordable residential units and whilst the absence of any ability to make the financial contributions requested is regrettable, were planning permission to be refused on that ground, the result would be that no affordable housing would be provided.

Having weighed all of the relevant material considerations in the planning balance, it is considered that the opportunity provided by the proposed development to make substantial affordable housing provision and redevelop this part of the Conservation Area is such that it outweighs any disbenefits arising from the absence of those contributions.

Health and wellbeing

With regard to health and wellbeing, it is considered that the scheme which is for 100% affordable housing would provide a benefit in terms of enabling those in housing need an opportunity to live in an attractive area within Warwick.

Other matters

It is noted that concerns are raised in relation to access to the rented garages and storage areas to the rear of the shops. The proposed development would not impinge on the residents or shop owners rights of access to their garages. Concerns have been raised about potential noise and disturbance from the proposed development. However, there is no reason to believe that noise and disturbance during construction would be a particular problem with this development. If an issue were to arise during the construction process then this could be adequately dealt with under Environmental Protection legislation.

With regards to the request from Environmental Health for the applicant's to carry out further investigations in terms of contamination and details of noise insulation, it is considered that these can be adequately and suitably conditioned and would not thereby hinder the redevelopment of the site.

SUMMARY/CONCLUSION

In the opinion of the Local Planning Authority, the development would result in the significant enhancement of this part of the Warwick Conservation Area whilst making provision for substantial number of affordable residential units without unacceptably impact in upon the amenities of nearby residential properties. The proposal is therefore considered to comply with the policies listed.

CONDITIONS

- 1 The development hereby permitted shall begin not later than three years from the date of this permission. **REASON:** To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).
- 2 The development hereby permitted shall be carried out strictly in accordance with the details shown on the site location plan and approved drawing numbers 025 Rev D; 026 Rev B; 027 Rev B; 030 Rev D; 14068-D51 Rev P1; 200; 201 and 202 and specification contained

therein, submitted on 27 August 2014, 28 August 2014, 2 September 2014 and 4 September 2014. **REASON** : For the avoidance of doubt and to secure a satisfactory form of development in accordance with Policies DP1 and DP2 of the Warwick District Local Plan 1996-2011.

- 3 Samples of all external facing materials to be used for the construction of the development hereby permitted, shall be submitted to and approved by the District Planning Authority before any constructional works are commenced. Development shall be carried out in accordance with the approved details. **REASON** : To ensure that the visual amenities of the area are protected, and to satisfy the requirements of Policy DP1 of the Warwick District Local Plan 1996-2011.
- 4 No development shall be carried out on the site which is the subject of this permission, until large scale details of doors, windows (including a section showing the window reveal, heads and cill details), eaves, verges and rainwater goods at a scale of 1:5 (including details of materials) have been submitted to and approved by the District Planning Authority. The development shall not be carried out otherwise than in full accordance with such approved details. **REASON** : To ensure an appropriate standard of design and appearance within the Conservation Area, and to satisfy Policy DAP8 of the Warwick District Local Plan 1996-2011.
- 5 The development hereby permitted shall only be undertaken in strict accordance with a scheme of site investigation of the nature and extent of contamination within the application site that has been undertaken in accordance with a methodology which has previously been submitted to and approved in writing by the local planning authority. The results of the site investigation shall be made available to the local planning authority before any development begins. If any contamination is found during the site investigation, a report specifying the measures to be taken to remediate the site to render it suitable for the development hereby permitted shall be submitted to and approved in writing by the local planning authority. The site shall not be occupied until remediation measures have been carried out in full accordance with such approved details and a soil validation report has been submitted to and approved in writing by the local planning authority. **REASON:** To safeguard health, safety and the environment in accordance with Policies DP3 & DP9 of the Warwick District Local Plan 1996-2011.
- 6 The development shall not begin until a scheme detailing the affordable housing provisions has been submitted to and approved in writing by the local planning authority. The affordable housing shall be provided in accordance with the approved scheme and shall be retained as such at all times thereafter and shall meet the definition of affordable housing in Annex 2 of the National Planning Policy Framework or any future

guidance that replaces it. The scheme shall include:

- (a) the tenure split;
- (b) the arrangements for the management of the affordable housing;
- (c) the arrangements to ensure that such provision is affordable for both first and subsequent occupiers of the affordable housing; and
- (d) the occupancy criteria to be used for determining the identity of occupiers of the affordable housing and the means by which such occupancy criteria shall be enforced.

REASON : Since planning permission has only been granted for residential development on this employment site on the grounds that the development is for 100% affordable housing, in accordance with Policies SC1, SC2 & SC11 of the Warwick District Local Plan 1996-2011.

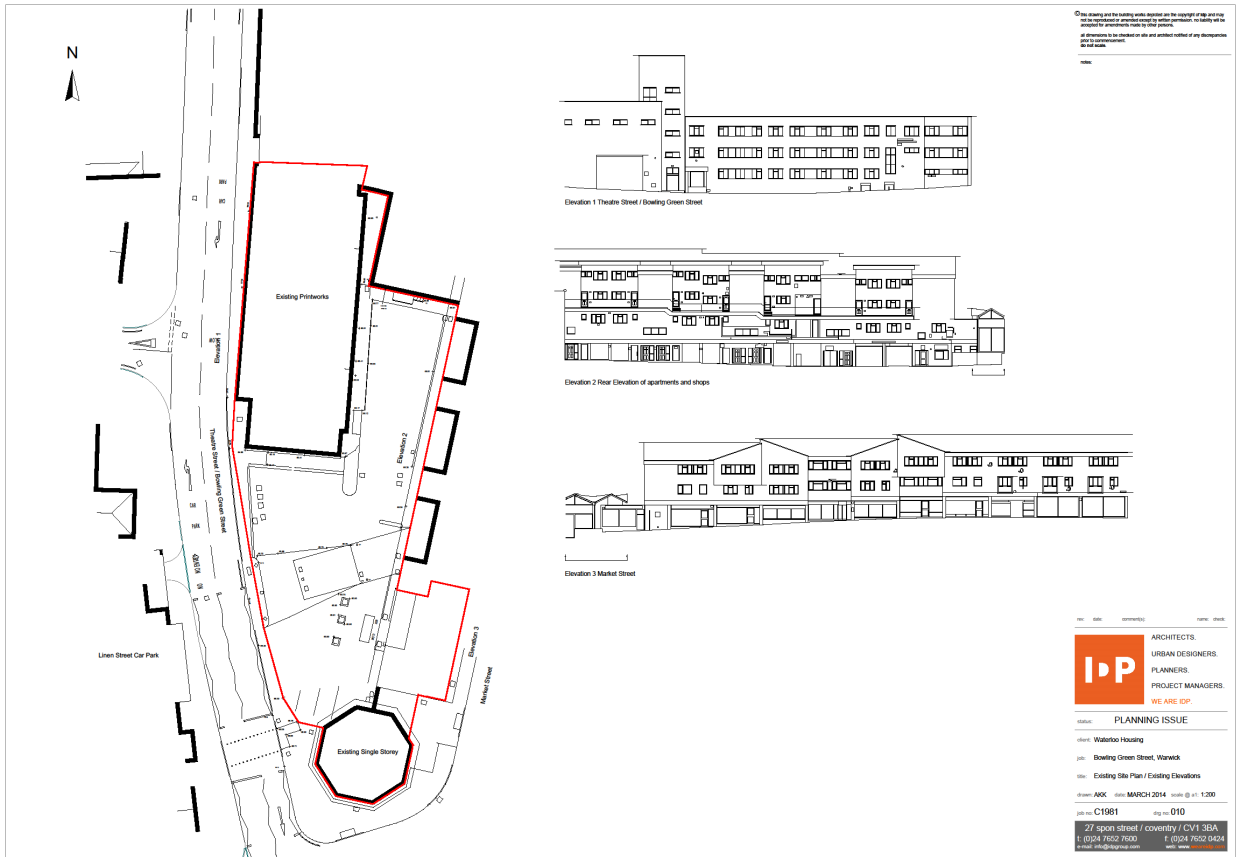
- 7 No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority. **REASON:** To ensure that any archaeological remains are recorded in accordance with Policy DP4 in the Warwick District Local Plan 1996-2011.
- 8 The development hereby permitted shall not commence until drainage plans for the disposal of surface water and foul sewage have been submitted to and approved by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details before the development is first brought into use. **REASON:** To ensure that the development is provided with a satisfactory means of drainage as well as to reduce the risk of creating or exacerbating a flooding problem and to minimise the risk of pollution.
- 9 Prior to the first occupation of the development hereby permitted, the building shall be insulated in strict accordance with a scheme of works which have been submitted to and approved in writing by the local planning authority and thereafter such works shall not be removed or altered in any way. **REASON:** To ensure that the level of external noise is confined to levels which would not cause unacceptable disturbance to the detriment of the amenities of the occupiers of the apartments, in accordance with Policies DP2 & DP9 of the Warwick District Local Plan 1996-2011.
- 10 None of the apartments hereby permitted shall be occupied unless and until the car parking provision has been constructed and laid out, and made available for use by the occupants and thereafter those spaces shall be retained for parking purposes. **REASON:** To ensure the satisfactory provision of off-street vehicle parking facilities in accordance with the local planning authority's standards and in the

interests of highway safety and the satisfactory development of the site in accordance with Policies DP1 & DP8 of the Warwick District Local Plan 1996-2011.

- 11 The development hereby permitted shall not be occupied unless and until a written scheme of agreement to ensure that residents of the new building have 24 hour access to Linen Street car park has been drawn up. This agreement shall be submitted to and confirmed in writing by the Local Planning Authority. **REASON:** To ensure that there is adequate parking is available, in accordance with Policy DP8 in the Warwick District Local Plan 1996-2011.
- 12 The development shall not be occupied until all parts of the existing accesses within the public highway not included in the permitted means of access have been closed and the kerb and footway have been reinstated in accordance with the standard specification of the Highway Authority. **REASON:** In the interests of highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011.
- 13 The gradient of the access for vehicles to the site shall not be steeper than 1 in 15 at any point as measured from the near edge of the public highway carriageway. **REASON:** In the interests of highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011. **REASON:** In the interests of highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011.
- 14 The access to the site for vehicles shall not be used in connection with the development until they have been surfaced with a suitable bound material for a distance of at least 15 metres as measured from the near edge of the public highway carriageway. **REASON:** In the interests of highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011.
- 15 The access to the site shall not be constructed in such a manner as to reduce the effective capacity of any drain or ditch within the limits of the public highway. **REASON:** In the interests of highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011.
- 16 No Gates/barriers/doors shall be erected at the entrance to the site for vehicles/heavy goods vehicles. **REASON:** In the interests of highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011.
- 17 The Applicant/Developer shall install suitable measures to ensure that mud and debris will not be deposited on the highway as result of construction traffic leaving the site. **REASON:** In the interests of

highway safety in accordance with Policy DP6 of the Warwick District Local Plan 1996-2011.

- 18 The development hereby permitted shall not be occupied unless or until a Traffic Regulation Order has been made by the Highway Authority to remove the application property from the existing Traffic Regulation Order thereby securing the removal of the rights of the applicant/ future owner/ tenants of the application property to apply for residents parking permits. **REASON:** To ensure the proposed development does not result in an increase in on-street parking pressure in an area with already high demand to the detriment of highway safety and residential amenity in accordance with Policies DP8, DP2 and the Vehicle Parking Standards SPD of the Warwick District Local Plan 1996-2011.
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Proposed Main Elevation



Approved Scheme (W20111239) Main Elevation

| ref | date | commentary | author | status |
|--|----------------|-------------|--------|--------|
| <div style="display: flex; align-items: center;"> <div style="background-color: orange; color: white; padding: 5px; font-weight: bold; font-size: 24px; margin-right: 10px;">IDP</div> <div> <p>ARCHITECTS.</p> <p>URBAN DESIGNERS.</p> <p>PLANNERS.</p> <p>PROJECT MANAGERS.</p> <p>WE ARE IDP.</p> </div> </div> | | | | |
| <p>status: PLANNING ISSUE</p> | | | | |
| <p>client: Waterloo Housing</p> | | | | |
| <p>job: Bowling Green Street, Warwick</p> | | | | |
| <p>site: Proposed & Approved Main Elevations Comparison</p> | | | | |
| drawn: BKT | date: 27.08.14 | scale: @ A3 | 1:250 | |
| job no: C1081 | city no: 210 | | | |
| <p>27 spon street / coventry / CV1 3BA</p> <p>t: (024) 7652 7600 f: (024) 7652 8424</p> <p>email: info@idpgroup.com web: www.idpgroup.com</p> | | | | |