

Planning Committee Report	
Planning Ref:	PL/2023/0000606/FULM
Site:	Wyken Working Men's Club
Ward:	Wyken
Proposal:	Application for change of use of first floor function and committee rooms to provide bed and breakfast accommodation.
Case Officer:	Owain Williams

SUMMARY

That planning permission is granted subject to conditions and informatives

BACKGROUND

This application is being reported to Planning Committee in accordance with the Scheme of Delegation as the application has received more than five letters of objection. The purpose of this report is to consider the above application.

KEY FACTS

Reason for report to committee:	The application has received over 5 letters of objection from neighbouring residents
Current use of site:	Social Club
Proposed use of site:	Mixed Use – Social Club and Bed & Breakfast Accommodation
Proposed no of units	n/a
Housing mix	n/a
Parking provision	37 spaces
Open space provision	n/a

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 amenity of neighbours.
- The proposal accords with Policies:AC3, AC4, DE1, R3, R4 and CO2 of the Coventry Local Plan 2016, together with the aims of the NPPF.

SITE DESCRIPTION

The site is situated on the Ansty Road within a sub area of Coventry known as Wyken. The Ansty Road is a dual carriageway and is one of the main distributors from Junction 2 of the M6 towards Coventry City Centre.

The site comprises a large storey flat roofed building which spans over 1000sqm in footprint which is currently used as a social club with function rooms located at first floor level. The property has parking under a section of the first floor via an under croft with further parking to the side in small car park expanding the full depth of the site.

The property is surrounding by residential properties to both sides and the rear. There is a vehicular access to the rear of the houses which separates the gardens of the dwellings from the social club.

APPLICATION PROPOSAL

The proposed development includes the conversion of the first-floor function room together with the large committee rooms to provide bed and breakfast accommodation consisting of 26 rooms. The existing lounge bar, games room and ground floor function room will be retained. In addition, the entire premises will be refurbished and upgraded including new disabled facilities and new fixtures fittings and decoration.

There are also changes proposed to the car parking with parking bays to be marked out with allocated parking bays for disabled use.

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/2022/2696	Change of use of first floor function and committee rooms to provide bed and breakfast accommodation	Refused Permission 1 st March 2023

POLICY

National Policy Guidance

National Planning Policy Framework (NPPF). The NPPF 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 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) 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 AC3: Demand Management

Policy AC4: Walking and Cycling

Policy DE1: Ensuring High Quality Design

Policy R3: The Network of Centres

Policy R4: Out of Centre Proposals

Policy CO2: Re-Use of or Redevelopment of Facilities

Supplementary Planning Guidance/ Documents (SPG/ SPD):

SPD Coventry Connected

CONSULTATION

Statutory

No Objections subject to conditions received from:

- Highways

Non-statutory

No Objections received from:

- Planning Policy

No objections subject to conditions have been received from:

- Environmental Protection

Neighbour consultation

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

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

- a) The existing use already produces overflows of parking into residential parking zones creating difficulty for existing residents to park close to homes
- b) The proposed use will dramatically increase the parking on site and increase the noise elements also.
- c) There will be an increase in antisocial behaviour due to the proposal.
- d) There is a question about why this site has been chosen and the people the applicants wish to attract is ludicrous.
- e) There are other hotels within a one-mile radius of the site and it is believed this will soon become a large HMO
- f) There is a right of way through the car park to the gated entrance to the of the residential properties on Wyken Avenue. This right of way needs to be kept clear.
- g) The additional windows will look down onto the front of my property.

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, highway considerations, flood risk, noise, contaminated land, air quality, ecology and infrastructure.

Principle of development

Policy R4 (Out of Centre Proposals) of Coventry Local Plan 2016 states 'Proposals for retail and other main town centre uses (including proposals for the expansion or re-configuration of existing uses and the variation of existing conditions) will not be permitted in out-of-centre locations unless they satisfy the Sequential Assessment and the Impact Test (where appropriate).

As part of this submission a sequential test was provided. On the basis that the proposed development is dependent on the facilities and enhancement of the Wyken Working Men's Club, the applicants considered it was necessary to focus the Sequential Assessment on available sites in the immediate locality of the Wyken Working Men's Club. The two Local Centres nearest to the application site: Ansty Road Local Centre; and Walsgrave Road Local Centre were therefore chosen for the assessment and as such, a wider assessment of Local Centres within the administrative boundary of Coventry City Council was not undertaken. It was concluded within the sequential test that there are no alternative sites that would be sequentially preferable to accommodate any element of the proposed uses and therefore should be supported by the Council.

Policy Officers have reviewed the sequential test assessment and are satisfied that justification has been given as to why this use cannot be located within the designated centres identified and agree with the decisions taken in the assessment to confine the assessment to the local centres listed.

Policy R4 part 3(a) of the Local Plan states that "an Impact Test will be required for all retail and other Main Town Centre use proposals outside a defined centre that exceed 1,000sq.m (gross) floor space. The assessment of Impact should be prepared in accordance with national guidance and consider the potential impact on the vitality, viability, role and character of a defined centre(s)".

The previous application was refused permission because an impact assessment was not submitted to justify the impact upon the vitality and viability of the local centres. The assessment was requested based on the assumption of the floorspace being identified as over 1000sqm in the application form.

As part of this submission however the applicant has clarified that whilst the floorspace on the previous application form was noted as 1500sqm and remains that way on the new submission only 879sqm of this involves the change of use at first floor level so therefore the proposed change of use is less than the 1000sqm required to trigger the need for an impact assessment to be submitted.

Whilst the applicant indicates it is not a requirement to submit an impact assessment, they have undertaken a brief assessment of impact to demonstrate why the proposal would not have an impact on the vitality, viability, role and character of the adjacent defined centres. The brief assessment highlighted the location of other adjacent hotels as it was deemed necessary to assess the impact of the proposed change of use of the vitality, viability, role and character of existing hotels and adjacent defined local centres.

The assessment indicated that the location of the other hotels to the proposal demonstrates that there are no hotel developments within a 2km radius of the application site. It stated that “crucially, there are no hotels within the two adjacent local centres: Ansty Road Local Centre; and Walsgrave Road Local Centre. As such, it is considered that the provision of overnight accommodation at the first floor of the Wyken Working Men’s Club would have no impact on the vitality, viability, role and character of the adjacent local centres and nearby hotels”

Policy officers have reviewed this explanation and are in agreeance that the impact assessment would not be required as part of the application and are acceptant considering the additional information and assessment that the proposals are not likely to impact upon the vitality and viability of any defined centres so therefore raise no objections the principle of the proposals in this location. As this is the case it is considered that the proposals would comply with Policy R4 of the Coventry Local Plan 2016.

Another relevant policy in relation to the principle of the development would be Policy CO2 regarding the Re-Use of or Redevelopment of Facilities. This policy states that proposals for the re-use or redevelopment of community premises for a use outside of the scope of the policy will not be supported if: there is an outstanding local need which could reasonably be met at that location; the site remains viable for existing uses or could be made viable through appropriate diversification of use and the proposal is not compatible with nearby uses.

What this proposal does is provide a diversification of the existing premises to ensure that the existing use as a social club can be completely refurbished and continue to function. This therefore would provide the appropriate diversification of use that is referred to in Policy CO2.

The other aspect of the policy refers to the compatibility with nearby uses. The social club is surrounded by residential development on either side and to the rear. The proposed bed and breakfast accommodation is introducing a further residential element to the premises albeit based on a temporary occupation basis so would be compatible with the surrounding uses in that regard. The change of use by removing the large function rooms at first floor level would also reduce the level of functions that could be held therefore likely to reduce the ‘on mass’ gatherings that can occur at the social club in its current form.

In terms of the proposed use being located above a social club and next to a dual carriageway, a noise survey has been submitted which identifies the mitigation measures required to ensure the users of the accommodation are not affected by the existing use below or from the highway fronting the building. The Environmental Protection Officers have reviewed the information submitted and are satisfied that the appropriate measures

will be put in place in order to provide a satisfactory environment for the type of accommodation being provided and without affecting the existing use.

Taking into account the above it is considered that the proposals would comply with Policy R4 and CO1 of the Local Plan 2016 and would be acceptable in principle.

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);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

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. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).”

As highlighted above Policy DE1 looks to ensure high quality design and that all development proposals respecting and enhancing their surroundings and positively contributing towards the local identity and character of the area. The proposed change of use will not result in many external alterations to the building with the main changes being the installation of new windows to the front, side and rear with the front large, glazed areas being infilled with brickwork and smaller glazed windows. The building is not being extended or altered in any other way with the exception of internal refurbishment. The

existing building is of a design that is dated and of its time, however as there are no significant alterations to the property that would result in a negative impact upon its appearance, the proposals would have no harmful impact upon the character and appearance of the street scene complying with Policy DE1 of the Coventry Local Plan 2016 in respect of its appearance.

Impact on residential amenity

The proposed change of use to the first floor of the premises would be done with little external alterations, however there will new windows installed to the rear elevation at first floor level that faces towards the rear gardens and elevations of the residential dwellings located on Wyken Avenue. The distance between the facing windows of the new bed and breakfast business and the dwelling houses is approximately 40 metres so would in terms of impact on privacy would be an acceptable distance not to create a detrimental impact.

The distance between the windows and gardens of the dwellings however is closer at approximately 10 metres. Although there are mainly garages to the rear of the properties there will be overlooking views into gardens, therefore the new windows have been identified as obscure glazed to avoid any loss of privacy. Taking this into account it has been considered that there will not be any significant impact upon the privacy of the neighbouring amenities.

The existing Social Club will remain at ground floor level so the activity and associated noise from the existing use would not change in that respect. The removal of the function rooms at first floor level reduces the potential for larger gatherings at the premises so is likely to improve the situation with regards to neighbouring amenities of noise, and related parking issues.

Taking the above into consideration the proposed change of use would have minimal impact upon the neighbouring amenities and therefore comply with Policies DE1, CO1 and CO2 of the Coventry Local Plan 2016.

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 based on 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.

Parking provision should accord with the maximum standard expressed in Appendix 5 unless it has been clearly demonstrated that the site is in a highly accessible location where transport, by means other than the private car is a realistic alternative. In that respect lower levels of provision may be considered acceptable where the site is in close proximity to the City Centre, a train station, a high-quality rapid transport route or other public transport interchange and where there is a package of measures (proportionate to the scale of development) to enable sustainable means of transport. Any variation from the maximum standard must be fully justified by proportionate evidence.

The proposed bed and breakfast use would be utilising the existing access and parking facilities, consisting of undercroft parking and open parking spaces. There is a total of 40 parking spaces shown on the layout plan with 25 spaces located in the existing undercroft and 15 spaces to the side in the open car park. As part of the proposals 2 of the spaces to the front of the site will be disabled spaces. It is clear from the layout of the car park that the access way to the gates at the rear of the site will not be blocked by allocated car parking spaces.

The highway officers have reviewed the latest parking layout against the parking standards have stated that " The proposals involve the conversion of the first-floor committee rooms and 130-person function room to provide 25 bedrooms on the first floor, plus a disabled access bedroom on the ground floor. The existing bar, games room and smaller function room on the ground floor are to be retained. The remaining ground floor bar area would require 9 parking spaces based on the internal floor area. The remaining games room and smaller function room are an ancillary use to the bar, and therefore do not have separate parking requirements under the current parking standards. In terms of the proposed bedrooms, for 26 bedrooms the site would require 13 parking spaces under the current parking standards. The total required on-site parking demand is therefore 22 spaces" The highway officer based on the number of spaces being provided on site continued to state that "with reference to the parking standards in Appendix 5 of the Local Plan, the Local Highway Authority considers the remaining parking provision to be sufficient for the change of the use and does not anticipate any severe impacts from the proposals".

In relation to the comments from residents regarding the issues of parking within the car park and obstructing the gated access to the rear of the property, it was seen that the car parking issues have risen from the fact that the spaces within the undercroft aspect of the building weren't available at the time, blocked by palisade fencing and gates. If the parking within the undercroft (22 spaces) were available and the spaces in the open car park clearly demarcated there would more spaces available to enable people to park and not park sporadically on the site or the frontage of the site. The site is located on a main road with frequent bus services to and from the City Centre so considering the above and the fact Highways have no objections to the proposals the proposed development would comply with Policy AC3 of the Coventry Local Plan 2016.

Other considerations

One of the objections referred to there not being a need and it would be the likely case this would result in becoming a House of Multiple Occupation (HMO). The agent of the application has stated “the bed and breakfast accommodation is a business model that Westbourne have and offer ‘Premier Inn’ style of accommodation in areas that have a lack of overnight accommodation, there is no suggestion of anything other than commercial bed and breakfast. Other sites that have been developed in a similar way have shown that the investment allows for complete refurbishment of the facilities providing a viable future for the venue”. The proposed development has been considered on the basis of what is being applied for and any variance away from the Use Class C1 use being proposed would require a further application to be made.

Equality Implications

Section 149 of the Equality Act 2010 created the public sector equality duty. Section 149 states:-

(1) A public authority must, in the exercise of its functions, have due regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Officers have taken this into account and given due regard to this statutory duty, and the matters specified in Section 149 of the Equality Act 2010 in the determination of this application.

There are no known equality implications arising directly from this development.

Conclusion

The proposed development is considered to be acceptable in principle and will not result in any significant impact upon the local designated centres, neighbour amenity and highway safety, subject to relevant conditions. The reason for Coventry City Council granting planning permission is because the development is in accordance with: Policies AC3, AC4, DE1, R3 R4 and CO2 of the Coventry Local Plan 2016, together with the aims of the NPPF.

CONDITIONS / REASON FOR REFUSAL

1.	The development hereby permitted shall begin not later than 3 years from the date of this decision.
Reason	<i>To conform with Section 91 of the Town and Country Planning Act 1990 (as amended)</i>

2.	<p>The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <p>Drawing No. 1139-02 - Proposed First Floor Layout Drawing No. 1139-05D - Proposed Site and Car Park Layout Drawing No. 1139-08A - Proposed Elevations</p>
Reason	<i>For the avoidance of doubt and in the interests of proper planning</i>

3.	<p>Prior to the first occupation of the buildings any necessary mitigation measures shall have been implemented in full accordance with the recommendations of the Noise Harvest Environmental Noise Report ref 2023-03-01 AS0093 Rev A and the glazing and ventilation details shall be implemented in full as per the Noise Harvest Report ref. 2023-01-17 A0100 and thereafter shall not be removed or altered in any way.</p>
Reason	<i>To protect the amenities of future occupiers from road traffic noise and general disturbance in accordance with Policy H3 of the Coventry Local Plan 2016.</i>

4.	<p>Any new plant that may be installed, following the occupation of the proposed new use shall, in combination with existing, not exceed the noise rating levels referred to in the Noise Harvest Environmental report 2023/01/17/A0100</p>
Reason	<i>In the interests of the amenities of the occupiers of nearby properties, in accordance with Policies DE1 of the Coventry Local Plan 2016</i>

5.	<p>Prior to occupation of the development the turning areas and parking facilities shown on the approved plan shall be properly consolidated, delineated, surfaced, drained, free of loose stone and otherwise constructed in accordance with details to be submitted to and approved in writing by the local planning authority and these areas shall thereafter be retained and kept available for those uses at all times.</p>
Reason	<i>In the interest of Highway Safety and ensure the free flow of traffic using the adjoining Highway</i>

6.	<p>Any gas boilers installed on site shall have a dry NOx emission rate of no more than 40mg/kWh. One electric vehicle recharging point per 10 spaces</p>
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	shall be provided prior to occupation and shall not be removed or altered in any way and shall be kept available for such use by residents at all times.
Reason	<i>To mitigate the impacts of development on air quality in accordance with Policy EM7, DS3, EM2 and AC1 of the Coventry Local Plan 2016 and the aims and objectives of the NPPF.</i>