

Planning Committee Report	
Planning Ref:	FUL/2018/2118
Site:	14 Glover Street
Ward:	Cheylesmore
Proposal:	Change of use from single dwelling to two flats and two storey and single storey side and rear extensions and rear dormer
Case Officer:	Nigel Smith

SUMMARY

The proposal would result in efficient use of the site whilst not resulting in significant harm to the character of the area, residential amenity or highway safety.

BACKGROUND

The site is a mid-20th century two storey three bedroom semi-detached house in a suburban street in Cheylesmore. The proposal is to change the use of the property from a single house to two flats with two bedrooms in each. It also includes a two storey side and rear extension and single storey rear extension and rear dormer window.

KEY FACTS

Reason for report to committee:	Objections by more than 5 people
Current use of site:	Dwellinghouse
Proposed use of site:	Two flats
Existing car parking on site:	1 garage and 1 substandard space in front (ie. less than 4.8m long)
Proposed car parking on site:	2 spaces to standards (2.4m wide x 4.8m long)

RECOMMENDATION

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

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 character of the area.
- The proposal will not adversely impact upon the amenity of neighbours.
- The proposal accords with Policies: H9, DE1, H5, AC1, AC2, AC3 and AC4 of the Coventry Local Plan 2016, together with the aims of the NPPF.

BACKGROUND

APPLICATION PROPOSAL

The proposal is to change the use of the property from a single house to two flats with two bedrooms in each. It also includes a two storey side and rear extension and single storey rear extension and rear dormer window. The hipped roof two storey side extension would be flush with the original front elevation and would be set in 500mm from the boundary with No.12. This would extend 3m beyond the original rear elevation of the house and partially wrap around the rear elevation. A single storey rear extension with a depth of 3m would extend up to the boundary with No.16. A rear dormer would be 2.68m wide x 1.9m high. Bin and cycle stores are proposed in the rear garden. The front of the property would be covered with permeable paving able to sufficiently accommodate two cars.

The proposal was originally to convert the dwelling into three flats, but it was amended to two flats at the same time as an error on the proposed block plan was corrected.

SITE DESCRIPTION

The site is a mid-20th century two storey three bedroom semi-detached house in a suburban street in Cheylesmore. The property has a hipped roof and a flat roofed side garage, as well as a flat roofed single storey rear extension. The site benefits from a footway crossing leading to a hardstanding area in front of the garage.

Nos.12 and 16 Glover Street, to either side of the application site, are also single dwellinghouses and both have single storey rear extensions, with No.12 also having single storey side extensions.

PLANNING HISTORY

There have been a number of historic planning applications on this site; the following are the most recent/relevant:

Application Number	Description of Development	Decision and Date
HH/2016/1341	Two storey side extension	Approved 21 st July 2016
FUL/2018/0617	Change of use to 5 flats (for students) and single and two storey extensions and loft and garage conversions	Withdrawn (2018)

POLICY

National Policy Guidance

The National Planning Policy Framework (NPPF). 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 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 H5: Managing existing housing stock

Policy H9: Residential density

Policy DE1 Ensuring High Quality Design

Policy AC1: Accessible transport network

Policy AC2: Road Network

Policy AC3: Demand Management

Policy AC4: Walking and Cycling

Supplementary Planning Guidance/ Documents (SPG/ SPD):

SPG Householder Design Guidance: Extending Your Home

CONSULTATION

No Objections received from:

- Highways

Immediate neighbours and local councillors have been notified; a site notice was posted.

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

- a) The development will set a precedent for flats in the street;
- b) Disruption during construction;
- c) The front garden is not deep enough for cars to park without overhanging pavement;
- d) Increased noise and disturbance to existing neighbours;
- e) Extra wheelie bins in street causing obstruction;
- f) Loss of light, outlook and overshadowing to neighbours;
- g) Additional competition for on street parking on already heavily parked street;
- h) Lack of amenity space for future occupiers;
- i) Overdevelopment of plot out of keeping with area;
- j) Existing drainage infrastructure insufficient to cope;
- k) Noise and disturbance from increased comings and goings to and from site.

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

- l) Decrease in house prices;
- m) No need for flats in the area;
- n) An application to convert No.30 into two flats was refused in recent years. *There is no record of an application to convert No.30 into two flats;*
- o) The existing tenants may be kicked out.

A petition (31 signatures) has been submitted by Cllr Bailey, objecting to the application for the following reasons:

- Overdevelopment of plot. Size of extensions out of proportion with rest of street;
- Likely increase in on street parking and road and pedestrian safety problems;
- Misleading statement claiming Glover Street is mixed use and part of City Centre; *it is clear that Glover Street is not mixed use and is not in the City Centre.*
- Amenities of nearby properties would be harmed;
- No need for more flats in the City.

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; the impact upon neighbouring amenity; and highway considerations.

Principle of development

There is no policy which explicitly relates to the principle of conversion of a single dwellinghouse into self-contained flats. Policy H10 refers to conversion of residential properties to student accommodation but the subtext makes it clear that this only applies to schemes with more than 6 students. Likewise, Policy H11 relates to large houses in multiple occupation. Policy H3 is designed to deal with new residential development and H4 is concerned with obtaining a mix of housing types on a housing development site. The most relevant policy is H9, which states that residential development, including conversions, must make the most effective and efficient use of land whilst ensuring compatibility with the quality, character and amenity of the surrounding area.

The proposal would make efficient use of the site and the report below concludes that it would be compatible with the character and amenity of the area. Therefore the principle of development is acceptable.

The petition refers to a lack of need for more flats in the City. However the applicant does not have to demonstrate a need for flats.

Impact on visual amenity

Policy DE1 of the Local Plan seeks to ensure high quality design and development proposals must respect and enhance their surroundings and positively contribute towards the local identity and character of an area.

The National Planning Policy Framework, paragraph 127 states that “Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

The NPPF further states (at paragraph 130) “Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development”.

Objections have been received regarding the development forming overdevelopment of the plot and being out of keeping with the character of the street.

Whilst the proposed extensions are substantial, there are other examples of similar sized side and rear extensions at Nos.30 and 32 Glover Street therefore it would not be setting a precedent.

Whilst the extensions at Nos.30 and 32 are subservient, a full height two storey side extension was granted at the application property in 2016. This proposal would only be 100mm wider and would still leave a 500mm gap to the boundary with No.12. The side extension would have a hipped roof, in keeping with the existing house.

The proposal includes the rendering of the extension and existing property in a textured white / cream colour. As the property, and most others in the street are at least partially rendered this would not result in any visual harm.

The proposed rear dormer would not be prominent from public vantage points as the house backs onto the rear of houses fronting Silksby Street. Therefore it would not result in any significant visual harm. Front and side rooflights are also proposed.

The property would retain use of a private rear amenity area of around 57 sq m, which would be shared by the occupants of the two flats. This is considered sufficient.

In conclusion, the proposal would not harm the character of the area and complies with Policy DE1.

Impact on residential amenity

The proposed 3m single storey rear extension adjacent to No.16, would not extend more than 3.3m beyond the existing rear extension at this property. Therefore this element of the proposals would comply with the SPG. Furthermore, the two storey rear extension would not breach a 45 degree line drawn from the middle of the nearest habitable room window at No.16 so would also comply with the SPG. No new windows would face this property. Therefore the proposal would not result in unacceptable loss of light, outlook or privacy to the occupiers of this property.

Turning to the impact upon No.12, once again the proposed two storey side/rear extension would not breach a 45 degree line drawn from the middle of the nearest habitable room window, which is located to the rear of a side extension. The centre of the window would be around 2.7m to the side of the extension and the proposal would extend less than that distance to the rear of the affected window. A single obscure glazed window would face this property. Therefore the impact upon the occupiers of this house would also be acceptable.

The proposal would also not result in undue overlooking of properties to the rear as there is a vehicular accessway located between the rear gardens.

The change of use from a single dwellinghouse into flats has the potential to result in additional comings and goings to and from a property and as a result produce increased noise and disturbance to neighbours. However, as the proposal would only result in two flats any such increase would be limited and not enough to warrant refusal of the application.

Whilst some disruption during construction is inevitable this is temporary and it is not reasonable to refuse the application for this reason.

Highway considerations

Policy AC1 'Accessible Transport Network' states that development proposals which are expected to generate additional trips on the transport network should: a) Integrate with existing transport networks including roads, public transport and walking and cycling routes to promote access by a choice of transport modes. b) Consider the transport and accessibility needs of everyone living, working or visiting the city. c) Support the delivery of new and improved high quality local transport networks which are closely integrated into the built form. d) Actively support the provision and integration of emerging and future intelligent mobility infrastructure.

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.

Many objections have been received regarding on street parking problems on Glover Street and the fact that this has only recently been partially improved by the introduction of a parking permit scheme.

The house currently has a garage and an area of hardstanding between it and the street. The hardstanding is about 4.2m long, which is below the required 4.8m stated in Appendix 5 of the Local Plan. Therefore this area is insufficient for most vehicles to park off street without overhanging the footpath. Therefore there is currently one useable off road space (the garage) at the site.

The proposal would result in the existing garage being demolished and the new two storey side extension set flush with the front elevation of the house. This would result in a 5.2m long space for a vehicle to park off street in front of the extension. The proposal also includes paving over the rest of the front garden with permeable paving and the block plan indicates space for three vehicles. However, the existing front bay window would make it impossible for a vehicle to park directly in front of it without overhanging the footway. It is considered that the driveway would only practically fit two average sized vehicles on it in standard spaces (ie. 4.8m long x 2.4m wide).

The difference in parking demand for a three bedroom house and two 2-bed flats is two spaces. A parking survey has been undertaken (using an acceptable methodology) on three separate evenings which found that there were at least 12 on street spaces available on Glover Street, with at least 5 in the section from the junction with Lichfield Road up to 32 Glover Street. As a result, Highways do not object to the proposal.

Cycle parking is proposed in the rear garden and a condition is recommended to secure this. Three spaces are proposed and only two are required by the adopted standards.

Therefore the proposal would not adversely impact highway safety and complies with Policies AC1, AC2, AC3 and AC4.

Equality implications

None

Other issues

Drainage will be dealt with through the Building Regulations.

Wheelie bin storage is proposed in the rear garden with 500mm wide side access created to facilitate this.

Conclusion

The proposed development is considered to be acceptable in principle and will not result in any significant impact upon neighbour amenity, highway safety or the character of the area, subject to relevant conditions. The submitted parking survey has demonstrated that the shortfall in off street parking spaces could be accommodated on street. The reason for Coventry City Council granting planning permission is because the development is in accordance with: Policies DE1, AC1, AC2, AC3, AC4 and H9 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: A.01 revision 04

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

3. No facing and roofing materials shall be used other than materials indicated on the approved drawing.

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. 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) the window to be formed in the 1st floor of the south side facing elevation of the extension hereby permitted shall only be glazed or re-glazed with obscure glass and any opening part of any window shall be at least 1.7m above the floor of any room in which the window is installed.

Reason: *To ensure the amenities of adjoining properties are not detrimentally affected through overlooking or loss of privacy in accordance with Policies DE1 and H5 of the Coventry Local Plan 2016*

5. The flats shall not be occupied unless and until the cycle parking facilities have been provided and made available for use in accordance with the details on the approved drawing and 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. The flats shall not be occupied unless and until the approved wheelie bin storage area has been provided and made available for use in accordance with the details on the approved drawing and thereafter those facilities shall remain available for use at all times.

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.*

7. The flats shall not be occupied unless and until the car parking indicated on the approved drawing has been provided and thereafter those areas shall be kept 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.*

