

Planning Committee Report	
Planning Ref:	FUL/2019/1781
Site:	Old Crown Inn 89 Windmill Road, Coventry
Ward:	Longford
Proposal:	Erection of two storey rear extensions and loft conversion to create 8 additional HMO rooms
Case Officer:	Liam D'Onofrio

SUMMARY

Planning permission is sought for two-storey extensions to the rear of the former public house building and a loft conversion to create eight bedrooms with en-suites. These are in addition to the 12 bedrooms previously approved under FUL/2019/0442.

The scheme includes eight off-street car parking spaces and a cycle and bin store will also be provided. A communal kitchen is located in the basement.

KEY FACTS

Reason for report to committee:	Councillor Duggins has called the application to Committee due to the undesirable incremental intensity of the use.
Current use of site:	Former Public House undergoing conversion to residential.
Proposed use of site:	Residential – 20 bedroom House in Multiple Occupation (HiMO)
Car parking provision:	8 off-street parking spaces

RECOMMENDATION

Planning committee are recommended to grant planning permission subject to conditions listed within the report.

REASON FOR DECISION

- The proposal is acceptable in principle.
- The proposal will not adversely impact upon the visual amenity of the streetscene or the locally listed building.
- The proposal will not adversely impact upon the amenity of neighbours.
- The proposal will not adversely impact upon highway safety.
- The proposal accords with Policies: DE1, HE2, H3, H11, AC1, AC2, AC3, AC4, and DS3 of the Coventry Local Plan 2016, together with the aims of the NPPF 2019.

BACKGROUND

APPLICATION PROPOSAL

Planning permission is sought for two-storey extensions to the rear of the former public house building (also extending the flank elevation facing Recreation Road) and a loft conversion. The extensions will create six new bedrooms, three per floor, and two new bedrooms will be created within the loft space. All rooms will have en-suites. These bedrooms are in addition to the 12 bedrooms previously approved under FUL/2019/0442.

There will be a communal kitchen within the basement area and eight off-street parking spaces to serve the development (a reduction from the 10 spaces provided under the previous scheme). Cycle parking and bin storage is also provided within the site.

SITE DESCRIPTION

The application site relates to the Old Crown Inn a locally listed, now vacant public house building, which is located on the northern side of Windmill Road and east of the junction with Recreation Road. The non-statutory local listing identifies the building as - a public house built in 1914 of red brick with stone dressings and bandings, a decorative balustrade, double bays and 'Dutch' gables. It has a very solid and imposing appearance and the date appears on the frontage along with other decorative motifs. It is also understood that the building was used as a recruiting post during WW1.

Residential properties adjoin the northern and eastern site boundaries and a medical centre is located on the opposite side of Recreation Road to the west, with Longford Park Primary School beyond. The area is within a primarily residential area.

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
FUL/2019/0442	Change of Use of former public house to 12 Bedroom House in Multiple Occupation (sui generis) and associated extensions and alterations.	Granted 13/06/19.
FUL/2018/1746	Change of use from Public House (Use Class A4) to House in Multiple Occupation (Use Class Sui Generis) and associated external alterations	Withdrawn 05/09/18.
FUL/2018/2677	Change of use from Public House (Use Class A4) to House in Multiple Occupation (Use Class Sui Generis) and associated external alterations	Withdrawn 05/11/18.
FUL/2018/3452	Change of Use of former public house to 11 Bedroom House in Multiple Occupation (sui generis)	Refused 15/02/19 Appeal Allowed Costs awarded September 2019

POLICY

National Policy Guidance

National Planning Policy Framework (NPPF). The new NPPF was published in February 2019 and 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 H11: Houses in Multiple Occupation

Policy GE3: Biodiversity, Geological, Landscape and Archaeological Conservation

Policy DE1 Ensuring High Quality Design

Policy HE2: Conservation and Heritage Assets

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 Design Guidelines for New Residential Development

SPD Delivering a More Sustainable City

Appendix 5 Car and Cycle parking

CONSULTATION

No objections subject to conditions have been received from:

- Highways (CCC)
- Environmental Protection (CCC)
- Conservation (CCC)

Immediate neighbours and local councillors have been notified; a site notice was posted on 02/08/19.

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

- a) Insufficient parking
- b) The additional occupancy will bring additional traffic and parking problems around the area causing possible hazards to school children. Windmill Road is already very busy and traffic volume and speed is already an issue. There is no clarification on the nature of the intended occupancy of the renovated building.

Councillor Duggins has called the application to Committee and objected to the scheme due to the undesirable incremental intensity of the use.

Any further comments received will be reported within late representations.

APPRAISAL

The main issues in determining this application are the principle of development, the impact upon the character of the area and the heritage asset, the impact upon neighbouring amenity, highway considerations, air quality and equality implications.

Principle of development

The principle for the conversion of the public house and the creation of a 12 bedroom House in multiple occupation has already been accepted under planning permission FUL/2019/0442.

Policy H11 of the Local Plan states that the development of purpose built HiMOs or the conversion of existing homes or non-residential properties to large HiMOs will not be permitted in areas where the proposals would materially harm:

- a) The amenities of occupiers of nearby properties (including the provision of suitable parking provisions;
- b) The appearance or character of an area; and
- c) Local services.

The site is within a predominantly residential area and the proposed residential use is compatible with surrounding residential uses. The site is within a sustainable location within walking distance of local shops, services and public transport, to which additional residents would support.

In considering the intensified use with eight additional bedrooms Officers are mindful that the historic use of the site was a public house and it is considered that comings and goings associated with the new residential use on a generous sized plot will be absorbed into the streetscene. It has been demonstrated that parking provision is at an acceptable level given the existing on-street capacity and the scheme is appropriately designed and is not therefore considered to impact upon the amenities of surrounding occupiers or the appearance of the area.

The scheme is therefore acceptable in principle.

Impact upon the character of the area and heritage assets

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.

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

NPPF Paragraph 197 states 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.

In design terms the Conservation Officer has raised no objection to the scheme, as the rear elevation is generally less decorative and the extensions are well-scaled and reflect the style

and character of the host building. No objection is raised to conversion of the loft, as the changes are minor, subject to use of conservation style (flush fitting) roof lights.

At the Conservation Officer's request the applicant has confirmed that the replacement windows are to include stone mullions, the existing chimney to the side elevation facing Recreation Road will be retained, as will the pediment and volute scrollwork on the existing gable end. The Conservation Officer has also asked for the new window in the side elevation to be re-positioned so that it is set in-line with the existing window below. An amended plan has been provided accordingly.

Officers are satisfied that the proposed extensions are well proportioned to the host building and will be unobtrusive within the streetscene. Conditions are suggested to secure materials samples and also details of stone banding, cills, lintels, and mullions, roof lights and new rainwater goods.

The scheme is therefore considered to accord to Policy DE1 and HE2 of the Local Plan.

Neighbouring amenity

Policy H5 requires new development to be designed and positioned so it does not adversely affect the amenities of the occupiers of neighbouring properties and Policy H11 seeks to protect the amenities of occupiers of nearby properties.

Officers are mindful of the historic use of the site was a public house and there are other uses such as a school and health centre within the immediate streetscene and a local shop. The comings and goings associated with 20 residents are considered to be easily absorbed into the streetscene and will not result in any significant impact upon the amenities and quiet enjoyment that adjoining neighbours may reasonably be expected to enjoy that would warrant refusal of the scheme. The impact of the development upon on-street parking pressure is considered in greater detail in the Highway Safety section below.

In terms of built form the proposed rear extensions will meet necessary separation distances to surrounding neighbours and are not considered to cause any significant loss of light, outlook or amenity.

In terms of the amenities of future occupiers all rooms provide a good quality residential environment. The new rear extension containing Rooms No.5 and No.14 is set in close proximity to the side-facing window belonging to Room No.7; however this room benefits from a large window that will be only partly overlapped by the adjacent extension. The relationship between these elements for any new occupier moving into Room 7 is not considered to create any significant loss of outlook or amenity that would warrant refusal of the scheme.

Rooms No.19 and No.20 are located within the roof and form the smallest rooms in the building; however as a rule of thumb these still comply with HMO space standards set in separate Housing legislation. The rooms are only served by roof lights; however these are set low down in the roof and located to both front and rear roof planes to offer acceptable light and outlook to these rooms.

There is a small communal outside area for sitting out and Longford Park is in close proximity to the site. A residents' management plan condition requested by Members and applied to the previous application FUL/2019/0442 has been suggested.

The scheme is not therefore considered to impact upon the amenities of existing or future occupiers in accordance with Policy H5 and H11 of the Local Plan.

Air quality

Policy DS3 states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF and will seek to secure development that improves the economic, social and environmental conditions in the area, including, amongst other things: increased health, wellbeing and quality of life; and measures to adapt to the impacts of climate change.

The scheme is subject to an air quality condition consistent with all development within the City to secure one electric vehicle (EV) charging space and low emission boilers.

Highways issues

The Council's Appendix 5 Car and Cycle Parking Standards for New Development requires 0.75 car parking spaces per bedroom for HiMOs. The 12 bedrooms granted under FUL/2019/0442 provided ten off-street parking spaces and was considered Policy compliant.

The current scheme loses two of those spaces and increases the number of bedrooms to 20. Appendix 5 requires 15 spaces to be provided and there is therefore a shortfall of seven spaces. The off-street parking requirement is expressed as a maximum however and can be relaxed if it can be demonstrated that there is sufficient on-street capacity within the locality. The applicant has provided a parking survey to demonstrate that this is the case.

The case officer has asked for the supporting parking survey to be verified and Highway Officers have carried out several visits to the site including evening visits at 8pm when residents are more likely to be at home. Highway Officers have been able to confirm that the on-street parking capacity accurately reflects that within the supporting parking survey.

In respect of this application the Highway Authority therefore considers that the impacts of the development are not severe and has no objection to the proposal, as the parking survey (and subsequent site visits) demonstrate an availability of on-street parking spaces within the locality.

Conditions are suggested to secure the off-street parking spaces, bin and cycle storage.

Equality implications

The proposed extensions and provision of additional bedrooms is not considered to raise any equality implications.

Developer Contributions

The application is a minor and therefore no contributions or obligations are triggered.

Conclusion

The proposed development is considered to be acceptable in principle and will not result in any significant impact upon visual amenity, heritage assets, neighbour amenity or highway safety, subject to relevant conditions. The reason for Coventry City Council granting planning permission is because the development is in accordance with: Policies DE1, HE2, H3, H11, AC1, AC2, AC3, AC4, and DS3 of the Coventry Local Plan 2016, together with the aims of the NPPF 2019.

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: Drg No. 3653-02B, 04, 05.

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

3. The building shall not be occupied unless and until bin storage and secure, covered cycle parking has been provided in accordance with details that have been 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 the visual amenities of the development and in encouraging the use of alternative modes of transport with the aim of creating a more sustainable city in accordance with Policies DE1, DS3 and AC4 of the Coventry Local Plan 2016.*

4. Any gas boilers installed on site shall have a dry NOx emission rate of no more than 40mg/kWh. One electric vehicle recharging point shall be provided prior to occupation of the property and shall be kept available for such use by residents at all times.

Reason: *To mitigate the impacts of development on air quality in accordance with Policy DS3 of the Coventry Local Plan 2016 and the aims and objectives of the NPPF.*

5. The development hereby permitted shall not be occupied unless and until the car parking areas indicated on the approved drawings have been provided in full and thereafter those areas shall be kept marked out and available for such use at all times.

Reason: *In accordance with the aims and objectives of Policy AC1 of the Coventry Development Plan 2016 and Appendix 5 - Car and Cycle Parking Standards for New Development.*

6. Prior to the first occupation of the residential building hereby permitted, a Resident's Management Plan shall be submitted to and approved in writing by the local planning authority. The plan shall set out clear arrangements for refuse management, parking allocation and tenant's obligations, such as anti-social behaviour, disciplinary procedures and Health & Safety. Thereafter the use shall only operate in accordance with these approved details.

Reason: *To ensure that the development is compatible with nearby uses and so that it does not adversely impact upon visual amenity in accordance with Policies H11, DS3 and DE1 of the Coventry Local Plan 2016.*

8. The development shall proceed in accordance with details that have been submitted to and approved in writing by the local planning authority showing: (a) 1:10 drawings of external windows frames to include transom and stone mullion detailing; (b) sample details of bricks, roof tiles, stone banding, cills, lintels and stone mullions; (c) details

of the roof lights to be used; (d) traditional cast iron rain water goods; and (e) decorative finishes and colours to be used externally. Thereafter the development shall be carried out in accordance with the approved details.

Reason: *To ensure a satisfactory standard of appearance of the development in the interests of the amenities of the locality in accordance with Policies DE1 and HE2 of the Coventry Local Plan 2016.*

9. All existing timber windows may be adapted to accommodate 12mm slim-line double glazed units; however windows shall otherwise be retained and refurbished or replaced for like-for-like units.

Reason: *To ensure a satisfactory standard of appearance of the development in the interests of the amenities of the locality in accordance with Policies DE1 and HE2 of the Coventry Local Plan 2016.*

