

Planning Committee Report	
Planning Ref:	FUL/2018/2294
Site:	9 North Avenue
Ward:	Lower Stoke
Proposal:	Proposed alterations and extensions to 9 North Avenue, comprising 5no. one bedroom apartments and 9no. two bedroom apartments with associated works and parking
Case Officer:	Nigel Smith

SUMMARY

The site is a locally listed building in Stoke Park conservation area. The proposal is to convert the building into 14 apartments, with some modest extensions. 23 parking spaces would be provided within the grounds. The proposal would be a sympathetic conversion of this historic building and would result in an appropriate and sustainable use of the site.

BACKGROUND

The proposal is to convert and partially extend the property to create 14 apartments. Nine would have two bedrooms and the other five would have one. Some previous extensions to the property would be demolished and a flat roofed extension added to the western elevation and a single storey pitched roof extension added to the east. Existing vehicular accesses would be utilised to provide on-site parking and important trees would be protected.

KEY FACTS

Reason for report to committee:	Objections from 5 or more members of the public and called in by Cllr Miks due to the size and impact of the proposals
Current use of site:	Vacant
Proposed use of site:	Residential
Number of parking spaces:	23

RECOMMENDATION

Planning committee are recommended to grant planning permission subject to conditions and subject to the completion of a S106 Agreement to secure the contributions listed within the report.

REASON FOR DECISION

- The proposal is acceptable in principle.
- The proposal will not adversely impact upon highway safety.
- The proposal will not adversely impact upon the amenity of neighbours.
- The proposal makes provision for necessary developer contributions.
- The proposal accords with Policies: DS3, H3, H9, GE3, GE4, JE7, DE1, HE2, AC2, AC3, AC4, EM5, EM6, EM7 and IM1 of the Coventry Local Plan 2016, together with the aims of the NPPF.

BACKGROUND

APPLICATION PROPOSAL

The proposal is to convert and partially extend the property to create 14 apartments. Nine would have two bedrooms and the other five would have one. The unsympathetic extensions to the property, including the boiler house and conservatory, would be demolished and a flat roofed extension added to the western elevation and a single storey pitched roof extension added to the east.

The ground floor would be converted into 9 apartments with three on the 1st floor and two on the 2nd. There would be 23 parking spaces created with four accessed via the western access and 19 from the eastern. Existing gates would be set back 5m from the highway to allow a car to pull off the road whilst the gates open. There would be a refuse store to the south western corner of the site.

SITE DESCRIPTION

The site is located in the Stoke Park conservation area, which is a Victorian residential suburb, with sandstone walls on the southern, eastern and northern sides and gated entrances leading onto Binley Road and Brays Lane.

9 North Avenue (also known as Elm Bank) dates from around 1870 and is locally listed. It was the home of Siegfried Bettman, who was one of the founders of the Triumph cycle and motorcycle companies. It was used by Coventry City Council for training and as offices from the mid-20th century before being left vacant.

The substantial property, which included a stable block behind the main residence, has been subject to some unsympathetic extensions including a lean to conservatory and utilitarian boiler house on its eastern elevation. The eastern portion of the grounds are given over to hardstanding with some soft landscaping to the west. The boundaries of the plot are marked by mature hedgerows and trees, as is typical of the conservation area.

To the east and west of the property are detached dwellings whilst Sacred Heart primary school is located to the north.

The site benefits from two vehicular access to its southern and eastern boundaries.

PLANNING HISTORY

There have been a number of historic minor planning applications on this site, however only one is relevant to this application

S/1973/1892	Change of use to child guidance centre	Granted (1973)
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POLICY

National Policy Guidance

National Planning Policy Framework (NPPF). The new NPPF published on 24 July 2018 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 new NPPF increases the focus on achieving high quality design and states that it is "fundamental to what the planning and development process should achieve".

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, which was adopted by Coventry City Council on 6th December 2017. Relevant policy relating to this application is:

- Policy DS3: Sustainable Development Policy
- Policy H3: Provision of New Housing
- Policy H6: Affordable Housing
- Policy H9: Residential Density
- Policy GE3: Biodiversity, Geological, Landscape and Archaeological Conservation
- Policy GE4: Tree Protection
- Policy JE7: Accessibility to Employment Opportunities
- Policy DE1 Ensuring High Quality Design
- Policy HE2: Conservation and Heritage Assets
- Policy AC2: Road Network
- Policy AC3: Demand Management
- Policy AC4: Walking and Cycling
- Policy EM3 Renewable Energy Generation
- Policy EM4 Flood Risk Management
- Policy EM5 Sustainable Drainage Systems (SuDS)
- Policy EM7 Air Quality
- Policy IM1: Developer Contributions for Infrastructure

Supplementary Planning Guidance/ Documents (SPG/ SPD):

SPG Design Guidelines for New Residential Development
SPD Delivering a More Sustainable City

CONSULTATION

No Objections received from:

- Highways (CCC)

No objections subject to conditions/contributions have been received from:

- Tree Officer (CCC)
- Environmental Protection (CCC)
- Drainage (CCC)

Conservation Officer (CCC) – no objection in principle but has requested slight amendment to extensions to better assimilate with original property

NHS - Request a contribution of £6820 towards acute and emergency care at University Hospital Coventry and Warwickshire

Immediate neighbours and local councillors have been notified; a site notice was posted and a press notice was displayed in the Coventry Telegraph on 30th August.

10 letters of objection have been received, raising the following material planning considerations:

- a) Adverse visual impact from extension to both existing building and conservation area
- b) Loss of biodiversity

- c) Refuse store should not be so close to boundary with No.8
- d) Dangerous second vehicular access between hedges/trees
- e) Impact upon drainage on estate
- f) Highway safety problems from extra vehicles on roads
- g) Increase in crime and litter
- h) Residents thought a condition of sale from the Council was that no extensions would be allowed
- i) Not enough amenity space for future residents
- j) Increased air and noise pollution
- k) Principle of conversion to apartments acceptable but too many proposed
- l) Impact on root protection area of trees and removal of trees

Within the letters received the following non-material planning considerations were raised,::

- m) Don't want the site to be used by students. *The proposal is not for student housing.*
- n) Impact on house values
- o) Would rather the Council owned the site and derived an income from lets

Cllr Miks has called the application in to Committee and has concerns regarding the size and impact of the development

Any further comments received will be reported within late representations.

APPRAISAL

The main issues in determining this application are: principle of development, the impact upon the character of the area and heritage assets, highway considerations, trees and contributions.

Principle of development

Policy H3 states that new residential development should provide a high quality residential environment which assists in urban regeneration or contributes to creating sustainable communities. A suitable residential environment will include safe and appropriate access, have adequate amenity space and parking provision and safe from environmental pollution.

Policy H9 states that residential density should make the most efficient and effective use of land ensuring compatibility with the quality, character and amenity of the surrounding area.

The site is currently vacant and its last lawful planning use appears to be as a child guidance centre, according to records. The building was deemed surplus to Council requirements and has been recently sold. The site is located in a residential suburb and as such residential use would be compatible. It is located in a sustainable location within easy walking distance of shops, schools and services.

Whilst there may not be a large area of on-site outdoor amenity space, an area would be provided to the west of the site and the apartments would be of reasonable size. The site is not subject to excessive noise and as such would result in a satisfactory residential environment for future occupiers. The principle of development is acceptable and would comply with Policies H3 and H9.

Impact on conservation area and locally listed building

Local Plan Policy HE2 reflects NPPF policy and states that development proposals involving heritage assets in general and listed buildings in particular, should acknowledge the significance of the existing building and the area by means of their siting, massing, form, scale, materials and detail.

The site is located in the Stoke Park conservation area, which is a Victorian residential suburb, with sandstone walls on the southern, eastern and northern sides and gated entrances leading onto Binley Road and Brays Lane.

9 North Avenue (also known as Elm Bank) dates from around 1870 and is locally listed. It was the home of Siegfried Bettman, who was one of the founders of the Triumph cycle and motorcycle companies. It is one of the earliest and most significant properties within this planned Victorian suburb. The building retains many of its original interior and exterior, although it has been impacted by various more modern extensions.

The proposal involves the removal of detrimental modern structures (such as the boiler house) and attention has been given to creating an overall design aesthetic which defers to the main property, largely working within the existing footprint. The parking uses mainly existing areas of hardstanding and retains green space. In general, the proposal retains the integrity of the large Victorian suburban property set in a large well screened plot.

The proposed extensions would be constructed in traditional materials, with Flemish bond brick, stone windows cills and headers, brick dentil courses and decorative ridge tile. The western flat roofed extension is designed to be akin to an orangery in style. The conservation officer recommends a slight reduction in ridge height of the eastern extension to be no higher than the adjoining section of building. He also recommends this extension to be formed from two gables rather than a log façade with a single gable at the end. This is to provide a more fluid subservient transition to the extension as well as helping it sit more comfortably in the hierarchy of extensions at the site.

Subject to these relatively minor alterations, the proposal complies with Policy HE2 and would cause no harm to the character of the conservation area or locally listed building.

Highway considerations

Policy AC3 of the Local Plan acknowledges that the provision of car parking can influence occurrences of inappropriate on-street parking which can block access routes for emergency, refuse and delivery vehicles, block footways preventing access for pedestrians, reduce visibility at junctions and impact negatively on the street scene. 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. The car parking standards also include requirements for the provision of electric car charging and cycle parking infrastructure.

The proposal utilises two existing accesses and provides 23 parking spaces (two per two bed apartment and one per one bed apartment). Whilst there would be no visitor parking on site this is not considered grounds for refusal. Cycle parking will also be provided for 14 cycles and a condition proposed to secure this as well as two electric vehicle charging points.

Trees

Policy GE4 seeks to protect important landscape features. The proposal is accompanied by a detailed arboricultural survey, method statement and protection plan. Whilst some trees would be removed to facilitate a small area of car park to the south western corner of the

site, the Tree Officer is content that the proposals would be acceptable subject to compliance with the submitted protection measures. The Tree Officer has also indicated that many remaining trees will be protected in future by a Tree Preservation Order. It is not necessary to impose a condition requiring the retention of existing trees as they are already protected by being within a conservation area. The retention of the boundary hedgerows and vast majority of trees will also ensure that the proposal does not adversely impact upon biodiversity.

Residential amenity

The proposed extensions would be single storey and would not be located close to neighbour's boundaries. The proposal would not result in any significant loss of light, outlook or privacy to any neighbours. Whilst the use of the site would inevitably result in more comings and goings to the site this would not result in noise and disturbance to an extent that would justify withholding planning permission.

Equality implications

The majority of the apartments are accessible as they are located on the ground floor of the building. Works would also have to comply with Building Regulations.

Developer Contributions

Policy IM1 'Developer Contributions for Infrastructure' states that development will be expected to provide, or contribute towards provision of: a) Measures to directly mitigate its impact and make it acceptable in planning terms; and b) Physical, social and green infrastructure to support the needs associated with the development.

The development would trigger the need for the following contributions to be secured under a Section 106 Legal Agreement. The heads of terms are as follows:

NHS - £6,820

The developer has agreed to the requested contributions.

Conclusion

The proposed development is considered to be acceptable in principle and will not result in any significant impact upon neighbour amenity, heritage assets, highway safety, trees or infrastructure, subject to relevant conditions and contributions. The reason for Coventry City Council granting planning permission is because the development is in accordance with: Policies DS3, H3, H9, GE3, GE4, JE7, DE1, HE2, AC2, AC3, AC4, EM5, EM6, EM7 and IM1 of the Coventry Local Plan 2016, together with the aims of the NPPF.

CONDITIONS:/REASON

1. The development hereby permitted shall begin no later than three years from the date of this permission.

REASON: *To comply with Section 91 of the Town and Country Planning Act 1990.*

2. The development hereby permitted shall be carried out in accordance with the following approved documents: 30794-01; 30794-02;30794-03;30794-04;30794-05;30794-06;30794-07;30794-08;30794-09;30794-10;30794-11;30794-12;30794-13;30794-14;

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

3. Development shall proceed in accordance with sample details of the proposed external facing and roofing materials, which shall be submitted to and approved in writing by the local planning authority.

REASON: *To ensure a satisfactory standard of appearance of the development in the interests of the amenities of the locality in accordance with Policy DE1 of the Coventry Local Plan 2016.*

4. The flats shall not be occupied unless and until the accesses, 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 in the interests of both highway safety and visual amenity in accordance with Policies AC1 and AC3 of the Coventry Local Plan 2016.*

5. The flats shall not be occupied unless and until cycle parking facilities for 14 cycles have been provided and made available for use in accordance with details to be submitted to and approved in writing by the local planning authority. Thereafter those facilities shall remain available for use at all times.

REASON: *In the interests of encouraging the use of alternative modes of transport with the aim of creating a more sustainable city in accordance with Policies HW1 and DS3 & AC1, AC3 of the Coventry Local Plan 2016.*

6. Prior to occupation of any of the flats hereby permitted, at least 2 electric vehicle charging points shall be provided on site.

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

7. Any gas boilers installed on site shall have a dry NOx emission rate of <40mg/kWh

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

8. Prior to any demolition works occurring an assessment of the material to be demolished shall be made. If any material is identified as containing asbestos, a suitably qualified person shall be employed to safely remove and dispose of the material.

REASON: *To safeguard health, safety and the environment in accordance with Policy EM6 of the Coventry Development Plan 2001.*

9. The development hereby permitted shall only be undertaken in strict accordance with drainage details, incorporating a Sustainable Drainage System (SUDS) where possible and responding to the hydrological conditions (soil permeability, watercourses etc) within the application site, including a long term management and maintenance plan, which shall be submitted to and approved in writing by the local

planning authority. The approved systems shall have a surface water discharge rate of 5l/s and shall thereafter be retained and shall be managed and maintained in strict accordance with the approved details.

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.*

10. No development or other operations (including demolition, site clearance or other preparatory works) shall commence unless the tree protection measures identified in the approved application documentation have been put into place in full accordance with the approved details and thereafter shall remain in place during any such construction work. In addition no excavations, site works, trenches or channels shall be cut or pipes or services laid, no fires shall be lit within 10 metres of the nearest point of the canopy of any protected tree(s); no equipment, machinery or structure shall be attached to or supported by a protected tree(s); no mixing of cement or use of other contaminating materials or substances shall take place within, or close enough to, a root protection area that seepage or displacement could cause them to enter a root protection area or any other works carried out in such a way as to cause damage or injury to the tree(s) by interference with their root structure and that no soil or waste shall be deposited on the land in such a position as to be likely to cause damage or injury to the tree(s).

REASON: *In order to protect and preserve existing trees within the site which are of amenity value in accordance with Policy GE3 of the Coventry Local Plan 2016.*

11. No development shall take place until a scheme for targeting and utilising local people for construction employment has been submitted to and approved in writing by the local planning authority. Thereafter the scheme shall be implemented in accordance with the approved details.

REASON: *In accordance with the Council's job strategy and Policy JE7 of the Coventry Local Plan 2016.*

12. The flats hereby approved shall not be occupied until the refuse store indicated on the approved documentation has been erected and is available for use.

REASON: *In the interests of the amenity of future occupiers and the visual amenities of the area in accordance with Policies HE2 and H3 of the Coventry Local Plan 2016.*

