Planning Committee Report		
Planning Ref:	OUT/2017/2879	
Site:	Union Place, Land north of No. 2 Union Place	
Ward:	Longford	
Applicant:	Mrs Kaur	
Proposal:	Outline application for the erection of two residential	
	dwellings; seeking permission only for access, all other	
	matters are reserved.	
Case Officer:	Shamim Chowdhury	

SUMMARY

The outline planning application seeks permission for the erection of two dwellinghouses with access from Union Place. Union Place is a narrow un-adopted road off Sydnal Road connecting to Isambad Drive via a narrow path. Isambad Drive is small residential court yard style Cul-de-Sac off Oban Road to the north of Union Place. The indicative plans show the properties to be detached and two storeys in height with each of the houses having 4 bedrooms, including one in the attic using roof light on the rear roof slope. The plans indicate that both of the houses would have at least two parking spaces and rear garden. The appearance, scale and landscaping element of the proposal are reserved and not part of this application.

This application has been submitted following refusal of the last application which was also an outline application for the erection of 4 dwellings, access only fro consideration. The last application was refused because the site was inadequate to provide satisfactory onsite parking and manoeuvring area. One of the proposed dwellings on the south end of the site would have had insufficient amenity areas and would have been overlooked from No. 2 Union Place with potential visual intrusion to the occupiers of No. 2 Union Place. This current scheme has been amended since its original submission to achieve a satisfactory residential environment given the constraint of the site. The number of houses has been reduced to 2 from 4 and both new dwellings would be set back from Union Place as well as set further away from the dormer windows of No. 2 Union Place, a converted residential dwellinghouse.

The proposal would be a windfall residential development and compatible with the surrounding residential properties. It is considered that the development would not have significant adverse impact on highway safety nor would it affect the adjoining neighbouring amenities. The site is in a sustainable location with good access to facilities and the proposal is considered acceptable. The development would also assist in delivering the city's housing needs although the number of houses is minimal. The new Local Plan 2016 recognises that the windfall sites will have an important role towards meeting required housing target.

KEY FACTS

Reason for report to committee:	Representations from more than 5 properties and a petition against the proposal sponsored by Cllr Harvard	
Current use of site:	Overgrown vacant plot of land	
Number of dwellings:	2 detached dwellings	
Car parking:	2 spaces for each houses	

Access:	Vehicular access from Union Road; pedestrian accesses	
	from Isambad Drive as well as Union Place.	

RECOMMENDATION

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

REASON FOR DECISION

- a) The proposal is high quality design improving the character of the area
- b) The proposal will not adversely impact upon highway safety
- c) The proposal will not adversely impact upon the amenity of neighbours
- d) The proposal accords with Policies DS3, H3, H9, AC2, AC3 and EM1 of the Coventry Local Plan 2016, together with the aims of the NPPF.

BACKGROUND

APPLICATION PROPOSAL

Outline planning permission (with access only submitted for determination) is sought for the erection of two dwellings. Indicative plans show that the dwellings are 4 bed, detached, two-storey with the roof space to be used for 4th bedroom. The indicative site layout plan shows each dwelling to have at least two car parking spaces and a private garden area to the rear.

SITE DESCRIPTION

The application site is an overgrown plot of land broadly square in shape and covering an area of 640 square metres. The site fronts an un-adopted road which narrows into a path accessed between bollards separating Union Place from Isambard Drive. The surrounding area is predominantly residential. Residential properties are to the west, south and east and the Longford Baptist Church adjoins the site to the north. Further to the north there are various commercial uses including a lorry park.

PLANNING HISTORY

The recent planning application relevant to the site:

Application	Description of Development	Decision and Date
Number		
OUT/2017/1090	Erection of four residential	Refused 07/08/2017
	dwellings (Outline application	
	discharging access, all other	
	matters reserved)	

POLICY

National Policy Guidance

National Planning Policy Framework (NPPF). The NPPF published in March 2012 sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that is relevant, proportionate and necessary to do so. The NPPF promotes sustainable development and good design is recognised as a key aspect of this.

The National Planning Practice Guidance (NPPG) 2014, this adds further context to the NPPF and it is intended that the two documents are read together.

Local Policy Guidance

The current local policy is provided within the Coventry Local Plan, 2016 -2031.

Policies within the Local Plan that are relevant include:

DE1 – Ensuring High Quality Design

H3 – Provision of New Housing

H9 - Residential Density

DS3 – Sustainable development policy

AC2 – Road Network

AC3 – Demand management

EM1 – Planning for Climate Change Adaptation

EM5 – Sustainable Drainage Systems (SuDS)

EM7 – Air Quality

SPG Design Guidelines for New Residential Development

SPD Delivering a more sustainable city

CONSULTATION

No Objections subject to conditions received from:

Drainage and Flood risk

Ecology

Environmental Protection Officers (CCC)

Highways (CCC)

No objections received from West Midlands Fire Service

Immediate neighbours and local councillors were notified by letters on 24 November 2017 and two site notices were posted on 29 November 2017.

7 letters of objection have been received against the initial proposal for the erection of 4 dwellings, raising the following material planning considerations:

- a) Loss of privacy and overlooking to neighbouring dwellings
- b) Concerns over the width of the access road for vehicles including refuse vehicles, there isn't enough room for additional vehicles to manoeuvre safely.
- c) Separation distance is inadequate with the neighbouring houses
- d) Increased volume of traffic will be dangerous to current and future residents as well as to pedestrians
- e) There are already parking problems in the area, the proposal would make the parking problem worse
- f) The proposal is not in keeping with the surrounding in terms of its design and density
- g) Concerns over Japanese Knotweed on the site
- h) Disturbance and pollution during construction
- The proposed dwellings will double the amount of the current residents in Union Place which is considered an overdevelopment of the small site and not to be in the interest and safety of the local community
- j) Loss of light to the church building

Within the letters received the following non material planning considerations were raised, these cannot be given due consideration in the planning process:

- k) Rights of way and ownership issue of Union Place, which is an unadopted road
- I) The proposed access is a footpath.

A 45 signature petition objecting to the application on the grounds that the density of the development is too high and it would be an overdevelopment which would increase the traffic causing danger to residents, pedestrians and public safety. The petition is sponsored by Cllr Harvard.

Following the submission of the amended scheme which is for the erection of 2 dwellings instead of 4, the residents were re-notified on 9th January 2018. On this occasion, 5 letters of objection have been received, the reasons for the objection are the same as the initial reasons stated above. Cllr Harvard supports the initial petition against the proposal.

Any further comments received will be reported within late representations.

APPRAISAL

The main issues in determining this application are principle of development, impact upon neighbouring amenity, character of the area and highway considerations.

Principle of development

Policy H3 of the Coventry Local Plan (CLP) 2016 deals with the provision of new housing. It states that new housing must provide a high quality residential environment which assists in delivering urban regeneration or contributes to creating sustainable communities and which overall enhances the built environment. This Policy clarifies suitable residential environments by stating that a suitable residential environment will include safe and appropriate access, have adequate amenity space and parking provision and be safe from environmental pollutants such as land contamination, excessive noise and air quality issues.

Policy H9 of the Coventry Local Plan 2016 is to ensure the appropriate density for residential developments and suggests that the proposal must make the most effective and efficient use of land whilst ensuring compatibility with the quality, character and amenity of the surrounding area.

The proposed site is a windfall site surrounded by residential properties and a church. The site is in a highly sustainable location being accessible by walking, cycling and public transport. The nearest bus stops are on Oban Road and Bedford Road and it is located in close proximity to a range of shops, amenities and services within the Longford Local Centre.

Whilst the site is fairly reasonable in size, it has constraints due to the tight relation with the surrounding residential properties. The proposed development has been revised and reduced the number of dwellings from four to two. The application seeks permission for access only with all other matters reserved. The relevant matters such as siting, layout, design, mass, scale and landscape for this proposal are subject to a reserved matters application and not part of the assessment of this application.

The indicative site plan and layout plan show that the proposed two dwellings fronting Union Place would be set back from Union Place and also set away from the southern boundary of the site. This is to provide satisfactory separation distances from the adjoining neighbouring houses and at the same, to create a quality residential environment for the future occupiers of the proposed houses. The indicative layout and site plan demonstrate that two dwellings can be accommodated on site whilst safeguarding adjoining neighbouring amenities. The indicative layout demonstrates a positive street frontage could be maintained and there would be sufficient private rear amenity space without affecting the appearance and character of the area. The proposal also shows that each dwellings would have at least two off-street parking spaces.

With regard to density, Policy H9 suggests that outside of the ring road a minimum of 35 dwellings per hectare (net) should be provided on previously developed land and on Greenfield sites the density should be minimum of 30 dwellings per hectare (net). In this instance, two dwellings on this application site would provide a density of around 31 units per hectare. This density is considered reasonable given that this is a windfall site and anymore houses would affect the existing neighbouring amenities.

It is therefore considered that the proposed site is capable of accommodating two dwellings and would be able to create an attractive residential environment for future occupiers. Therefore, the proposed residential development is considered acceptable in principle.

Impact on neighbouring amenity

The concerns raised by local residents are carefully noted. The revised scheme is considered acceptable in terms of separation distances and relationship with surrounding neighbouring houses. In order to protect the amenity of existing residents, the SPG recommends that a minimum distance separation of 20m be maintained between principal windows to the front/rear of properties. The SPG also indicates that where the side of a house is situated near to the rear of neighbouring properties, a minimum distance of 12m should normally be maintained between the side elevation of the new house and the rear elevation of the neighbours' properties and vice-versa. This is required to ensure that an acceptable degree of outlook and visual amenity is maintained and to prevent the new development appearing overbearing to the occupiers of neighbouring dwellings. Furthermore, Paragraph 17 of the NPPF seeks to protect the amenities of all existing and future occupants of land and buildings.

In this case the indicative plan shows that the distance between the rear elevation of the proposed dwellings and the houses on Bedworth Road is not only substantial but also in an angle. The distance is more than 50m. The front elevation of the new houses would not be directly opposite the front or rear elevation of any other neighbouring houses. The distance between the side elevation of the proposed house (shown as house no. 2 on indicative site plan) and rear elevation/dormer windows of adjacent house No. 2 Union Place is approximately 13m. In addition, the front elevation of the proposed house No. 2 is approximately 13m from the side boundary/rear garden of the other neighbouring house No.18 Isambad Drive. The rear garden of No. 18 Isambad Drive runs along the west side of Union Drive and is enclosed by a high level close boarded timber fencing. This arrangement together with the vehicular access that is located between these two properties would reduce any overlooking towards the rear amenity of No. 18 Isambad

Drive. There is a similar relationship with the existing rear bedroom windows of houses on Isambad Drive, as well as first floor rear windows of some houses on Sydnall Road overlook houses on Isambad Drive and Union Place. Therefore, it is not considered that there would be significant harm to the amenities of No. 18 Isambad Drive. Nevertheless, the detailed design will be considered during the assessment of the reserved matters application.

Concerns have been raised about additional noise and air pollution arising from the new dwellings, some impacts are inevitable when new dwellings are built and these would not be so severe as to justify refusing the application on those grounds. However, an appropriate condition requiring submission of a construction management plan to demonstrate how impacts from dust, construction vehicles and plant and of noise are to be controlled and monitored in order to protect local air quality and local residential amenity.

Considering the proposal and indicative plans it is considered that two houses on this site could be accommodated so as they would not have detrimental impact on the neighbouring occupiers in terms of loss light, outlook, visual intrusion and loss of privacy to harm their living conditions.

It is considered that a condition removing all future developments (under permitted development rights) within the development site would be reasonable in order to retain satisfactory amenity areas of the neighbouring occupiers as well to ensure visual amenity of the area. The proposal is therefore satisfies Policies H9, DS3 and DE1 of CLP 2016

Character of the area

The NPPF and Policy DE1 both encourage high quality urban design. The NPPF states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Policy DE1 of CLP 2016 adds to this by stating that all development proposals must respect and enhance their surroundings and positively contribute towards the local identity and character of an area. Furthermore, Policy H9 of CLP 2016 states that the density of development should represent the most effective and efficient use of land whilst ensuring compatibility with the quality, character and amenity of the surrounding area. The design element would be considered in terms of the enhancement of the character and quality of the local environment; the relationship between buildings and spaces; and building details such as proportion, massing and materials.

With the current submission being an outline application with access only for consideration, the detailed design, layout, mass and scale of the proposed dwellings are not matters to consider in this instance. However, a general assessment is required to assess whether the proposed residential development would affect the established the character of the area.

The houses and built forms in the immediate vicinity vary significantly in terms of their design, layout and character. The height of the buildings are mainly two-storey and display a mixed architectural character. There are a number of commercial and industrial premises within close proximity as well as a church abuts the site. There is no strong or uniform building line in the immediate vicinity; the built form is similar to a court yard style development. Therefore, the addition of two houses in the area, either detached or semi-

detached would not affect the general character of the area. Whilst a detailed assessment would be required on a final design solution including layout, mass and scale, it is considered that it is possible to achieve a layout of the site which would fit in with the character of the area. The proposal therefore accords with Policy H3 and DE1 of the CLP 2016 for new dwellings.

Highway considerations

The proposed development would use the existing vehicular access to the site which is Union Place. Union Place is a narrow lane off Sydnall Road between No. 1 Union Place and No. 18 Sydnall Road runs towards the north. Union Place provides vehicular access to couple residential properties and pedestrian access to Isambad Drive including the Longford Baptist Church. Despite that the width of Union Place is fairly narrow and it's a single track road, this is an established vehicular access. Although there is a boundary fences/walls along both sides' of this access, they are not high enough to affect the visibility splay. These access arrangements are in accordance with standards and satisfactory to highways Officers. In addition, the new layout demonstrates that the width of 6 metres required for a vehicle to be able to reverse out of a parking space and be able to turn and continue in a forward gear will be achieved. On this basis the Highway Authority does not raise any objections to the proposals. It is unlikely that the proposal would affect the highway safety and free flow of traffic nor would it increase the demand on on-street parking in the area.

Policy AC2 of CLP 2016 recognises that the provision of car parking for a new development can influence the traffic generation congestion. It goes on to state that the occurrences of inappropriate on-street parking can block access routes for emergency, refuse and delivery vehicles, block footways preventing pedestrians' access, affect the street scene and could reduce visibility for motorists and pedestrians causing safety issues. The new development will therefore be expected to provide appropriate levels of car parking in order to address the above issues. Policy AC3 of the CLP 2016 states that proposals for the provision of car parking associated with new development will be assessed on the basis of parking standards set out in Appendix 5.

Both proposed new dwellings would have direct vehicular and pedestrian access from Union Place. Indicative plan shows that each house will have two parking spaces. It is considered that the proposed parking spaces for the new development would be sufficient and would not have any additional impact on existing parking provision than that which already exists. Given the density of the development, road layout and parking provision within a small residential Cul-de-Sac, it is considered that the proposal would not have any demonstrable impact on the free flow of traffic and endanger highway safety. The proposal therefore accords with Policy AC2 and AC3 of the CLP 2016 for new developments.

Other considerations

Environmental Protection are satisfied with the proposal but recommended a condition requiring submission of an environmental noise assessment and mitigation measures as the site is close to the Baptist church and has a line of site to Oban Rd and the depot entrance where there are a number of HGV movements. The Environmental Protection recommended a site investigation in relation to land contamination as well as an assessment of the gas risks at the site. The historical maps show a number of buildings on this site and the site is within 250 metres of the former landfill at Oban Road. The

Environmental Protection Officer recommended conditions to minimise the impact of the development on air quality by installing electric vehicle charging points and gas boilers with Ultra Low NOx models. The site appears to have overgrown with Japanese Knotweed, a condition has been recommended requiring submission of detailed survey of Japanese Knotweed and if necessary appropriate mitigation measures.

The Ecologist considers that the development would result in a loss of biodiversity and this must be compensated through installing bird boxes and incorporating bat bricks in the proposed buildings. An appropriate condition has been recommended to compensate the loss of biodiversity of this site.

Concerns have been raised by the church about a loss of light. However, as this is not living accommodation and the primary windows to the church are not on the side elevation, the relationship of the development to the church is considered to be acceptable.

Conclusion

The application is considered acceptable in principle and the residential development is considered to be an appropriate use of a site. The proposed development is not considered to affect neighbouring amenity or highway safety. The reason for Coventry City Council granting planning permission is because the development is in accordance with: Policies DE1, H3, H9, DS3, AC2 and AC3 of the Coventry Local Plan 2016, SPG, together with the aims of the NPPF.

CONDITIONS/REASON

 Details of the appearance of the building(s), landscaping of the site and the scale of building(s) (hereinafter called 'the reserved matters') shall be submitted to and approved in writing by the local planning authority before any development begins and the development shall be carried out in full accordance with these reserved matters as approved.

Reason: To comply with Article 3(1) of the Town and Country Planning (General Development Procedure) Order 1995.

2. Application for approval of the reserved matters shall be made to the local planning authority not later than three years of the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

3. The development to which this permission relates shall begin within three years of the date of permission or within two years of the final approval of the reserved matters, whichever is the later.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

4. The reserved matters to be submitted in accordance with Condition 1 shall include details of the finished floor levels of all buildings, together with details of existing and proposed site levels on the application site and the relationship with adjacent land and buildings, and the development shall be carried out in strict accordance with these approved details or any subsequently approved amendments.

Reason: To ensure sufficient information is submitted to demonstrate a satisfactory relationship between the proposed development and adjacent land and buildings in the interests of amenity in accordance with Policy DE1 of the Coventry Local Plan 2016.

5. The development hereby permitted shall be carried out in accordance with the following approved documents:Topo Survey; Proposed plans 10657-10D.

Reason: For the avoidance of doubt and in the interests of proper planning.

6. The development shall proceed only in strict accordance with a construction method statement which shall be submitted to and approved in writing by the local planning authority. The approved statement shall be strictly adhered to throughout the construction period and shall provide for: measures to control the emission of noise, dust and dirt during construction; and details of construction hours.

Reason: In the interests of highway safety and the amenities of the occupiers of nearby properties, the free flow of traffic and the visual amenities of the locality in accordance with Policies AC1, AC3, EM1 and DE1 of the Coventry Local Plan 2016.

7. 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 ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled water, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy EM6 of the Coventry Local Plan 2016.

8. Before the development hereby permitted commences a survey of the levels of landfill gas emanating on and at the boundaries of the site, together with suitable measures for the protection of any proposed building(s) from the ingress of landfill gas, shall be submitted to the local planning authority. If the local planning authority determine that such protection measures are necessary, the development shall only be carried out in full accordance with a scheme of protection measures which have

been submitted to and approved in writing by the local planning authority and once provided such measures shall not be removed or altered in any way without the prior written approval of the local planning authority.

Reason: To safeguard health, safety and the environment in accordance with Policy EM6 of the Coventry Local Plan 2016.

9. No part of the development hereby permitted shall be commenced until a Japanese knotweed survey is undertaken, and if identified on the site a treatment plan to eradicate the plant must be submitted to the Local Planning Authority for approval.

Reason: To safeguard health, safety and the environment in accordance with Policy EM6 of the Coventry Local Plan 2016.

10. Prior to commencement of development, an Environmental Noise Assessment shall be undertaken to demonstrate that internal noise levels within the dwelling can conform to the recommendations laid out in BS8233:2014 'Guidance on sound insulation and noise reduction for buildings' together with a detailed plan of any mitigation measures required. All recommended mitigation measures shall be implemented in full prior to the first occupation of the dwelling and shall be retained thereafter.

Reason: To ensure a satisfactory residential environment for future occupiers, in accordance with Policies EM1, H3 and DE1 of the Coventry Local Plan 2016.

- 11. Prior to commencement of development, the following information shall be submitted to and approved in writing by the local planning authority:
 - i. A provisions must be made for the drainage of the site to ensure there are no temporary increases in flood risk, on or off site, during the construction phase...
 - ii. All 'within building plot' drainage must be considered for the incorporation of water re-use systems, such as grey water harvesting, to manage down both peak and total rainfall runoff discharging to sewer systems, watercourses and groundwater.
 - iii. The development must be considered for the implementation of permeable paving for the management of total surface water flows, and water filtering in accordance with Coventry City Council's adopted Supplementary Planning Document for 'Delivering a More Sustainable City'.
 - iv. Evidence to show the management of overland flow routes in the event of exceedance or blockage to the drainage system. Details should include demonstration of how the building will be protected in such an event.
 - v. Provisions must be made for the drainage of the site to ensure there is no discharge of surface water to the Public Highway.
 - vi. Where new or redevelopment site levels result in the severance, diversion or the reception of natural land drainage flow, the developer shall intercept these flows and discharge these by a method approved by the Local Planning Authority. vii. Foul drainage plans.

Reason: To ensure that a satisfactory means of drainage is provided such as to minimise flooding and which promotes and maintains the good stewardship of the natural and built environment in accordance with Policies EM4 and HW1 and DS3 of the Coventry

Local Plan 2016.

12. Any landscaping (other than the planting of trees and shrubs) including boundary treatment, paving and footpaths referred to in condition one shall be completed in all respects, with the exception of tree(s) and shrub(s) planting, within the first planting season following the first use of dwellings and the tree(s) and shrub(s) shall be planted within six months of that first use. Any tree(s) or shrub(s) removed, dying, or becoming in the opinion of the local planning authority seriously damaged, defective or diseased within five years from the substantial completion of the scheme shall be replaced within the next planting season by tree(s) or shrub(s) of similar size and species to those originally required to be planted. All hedging, tree(s) and shrub(s) shall be planted in accordance with British Standard BS 8545:2014 Trees: from nursery to independence in the landscape - Recommendations and BS4428 - Code of Practice for General Landscape Operations.

Reason: To ensure a satisfactory standard of appearance of the development in the interests of the visual amenities of the area in accordance with Policies GB1, GE1, DE1 and HE2 of the Coventry Local Plan 2016.

13. The dwellings shall not be occupied unless and until the access, car parking and manoeuvring areas indicated on the approved drawings have been provided and thereafter those areas shall be kept marked out and available for such use at all times

Reason: To ensure adequate off-street car parking and servicing facilities in the interests of both highway safety and visual amenity in accordance with Policies AC1 and AC3 of the Coventry Local Plan 2016.

14. Any gas boilers installed on the site shall achieve a dry NOx emission rate of <40mg/Kwh

Reason: To mitigate the impact of the development upon air quality, in accordance with Policy EM7 of the Coventry Local Plan 2016.

15. Prior to occupation of the dwellings, one electric vehicle recharging point shall be provided to each dwelling and shall be retained and maintained thereafter.

Reason: To reduce the impact of the development on air quality in accordance with Policy EM7 of the Coventry Local Plan 2016.

No part of the development hereby permitted shall be commenced until a scheme for the provision of bird boxes to be erected on the new buildings and bat bricks to be incorporated in the new buildings, has been submitted to and approved in writing by the local Planning Authority. The scheme to include details of box type, location and timing of works. Thereafter, the boxes and bricks shall be installed and maintained thereafter.

Reason: To safeguard the presence and population of a protected species in line with UK and European Law, The Conservation of Habitats and Species Regulations 2010 and Policy GE3 of the Coventry Local Plan 2016.

17. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no further development shall take place within the curtilage of any dwellinghouse hereby permitted without the prior written approval of the local planning authority.

Reason: That due to the restricted nature of the application site and its relationship with adjoining properties it is considered important to ensure that no additional development is carried out without the permission of the local planning authority in accordance with Policies H9 and DE1 of the Coventry Local Plan 2016.

Location, Block and Proposed Plan