

Application Ref: 19/00725/FUL

Proposal: Demolition and partial demolition of buildings, the erection of three storey building comprising 14 flats, and the provision of 8 staff parking spaces, including the provision of hard standing and access road.

Site: St Joseph's Catholic Church, Gladstone Street, Millfield, Peterborough
Applicant: Mr Cereste

Agent: ARC Survey & Design Consultants Ltd
Site visit: 10.09.19

Reason for Call in: **The Applicant is a Councillor; and the application has been called in by Councillor Jamil due to concerns of design and overdevelopment of the site**

Case officer: Mr N Harding
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Recommendation: **GRANT** subject to: no material objections being received further to re-consultation with members of the public and the Local Highway Authority; securing of a satisfactory drainage strategy; and relevant conditions.

1 Description of the site and surroundings and Summary of the proposal

Site Description

The application site comprises St Joseph's Catholic Church, Church Hall and Children's Nursery, situated on the corner of Gladstone Street and Bamber Street. The Church and Hall are accessed via a pedestrian and vehicle access from Gladstone Street, and the Children's Nursery has a pedestrian access onto Bamber Street.

In 2003 planning permission was granted to extend the children's nursery where it was noted that there are no planning conditions that restrict the number of children which can be accommodated on site. The latest Ofsted report for the nursery states that 94 children were attending, and that there are 9 members of staff.

The application site is within the Bamber Street Local Centre, where there are three ground floor retail units, two of which have canopies to front, with residential above. The character of the area otherwise comprises two storey semi-detached and terraced residential properties that abut the back edge of the footpath, utilising either a red brick, buff brick or render external walling, the majority of which are reliant upon on-street car parking.

None of the buildings on site are listed or locally listed, and the site is not within a Conservation Area.

Pre-Amble

In 2007 planning permission was granted under App Ref: 07/01649/FUL for the 'conversion of church and church hall to 8x 1-bed dwellings'. The site would have otherwise remained unchanged, with the exception of a remote car parking area which was to be created within a central area of landscaping to the north-east. This car park was to provide car parking for nursery staff, who have historically parked on the application site. Vehicle and pedestrian access would be situated between No's 57 and 59 Taverners Road. This permission was not implemented however, and has subsequently lapsed.

Proposal

Further to the receipt of amended plans, the application seeks planning permission to demolish the Church and Hall, and erect a three storey building to create 14x 1-bed apartments. In addition, 14x off-street car parking spaces and a small amenity space/drying area would be situated on site to serve the proposed apartments, and 8x parking spaces for nursery staff would be created to the north-east of the site, access to which would be gained from Taverners Road to the north.

The proposed building would have an overall footprint of 15m x 17.2m and proposes to stand at 9.3m in height, utilising a flat roof.

Each unit would be provided with a bedroom, kitchen/living room area and bathroom.

Proposed materials are as follows:

Walling - White render and grey cladding

Roofing - Flat roof with aluminium edging

Windows - White UPVC

Doors - Aluminium

Fencing - 1m high bow top railings to Gladstone Street and Bamber Street

The scheme has been amended to include;

- Revised Site Location Plan to include the satellite car parking area, to provide staff parking for 8x vehicles and access from Taverners Road; and
- Amended car parking and bin store arrangement for the proposed residential units.

At the time of writing this report, the amended plans are subject to public consultation, which ends on 20th November 2019. Any new information or letters of representation received will be included within the Update Report.

2 Planning History

Reference	Proposal	Decision	Date
07/01649/FUL	Conversion of church and church hall to 8 dwellings	Permitted	06/10/2008
06/01022/FUL	Conversion to 4 self-contained flats	Withdrawn by Applicant	06/09/2006
03/00173/FUL	Extension to nursery	Permitted	09/04/2003
P0179/76	Day Nursery and play space (outline)	Permitted	02/04/1976

3 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

National Planning Policy Framework (February 2019)

Section 15 - Conserving and enhancing the natural environment

Section 16 - Conserving and enhancing the historic environment

Peterborough Local Plan 2016 to 2036 (2019)

LP02 - The Settle Hierarchy and the Countryside

The location/scale of new development should accord with the settlement hierarchy. Proposals within village envelopes will be supported in principle, subject to them being of an appropriate scale. Development in the open countryside will be permitted only where key criteria are met.

LP03 - Spatial Strategy for the Location of Residential Development

Provision will be made for an additional 21,315 dwellings from April 2016 to March 2036 in the urban area, strategic areas/allocations.

LP08 - Meeting Housing Needs

LP8a) Housing Mix/Affordable Housing - Promotes a mix of housing, the provision of 30% affordable on sites of 15 or more dwellings, housing for older people, the provision of housing to meet the needs of the most vulnerable, and dwellings with higher access standards

LP13 - Transport

LP13a) New development should ensure that appropriate provision is made for the transport needs that it will create including reducing the need to travel by car, prioritisation of bus use, improved walking and cycling routes and facilities.

LP13b) The Transport Implications of Development- Permission will only be granted where appropriate provision has been made for safe access for all user groups and subject to appropriate mitigation.

LP13c) Parking Standards- permission will only be granted if appropriate parking provision for all modes of transport is made in accordance with standards.

LP16 - Urban Design and the Public Realm

Development proposals would contribute positively to the character and distinctiveness of the area. They should make effective and efficient use of land and buildings, be durable and flexible, use appropriate high quality materials, maximise pedestrian permeability and legibility, improve the public realm, address vulnerability to crime, and be accessible to all.

LP17 - Amenity Provision

LP17a) Part A Amenity of Existing Occupiers- Permission will not be granted for development which would result in an unacceptable loss of privacy, public and/or private green space or natural daylight; be overbearing or cause noise or other disturbance, odour or other pollution; fail to minimise opportunities for crime and disorder.

LP17b) Part B Amenity of Future Occupiers- Proposals for new residential development should be designed and located to ensure that they provide for the needs of the future residents.

LP19 - The Historic Environment

Development should protect, conserve and enhance where appropriate the local character and distinctiveness of the area particularly in areas of high heritage value.

Unless it is explicitly demonstrated that a proposal meets the tests of the NPPF permission will only be granted for development affecting a designated heritage asset where the impact would not lead to substantial loss or harm. Where a proposal would result in less than substantial harm this harm will be weighed against the public benefit.

Proposals which fail to preserve or enhance the setting of a designated heritage asset will not be supported.

LP28 - Biodiversity and Geological Conservation

Part 1: Designated Site

International Sites- The highest level of protection will be afforded to these sites. Proposals which would have an adverse impact on the integrity of such areas and which cannot be avoided or adequately mitigated will only be permitted in exceptional circumstances where there are no suitable alternatives, overriding public interest and subject to appropriate compensation.

National Sites- Proposals within or outside a SSSI likely to have an adverse effect will not normally be permitted unless the benefits outweigh the adverse impacts.

Local Sites- Development likely to have an adverse effect will only be permitted where the need and benefits outweigh the loss.

Habitats and Species of Principal Importance- Development proposals will be considered in the context of the duty to promote and protect species and habitats. Development which would have an adverse impact will only be permitted where the need and benefit clearly outweigh the impact. Appropriate mitigation or compensation will be required.

Part 2: Habitats and Geodiversity in Development

All proposals should conserve and enhance avoiding a negative impact on biodiversity and geodiversity.

Part 3: Mitigation of Potential Adverse Impacts of Development

Development should avoid adverse impact as the first principle. Where such impacts are unavoidable they must be adequately and appropriately mitigated. Compensation will be required as a last resort.

LP32 - Flood and Water Management

Proposals should adopt a sequential approach to flood risk management in line with the NPPF and council's Flood and Water Management SPD. Sustainable drainage systems should be used where appropriate. Development proposals should also protect the water environment.

LP33 - Development on Land Affected by Contamination

Development must take into account the potential environmental impacts arising from the development itself and any former use of the site. If it cannot be established that the site can be safely developed with no significant future impacts on users or ground/surface waters, permission will be refused.

4 Consultations/Representations

PCC S106 Planning Obligations Officer

No objections - The application has been accompanied by a Viability Assessment which has demonstrated that the conversion of the existing buildings to residential would not be viable.

PCC Conservation Officer

No objection – The NPPF requires that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The Church and Church Hall are some of the best preserved buildings in the vicinity and forms a local landmark. The buildings are not listed or locally listed, nor is the site within a Conservation Area. As such the buildings are deemed to be a non-designated heritage asset due to its good quality appearance and strong links with the social history of the surrounding area in both education and religion.

The proposed large, three storey flat roofed block of flats on the corner is considered to be architecturally basic and replacing what exists with something of limited streetscene, landmark value, or coherence with its surroundings. Despite that the proposal would retain some of the original building, this is considered to be a token piece of the building of very small proportion located at the rear of the site, thus losing the prominent gables fronting Gladstone Street in their entirety and the landmark nature of the site.

From a heritage consideration the substantial demolition of this building would result in the loss of a non-designated heritage asset and detriment to heritage significance and integrity of the area. The National Planning Policy Framework (NPPF) 2019 contains a general presumption in favour of sustainable development, but development is not considered sustainable if it causes harm to heritage assets.

However, it has been demonstrated that the conversion of the existing buildings to residential would not be viable, therefore the loss of these buildings is regrettably accepted.

PCC Archaeological Officer

No objection - The proposed development site contains no known archaeological heritage assets. Information pertaining to the general area is unclear, despite antiquarian observations of a possible Roman settlement and a road off Taverners Road.

Cartographic evidence (Ordnance Survey Map Series) shows that the complex of the Church and Church Hall was already extant in the late 19th century, when the church was used as a Boys and Girls' school, and the hall as a 'mission room' and, later, infant school, with little alteration to the original layout in plan.

According to the submitted plans, the Church Hall facing onto Bamber Street is to be demolished, with the retention of its easternmost quarter to be annexed to a new three storey flat block. The Church is to be almost entirely demolished to create parking spaces.

Although unscheduled, the Church and Church Hall, as an architectural complex, contribute to enhance the character of the area. In addition, the complex has historic significance which derives from the use of the buildings as education establishments. Therefore, a historic building survey should be carried out prior to any demolition/alteration works. It may also be appropriate to undertake additional recording during dismantling. The recording should be extended to cover the monitoring of all groundwork operations, as these could expose buried remains of archaeological significance.

PCC Pollution Team

No objection - As the proposal involves demolition of an existing building in a residential area, demolition and construction should be carried out in such a manner so as not to cause nuisance to existing dwellings / businesses. The internal layout of the building and layout of rooms on different floors should be considered.

PCC Peterborough Highways Services

Comments – With respect to the submitted Parking Survey, the car park on Bamber Street is only available to resident permit holders. The one in Taverners Road is open to the public and provides potentially four parking spaces overnight, according to the survey. To confirm the requirements, for a development of 14 flats the LHA would need to insist on 4 visitor car parking spaces being available.

Officer note: An amended parking arrangement for staff parking and on-site parking serving the flats is currently with the Local Highway Authority, and further information will be provided within the Update Report.

Police Architectural Liaison Officer (PALO)

No objection - This area is a high demand on calls for service to the Police and partner agencies and locally there have been reports of anti-social behaviour and burglary. Therefore conditions are sought with respect to lighting the car park area, access control to the building, details of cycle security and additional external/security lighting.

Lead Local Drainage Authority

Comments – Additional information is required, specifically with respect to details of the existing surface water drainage arrangements and clarification that on site storage will achieve a 100-year critical rainfall event +40% climate change allowance. Comments have also been provided with respect to the appropriateness of ACO channels over SuDS features, e.g. block paving, and further information is sought with respect to the proposed attenuation crates given the groundwater level.

Anglian Water Services Ltd

Objects - The surface water strategy/flood risk assessment submitted with the planning application relevant to Anglian Water is unacceptable. No evidence has been provided to show that the surface water hierarchy has been followed as stipulated in Building Regulations Part H. This encompasses the trial pit logs from the infiltration tests and the investigations in to discharging to a watercourse. If these methods are deemed to be unfeasible for the site, we require confirmation of the intended manhole connection point and discharge rate proposed before a connection to the public surface water sewer is permitted. We would therefore recommend that the applicant needs to consult with Anglian Water and the Environment Agency. We request that the agreed strategy is reflected in the planning approval.

Environment Agency

No objection

PCC Wildlife Officer

No objection - No evidence of any bat roosts were found during the survey, however it was noted that the roof voids of the buildings were not surveyed due to lack of access. Whilst the presence of pigeons suggests there are unlikely to be any roosting bats present, an informative relating to the legal protection of bats is recommended, along with installation of new bat roosting features, as recommended in the report.

Evidence of nesting birds was found in the buildings, therefore standard bird nesting Informative should be attached should the scheme be approved.

As mitigation it is requested that a range of bird nesting features are installed that cater for a number of different species such as House Sparrow, Starling & Swift. Details regarding numbers, designs and locations should be provided by the applicant which may be secured via a suitably worded condition.

Waste Management

No objection - The plans note that bins would be collected by a commercial waste company.

In the event that the Council were to collect the bins, the bin store area would need to be relocated closer to the highway in accordance with RECAP guidance. 4 x 1100L bins (split 2 x Residual, 2 x co-mingled recycling), 1 x 140L communal food waste bin.

In light of the one way system on Gladstone Street, consideration needs to be made for the time the collection crew take to collect bins so I recommend the bin store is placed as close as possible to the highway.

Local Residents/Interested Parties

Initial consultations: 22

Total number of responses: 5

Total number of objections: 5

Total number in support: 0

First Round

4x letters of representation have been received raising the following concerns:

- Lack of parking in the area;
- The area suffers from anti-social behaviour;
- Loss of privacy;
- Overdevelopment for the site; three storeys is too tall;
- Out of keeping with the area;
- Increase in litter; and
- Local residents concerns are being ignored.

The 5th response relates to comments received from **Councillor Jamil**, who has requested that the application be determined by the Planning and Environmental Protection Committee as the development is not in keeping with the rest of the properties in the vicinity and is too large a development in an already congested part of the ward.

Officer note: At the time of writing this report the application is out for public re-consultation. Should any additional letters of representation be received, these will be included within the Update Report.

5 Assessment of the planning issues

The main considerations are:

- a) Principle of development
- b) Viability
- c) Design and heritage
- d) Access and parking
- e) Drainage
- f) Neighbour amenity
- g) Amenity for future occupants
- h) Archaeology
- i) Biodiversity
- j) Contamination

a) The Principle of Development

The application site is situated within the urban area of the City, therefore the principle of residential development on this site would accord with Policies LP2 and LP3 of the Peterborough Local Plan (2019), subject to satisfactory assessment against the following matters.

b) Viability

The application has been accompanied by a Viability Assessment, which has been submitted to demonstrate that the conversion of the existing buildings to residential would not be a viable business proposal. The Council's Planning Obligations Officer has reviewed this document and, whilst the assessment has been based on 2008 figures, when taking into account the cost of inflation and in the experience of the Officer, updated figures would still result in a deficit and would still demonstrate that the conversion of the existing buildings to residential would not be viable. As such the conversion of the existing buildings would not be a viable business proposition, which factors into the Officers assessment below.

c) Design and Heritage Considerations

Demolition and proposed replacement building

The proposal would result in the demolition and partial demolition of the Church and Hall respectively. As set out above, these buildings are not listed nor are they locally listed, as such these have been identified by the Council's Conservation Officer as non-designated heritage assets, and are '... some of the best preserved buildings in the vicinity, in terms of retaining much of their original historic appearance, materials and detailing'. The site forms a local landmark and is deemed to be a non-designated heritage asset due to its good quality appearance and strong links with the social history of the surrounding area in both education and religion.

The proposal would result in the building on the northern part of the site being demolished in its entirety and used for car parking. The building on the southern side (facing onto Bamber Street) is to be demolished, except for the eastern most third (Children's Nursery). It is then proposed to construct a large three storey flat roofed block of residential flats on the corner. The proposal is considered to be architecturally basic with limited street scene, landmark value, or coherence with its surroundings.

The Conservation Officer has advised that whilst the proposal would retain some of the existing building, this is considered to be a token piece, of very small proportion. It is also the part of the building that is located to the rear of the site, and therefore the prominent gables fronting Gladstone Street would be lost in their entirety. From a heritage consideration the substantial demolition of these buildings would result in the loss of a non-designated heritage asset and resultant detriment to heritage significance and integrity of the area. The NPPF contains a general presumption in favour of sustainable development, but development is not considered sustainable if it causes harm to heritage assets.

Paragraph 197 of the National Planning Policy Framework (NPPF) (2019) states 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'.

The viability assessment has demonstrated that the 2007 scheme, which would have converted the existing buildings into 8x maisonettes, would not be viable under previous or current market prices. As such, this previously approved scheme, whilst lapsed, would not be forthcoming in the future. Furthermore, the submitted viability assessment has demonstrated that the scheme to which this application relates would be viable, and therefore has a higher chance of being implemented. As such, it is considered that the demolition of the buildings, as proposed, has been sufficiently justified.

Turning to the design of the proposed replacement building, the scheme has been submitted at three storey in height and would abut Bamber Street, similar to the existing Church Hall. Whilst the overall size, scale and massing of the proposed building would be larger than the existing Church Hall and Church buildings, it would be lower in overall ridge height. When travelling west along Bamber Street, it would be possible to see part of the building given the ridge design of the Nursery building, however it is not considered to be so prominent from this angle to result in overall adverse harm.

The proposed building would be positioned closer to Gladstone Street than the existing buildings, however it would be set back behind an area of landscaping and 1m high bow top railings. As such the building would be on a similar building line to No. 271 Gladstone Street to the immediate north. Therefore whilst the proposed building would be of a contrasting material, it is situated on a corner plot within a densely populated, predominantly residential area, and would not be visually prominent from distant views when traveling along Gladstone Street. Further, the building would utilise linear openings replicating the existing opening style used on the to-be demolished Hall and Church buildings.

A letter of objection has been received raising concerns that the proposal is overdevelopment of the site, and is out of keeping with the area. Matters of design are subjective, however for the reasons set out above it is not considered that the proposed development and the selection of materials are so unacceptably harmful that the proposal would unacceptably detract from the character or appearance of the area. Further, whilst it is noted that 14x dwellings is a high number of units, it has been demonstrated satisfactory on-site parking could be provided and it would not harm neighbouring amenity (discussed in further detail below). As such it is considered the proposal has responded to the constraints of the site and would not constitute as overdevelopment in this instance.

The benefits of bringing forward 14x additional dwellings into the Urban Area of the City is considered to outweigh the retention of two underused buildings, despite their notable good quality appearance and strong links with the social history of the surrounding area. Subject to conditions being attached with respect to levels, material detailing and details of hard and soft landscaping, the proposed development would not unacceptably harm the character or appearance of the immediate area, in accordance with Policies LP16 and LP19 of the Peterborough Local Plan (2019) and Paragraph 197 of the NPPF (2019).

Staff Parking

The proposed development would create an area of staff car parking area to the north-east of the Nursery to off-set the loss of staff car parking that would result from the proposed residential development. This is reflective of the 2007 scheme (previously permitted) and is included within the amended scheme submitted. Subject to conditions being attached with respect to hard surfacing of the access and parking area, and associated boundary treatments, this element of the proposal would not unacceptably harm the character or appearance of the immediate area.

d) Access and Parking

The Local Highway Authority (LHA) has advised that 14x parking spaces could be provided on site to serve the proposed 14x 1-bed dwellings, which accords with the Council's adopted minimum parking standards set out in Policy LP13. Whilst the development is also required to provide 4x visitor spaces, further to reviewing the submitted parking survey, it has been demonstrated that there would be space within a public car park on Taverner's Road (which is owned by the Council and is located 100 metres around the corner to the north) that could accommodate this number of vehicles. Accordingly, the proposal would not place undue pressure on the surrounding highway network in terms of parking demand.

Further to the receipt of amended plans, a satellite parking area has been incorporated into the proposed scheme, which would be capable of providing 8x staff car parking. Access to this parking would be gained from Taverners Road. This new information is currently with the Local Highway Authority, and their further response to this element of the proposal will be provided within the Update Report.

e) Drainage

A Surface Water Drainage Strategy (Hemmings, October 2019) has accompanied the application. The Lead Local Flood Authority (LLFA) has advised that further information is required, such as clarification as to the existing surface water drainage arrangement and confirmation that satisfactory storage would be provided in site (i.e. 100-year critical rainfall event +40% climate change allowance). Further, the LLFA has advised that a more suitable method of attenuating surface water on site (i.e. block paving rather than the use of ACO channels proposed) and an alternative attenuation crate arrangement should be considered due to groundwater level.

This has been communicated to the Applicant, and it is considered that once this information has been provided and the suggestions set out above have been incorporated into the drainage design, a satisfactory surface water drainage scheme for the site can be accommodated.

Further information in this regard shall follow within the Update Report.

f) Neighbouring Amenity

Demolition and proposed replacement building

Whilst no letters of representation have been received raising amenity as a concern, the matter of neighbouring amenity remains a material planning consideration.

The proposed building would introduce windows over three floors. Situated to the south, on the opposite side of Bamber Street, are two storey residential properties with a retail unit with flat above on the corner to Gladstone Street. Whilst the proposal would introduce facing windows serving principal rooms, given that there is a road intervening, which carries both vehicle and pedestrian traffic, the relationship is acceptable in this instance. It should be further noted that buildings that abut the back edge of the footway is a characteristic of the area.

On the west side of Gladstone Street, again, there are a number of residential properties with retail at ground floor and what appear to be flats above. Similarly, given that there is an intervening road which carries both vehicle and pedestrian traffic, the relationship is considered to be acceptable in this instance.

Situated to the north is 271 Gladstone Street, which appears to be occupied as a house of multiple occupation and is within the ownership of the Applicant. This property is served by a small rear yard, however its original garden would become an amenity area serving future occupiers of this proposal. There are also facing ground floor and first floor facing windows, situated on a two storey off-shoot at the rear of the building. At the time of writing this report, it has not been possible to establish exactly what these windows serve, and whilst experience would suggest these are secondary windows serving either a kitchen or bathroom, a worst-case scenario approach to their assessment is necessary.

On the north elevation of the proposed building there are a number of facing openings serving the ground floor, first floor and second floor flats. Given that there would be two metre high intervening boundary treatment between the application site and this property, it is not considered the proposed ground floor flats would result in a loss of amenity to this neighbour. The first floor flats (1-1 and 1-5) and second floor flat (2-1) would introduce facing windows serving primary habitable rooms (bedroom and living rooms). There would be separation distance of 20m between Flats 1-1 and 2-1 and No. 271's facing openings, which is considered to be an acceptable separation distance to ensure no undue loss of privacy would result. However, there would only be a separation distance of 14.5m from the living room window servicing Flat 1-5 and No. 271's facing windows. This room is served by both front and rear facing window, which looks out onto Gladstone Street and the proposed car parking area, and therefore this first floor side facing opening can be omitted by way of condition to maintain the amenity of neighbouring occupants. There is also a second floor side facing opening serving a circulation space, which can also be omitted by way of condition.

It is noted that No. 271 does not have a rear garden and is served by a yard only, and would be overlooked by the proposed development, however given that it is a rear yard only and not, for example, a garden forming a primary amenity space, this carries less weight and the relationship is accepted in this instance. As such the proposed development would not have an unacceptably adverse impact on the outlook or privacy of No. 271 Gladstone Street, and the relationship is accepted.

No. 273 to the north does have a full length garden representative of neighbouring properties along Gladstone Street, however there would be a separation distance in excess of 21m from the first and second floor facing windows, and the relationship is accepted.

The Council's Pollution Control Officer has advised that the demolition of the existing buildings, and construction activities for the replacement building, could give rise to unacceptable noise and general disturbance to neighbouring occupants if not correctly managed. Therefore it is considered necessary to impose a condition to secure a Demolition and Construction Management Plan.

On this basis, the proposed development would not result in an unacceptable adverse overbearing impact on neighbouring properties, nor would it result in an unacceptable loss of outlook, light or privacy, and would accord with Policies LP16 and LP17 of the Peterborough Local Plan (2019).

Staff Parking

The proposed development would create an area of staff car parking to the north-east of the Nursery, which is reflective of the 2007 scheme. The parking area would only be used by Nursery staff during opening hours, and the comings and goings of 8 vehicles is not considered to result in unacceptably adverse harm to neighbouring amenity by reason of noise and general disturbance. This was the conclusion drawn in the granting of the 2007 scheme and Officers do not consider that the relationship is altered through the current proposal.

g) Amenity of Future Occupiers

The proposed development would abut Bamber Street, which is a shared surface arrangement (i.e. there is no differentiation within the road between pedestrian and vehicle space). Units 0-2 and 0-3 would have windows serving principal rooms positioned adjacent to the highway, which would normally be resisted by Officers. However, this arrangement and layout is characteristic of the built form of the locality, including properties situated directly opposite. It is recognised that future occupiers, particularly of Unit 0-2, would likely be required to close their curtains or blinds for the majority of the day, however as this is representative of the area, the layout is accepted in this instance.

Unit 0-5 would have a ground floor side facing opening and east facing opening serving a living room, which looks out onto the vehicle access and pedestrian access respectively. However, a primary outlook onto the street would also be provided and therefore this relationship is accepted in this instance.

Unit 0-1 would face out onto the car park, whereby there is opportunity to introduce some defensive landscaping, which shall be secured by planning condition.

The Police Architectural Liaison Officer has raised no objection to the proposal subject to a condition being attached with respect to lighting the car park area, access control to the building, details of cycle security and additional external/security lighting. It is noted that there would be a pedestrian passage to the west of the building between the car park and Bamber Street. Officers have strong concerns that this would provide a second pedestrian access into the car park with little to no natural surveillance. Therefore a condition shall be imposed requiring this to be gated and only be accessible for servicing.

The proposal does provide a small area of amenity space to the north-east corner of the site, however it is recognised in reality this will be a drying area and secure bike store area. That said, a communal drying area is considered sufficient to serve the development in this instance, and primary rooms would otherwise be served by a satisfactory outlook and levels of natural light. Furthermore, it is not uncommon for flat developments to have no formal outside amenity space and on balance, an acceptable level of amenity would be afforded to future occupants. As such the proposal would accord with Policy LP17 of the Peterborough Local Plan (2019).

h) Archaeology

The Councils Archaeological Officer has raised no objection to the proposal, advising that the site contains no known archaeological heritage assets. However, the Church and Church Hall, as an architectural complex, contribute to enhance the character of the area as well as having historic significance which derives from the use of the buildings as education establishments. Therefore, the Officer has advised that a historic building survey should be carried out prior to any demolition/alteration works. It may also be appropriate to undertake additional recording during dismantling. The recording should be extended to cover the monitoring of all groundwork operations, as these could expose buried remains of archaeological significance.

Subject to a historic building survey being carried out and recording during dismantling the loss of the Church and Church Hall, the proposal would accord with Policies LP19 of the Peterborough Local Plan (2019) and Paragraph 189 of the NPPF (2019).

i) Biodiversity

The application was accompanied by a bat survey (Hillier Ecology, July 2019), which has been assessed by the Council's Wildlife Officer. No evidence of any bat roosts was found during the survey, however it was noted that the roof voids of the buildings were not surveyed due to lack of access. Whilst the presence of pigeons suggests that roosting bats are unlikely to be present, an informative relating to the legal protection of bats is necessary, along with installation of new bat roosting features, as recommended within the ecological survey.

Evidence of nesting birds was found in the buildings, therefore it has been suggested by the Wildlife Officer that a standard bird nesting informative be attached should the scheme be approved.

As mitigation, it is requested by the Wildlife Officer that a range of bird nesting features are installed to cater for a number of different species such as House Sparrow, Starling & Swift. Details regarding numbers, designs and locations should be provided by the Applicant, which may be secured via a suitably worded condition.

The proposed development would introduce an area of car parking to the north-east of the nursery to provide car parking for staff members. As set out above, this area has historically been accepted as staff parking and therefore a condition shall be appended to secure hard and soft landscaping of this area, as well as the proposed dwellings. Subject to these conditions there would be no net loss to the overall biodiversity value of the site, and the proposal would accord with Policy LP28 of the Peterborough Local Plan (2019)

j) Contamination

The Council's Pollution Control Officer has raised no objections to the proposal however they have requested that a condition be appended that in the event contaminated land is found, works cease and the land investigated (and remediated where necessary). Subject to this condition the proposal would accord with Policies LP17 and LP33 of the Peterborough Policies DPD (2019) and Paragraphs 178-180 of the NPPF (2019).

k) Other Matters

Water Efficiency – In accordance with LP32, to minimise impact on the water environment all new dwellings should achieve the Optional Technical Housing Standard of 110 litres per day per person for water efficiency as described by Building Regulation G2. A compliance condition shall be appended for the avoidance of doubt.

The following matters were raised within letters of representation which are not covered elsewhere within this report:

- Lack of parking in the area

Officer Response: As set out within the Highway section above, it is noted that the area does suffer from historic parking issues. However, the scheme would be able to provide satisfactory off-street parking to serve future occupiers; it has been demonstrated that there is capacity for visitors within a public car park from Taveners Road; and staff parking would be secured by planning condition(s).

- The area suffers from anti-social behaviour

Officer Response: There is nothing to suggest that this proposed development would result in increased levels of anti-social behaviour, and has received no objections from the Police Architectural Liaison Officer.

- Increase in litter

Officer Response: The development would be provided with satisfactory bin storage on site, and would be collected by a private refuse collection company. A bin store area to serve the proposed flats would be located at the front of the site.

- Local residents concerns are being ignored.

Officer Response: The application has been advertised in accordance with the Town and Country Planning (Development Management Procedure) Order 2015 (as amended) and all the planning related matters raised within the letters of representation received have been considered within this report. Any additional letters of representation received as a result of public consultation will be included within the Update Report.

6 Conclusions

Subject to the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighing against relevant policies of the development plan and specifically:

- The proposed development would be situated within the urban area of the city, therefore the principle of development is in accordance with Policies LP2 and LP3 of the Peterborough Local Plan (2019);
- The proposed development would result in the loss of two non-designated heritage assets, however their loss has been justified and the proposed development would not harm the character or appearance of the immediate area, therefore the proposal would accord with Policies LP16 and LP19 of the Peterborough Local Plan (2019) and Paragraph 197 of the NPPF (2019);
- The proposed development would not unacceptably harm the amenity of adjoining neighbours, and satisfactory amenity would be provided for future occupiers, in accordance with Policies LP17 and LP32 of the Peterborough Local Plan (2019);
- The proposed development would not adversely affect the biodiversity value of the site, and would accord with LP28 of the Peterborough Local Plan (2019);
- The proposal would make provision for surface water drainage and uncovering unsuspected contamination, in accordance with Policies LP32 and 33 of the Peterborough Local Plan (2019), and Paragraphs 178-180 of the NPPF (2019); and
- The proposed development would not constitute a highway safety hazard and sufficient car parking could be accommodated onsite, in accordance with Policy LP13 of the Peterborough Local Plan (2019).

7 Recommendation

The case officer recommends that planning permission is **GRANTED** subject to: no objections being raised as part of the neighbour re-consultation process; securing a satisfactory surface water drainage strategy for the site; and the following conditions:

C 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 (as amended).

C 2 The materials to be used in the construction of the external surfaces of the building hereby permitted shall match those set out in the submitted application form and shown on the submitted plans.

Reason: For the Local Planning Authority to ensure a satisfactory external appearance, in accordance with Policy LP16 of the Peterborough Local Plan (2019).

- C 3 If, during development, contamination not previously considered is identified, then the Local Planning Authority shall be notified immediately and no further work shall be carried out until a method statement detailing a scheme for dealing with the suspect contamination has been submitted to and agreed in writing with the Local Planning Authority. The development shall thereafter not be carried out except in complete accordance with the approved scheme.

Reason: To ensure all contamination within the site is dealt with, in accordance with Paragraphs 178-180 of the NPPF (2019) and Policy LP32 of the Peterborough Local Plan (2019).

- C 4 No development (including demolition) shall take place unless and until a Demolition and Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Demolition and Construction Management Plan shall include (but not limited to) the following:

- i) Hours of working and deliveries;
- ii) Parking, Turning and Loading/Unloading areas for all construction/contractors vehicles;
- iii) Site compounds/storage areas; and
- iv) Wheel cleansing facility details.

Note Officers would expect hours of delivery for HGVs to take place between 09:30 and 15:45 Monday to Friday only to avoid peak hours.

The demolition and construction works shall thereafter only take place in strict accordance with the approved Demolition and Construction Management Plan.

Reason: In order to protect the amenities of neighbouring occupants and in the interests of highway safety, in accordance with Policies LP13 and LP17 of the Peterborough Local Plan (2019). This is a pre-commencement condition as these details need to be agreed before development commences on site.

- C 5 Notwithstanding the submitted information, no land raising is permitted and the finished floor levels of the ground floor residential units hereby permitted shall be no more than 100mm above the existing ground floor level.

Reason: In order to protect and safeguard the amenities of the adjoining occupiers, in accordance with Policy LP17 of the Peterborough Local Plan (2019).

- C 6 Prior to occupation of any residential unit hereby permitted, space shall be laid out and made available for 14x vehicles to park in accordance with Drawing 1633-PR101 B. These parking bays shall be marked to refer to the property to which they relate and shall not thereafter be used for any purpose other than the parking of vehicles in connection with the use of the new residential units hereby permitted in perpetuity.

Reason: To ensure the development is provided with satisfactory parking, in accordance with Policy LP13 of the Peterborough Local Plan (2019).

- C 7 Prior to occupation of any residential unit hereby permitted, details of secure cycle parking capable of accommodating 14x cycles shall be submitted to and approved in writing by the Local Planning Authority. The details shall show 'Sheffield' style stands with shelters that are covered and secure.

Thereafter, the cycle parking shall be implemented in accordance with the approved details prior to first occupation of the first residential unit and thereafter be retained and maintained as such in perpetuity, available for use by future occupiers.

Reason: In the interest of ensuring that the site is served by sufficient cycle parking and to encourage more sustainable methods of travel to/from the site, in accordance with Policy LP13 of the Peterborough Local Plan (2019)

- C 8 Prior to occupation of any residential unit hereby permitted, the following details shall be submitted to and approved in writing to the Local Planning Authority.
- an audio access control system to serve the development; and
 - a secure boundary treatment and external lighting to serve both the car park serving the permitted residential units and staff nursery car park (as shown on Drawing 1633-E01 B 'Location Plan').

Thereafter, the audio access control system, secure boundary treatment and external lighting scheme shall be implemented in accordance with the approved details prior to the occupation of any residential unit, and thereafter retained and maintained as such in perpetuity.

Reason: In the interest of protecting the amenity of future occupiers from crime and anti-social behaviour, in accordance with Policies LP16 and LP17 of the Peterborough Local Plan (2019).

- C 9 Notwithstanding the approved drawings, the following windows/openings (as shown on Drawings 1633-PR101 B 'Proposed Site Plan and Floor Plans', 1633-PR102 A 'Proposed Elevations' and 1633-PR103 A 'Proposed Floor Plans') shall be omitted:

- First floor openings serving Units 1-5 to the northern elevation; and
- Second floor opening serving the hallway / circulation area.

Reason: For the avoidance of doubt and in the interest of protecting neighbouring amenity, in accordance with Policy LP17 of the Peterborough Local Plan (2019).

- C10 Prior to occupation of any residential unit hereby permitted, a scheme for the provision of bat and bird boxes (to accommodate House Sparrow, Starling & Swift) shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the bat and bird boxes shall be implemented prior to occupation of any residential unit in accordance with the approved details and retained in perpetuity.

Reason: In the interest of preserving the biodiversity value of the site, in accordance with Policy LP28 of the Peterborough Local Plan (2019).

- C11 No demolition shall take place unless and until (including stripping out works), a Level 2 Historic Building Survey of all parts of the buildings to be affected by the proposed development has been carried out (pre-works, during works, and post works), and submitted to and approved in writing by the Local Planning Authority.

The survey must be undertaken in accordance with the guidelines set by Historic England (2015, Understanding Historic Buildings: A Guide to Good Recording Practice). The recording must be undertaken by heritage professionals. Both the exterior and interior of the buildings should be inspected, described and photographed. The examination of the buildings should result in an analysis of its development and use.

Reason: To ensure that historic building features are properly examined and recorded, in accordance with Section 16 of the National Planning Policy Framework (2019) and Policy LP19 of the Peterborough Local Plan (2019). This is a pre-commencement condition as these details need to be recorded before development commences on site.

C12 No development (including demolition) shall take place unless and until a scheme for the hard and soft landscaping of the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the following:

- Planting plans including retained trees, species, numbers, size and density of planting;
- Details of all boundary treatments, including treatment to the proposed Nursery staff car parking area; and
- Bin storage areas.

The approved hard landscaping scheme shall be carried out prior to the first occupation of any residential unit, and retained thereafter.

The soft landscaping shall be carried out within the first available planting season following first occupation of the first residential unit or, alternatively, in accordance with a timetable for landscape implementation which has been approved as part of the submitted landscape scheme.

Any trees, shrubs or hedges forming part of the approved landscaping that die, are removed or become diseased within five years of the implementation of the landscaping scheme shall be replaced during the next available planting season by the developers, or their successors in title with an equivalent size, number and species to those being replaced. Any replacement trees, shrubs or hedgerows dying within five years of planting shall themselves be replaced with an equivalent size, number and species.

Reason: In the interests of visual amenity and enhancement of biodiversity, in accordance with Policies LP16 and LP28 of the Peterborough Local Plan (2019).

C13 No development (including demolition) shall take place unless and until the staff car parking area shown on Drawing 1633-E01 D (Location Plan) has been laid out and made available for use by staff of the Nursery. This shall include the erection of boundary treatments to No's 57 and 59 Taveners Road and associated security measures. The car parking area shall thereafter be retained and maintained in perpetuity for staff parking in association with the Nursery, and for no other use or user.

This area shall not be used for the pick-up and drop-off of children, nor shall it be used by delivery vehicles.

Reason: To ensure the development provides satisfactory parking to serve the development and to protect the amenity of neighbour occupiers, in accordance with Policies LP13 and LP17 of the Peterborough Local Plan (2019).

C14 Prior to occupation of any residential unit hereby permitted 2m x 2m vehicle to pedestrian visibility splays shall be laid out on both sides of the access onto Gladstone Street. The splays shall be provided and maintained thereafter free from any obstruction over a height of 600mm within an area of 2m x 2m measured from and along the back of the highway boundary.

Reason: To ensure the development does not constitute a highway safety hazard, in accordance with Policy LP13 of the Peterborough Local Plan (2019).

C15 The development hereby approved shall achieve the Optional Technical Housing Standard of 110 litres per person per day, in accordance with Building Regulations G2.

Reason: To minimise impact on the water environment, in accordance with Policy LP32 of the Peterborough Local Plan (2019).

C16 The development hereby permitted shall be carried out in accordance with the following approved plans:

- 1633-E01 D (Location Plan)
- 1633-E02 (Existing Plans and Elevations)
- 1633-PR101 B (Proposed Site Plan and Floor Plans)
- 1633-PR102 A (Proposed Elevations)
- 1633-PR103 A (Proposed Floor Plans)

Reason: To clarify the approved details and to ensure the development accords with the reasoning and justification for granting approval.

Copies to Cllrs. Jamil. Iqbal. Hussain

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