

Planning Committee Report	
Planning Ref:	PL/2023/0001033/FUL
Site:	16-18 Henley Road
Ward:	Longford
Proposal:	Proposed change of use Class E(e) to Use Class C2 residential care home with alterations to existing building and proposed landscaping.
Case Officer:	Ayesha Saleem

SUMMARY

The application proposes the change of use from Doctors Surgery (Use Class E (e)) to provide 7 bed residential care home (Use Class C2). The proposal will also include alterations to the existing building and proposed landscaping.

BACKGROUND

The application was previously considered by Planning Committee on 14th September 2023 where the resolution was to defer the application to consider the matters of parking provision and lift access to the first floor. These matters are now being considered.

KEY FACTS

Reason for report to committee:	Referred by Ward Councillor.
Current use of site:	The site is a redundant Doctors Surgery
Proposed use of site:	7 bed residential care home with supporting facilities (Use Class C2) with associated alterations.

RECOMMENDATION

Planning committee are recommended to approve 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 DS3, DE1, H8, AC1, AC2, AC3, AC4, GE3 and GE4 of the Coventry Local Plan 2016, together with the aims of the NPPF.

APPLICATION PROPOSAL

The proposals are to replace the existing building with a managed residential home with seven bedrooms over two floors. The home follows the existing building footprint and there will be ground-floor communal living space, kitchen and dining area and office.

Each residential unit has been designed to incorporate a spacious bedroom which can facilitate a double bed, wardrobe, chest of drawers and desk with chair. An en-suite with shower, basin and toilet is incorporated within each unit. There have been alterations to the floor plans to include a lift.

The proposal does include the partial demolition of the single storey element at to the rear to improve the outlook of the rooms within. Other external alterations involve changes to the front elevation including the replacement of one external door with a window. The proposed materials will be to match the existing materials of the existing building. These are red facing brick, render, concrete roof tiles and windows to match the style of the existing windows.

Four parking spaces, including one disabled parking space will now be provided in part of the rear garden area. The remaining area will be landscaped as a garden and will also accommodate the provision of a bin store and cycle parking.

The agent has confirmed that the end user is speculative. This is not a material planning consideration as the floor plans should be acceptable for whoever the end user is to be.

The care home is expected to have 4 full-time equivalent staff and two part-time staff providing care for the 7 residents. There will always be staff members on site, with two staff working overnight. Residents will be expected to receive visitors during daytime hours. The maximum staffing levels on site are therefore expected to be approximately 5 full time equivalent staff.

SITE DESCRIPTION

The application site 16-18 Henley Road comprises an original pair of semi-detached houses that was occupied by a doctor's surgery for many years. The surgery fronts onto Henley Road with the two existing accesses for pedestrians. There is narrow vehicle access to one side with a width of circa 2m from the house wall to the neighbouring property wall. This leads to a rear parking area.

The application site is located on the edge of Bell Green District Centre. The application site is bounded by residential dwellings north west, south, and west. Adjacent to the application site is the Riley Square shopping centre.

PLANNING HISTORY

Application Number:	Description of development:	Decision and date:
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L/1992/1603	Change of use of No.18 to surgery to extend surgery at No.16, rear ground floor extension and car parking	Granted-10/12/1992
L/1993/0207	Change of use of 18 to surgery to extend existing surgery at 16, rear ground floor extension and car parking (Revised submission - position and design of extension to 18, pitched roofs to both existing and proposed extensions and revised layout of rear car parking area and vehicular access)	Granted-24/06/1993
FUL/2021/3092	Conversion of rear section of ground floor and first of existing surgery (E(e)) to 4no. flats (C3).	Withdrawn-24/03/2022
FUL/2022/1970	Change of use of existing surgery to 4 one-bedroom flats (C3) and office (E) - Resubmission of FUL/2021/3092	Refused-09/09/2023

POLICY

National Policy Guidance

National Planning Policy Framework (NPPF). The NPPF published in September 2023 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, which was adopted by Coventry City Council on 6th December 2017. Relevant policies relating to this application are:

Policy DS3: Sustainable Development

Policy DE1: Ensuring High Quality Design

Policy H8: Care Homes, Supported Housing, Nursing Homes, and Older Persons accommodation

Policy AC1: Accessible Transport Network

Policy AC2: Road Network

Policy AC3: Demand Management

Policy AC4: Walking and Cycling

Policy EM7: Air Quality

Policy GE3: Biodiversity, Geological, Landscape and Archaeological Conservation

Policy GE4: Tree Protection

Policy CO2: Re-use or redevelopment of facilities

Supplementary Planning Guidance/ Documents (SPG/ SPD):

SPD Delivering a More Sustainable City 2009

SPD Coventry Connected (Transport and Accessibility) 2019
SPD Air Quality 2019

STATUTORY CONSULTATION RESPONSES

- Highways (CCC)- No objections subject to condition in relation to cycle parking
- Environmental Protection (CCC)- No objections subject to conditions in relation to Nox boilers and a construction environmental management plan
- Ecology (CCC)- No objections subject to condition hedgehog friendly fencing and an Ecological management plan.
- West Midlands Fire Services- No objections

PUBLIC RESPONSES

Notification letters were initially sent out to neighbouring houses and two site notices were displayed on the 25th May 2023.

2 letters of objection were received raising the following material planning considerations:

- Noise/ disturbance from coming and goings
- Increased traffic and parking
- Concerns regarding litter
- Loss of privacy
- Disposal of medical waste previously was incorrect and potential for contamination within the garden
- Loss of the GP
- Increased fire risk
- Out of character
- Can easily convert to a HMO
- Discrepancies within the design and access statement

Ward Councillors; Councillor Bigham and Councillor Duggins supported these objections and referred the application planning committee.

A further 10-day re-notification period was carried out on the amended plans. No further representations have been received.

Any further comments received will be reported within late representations.

ASSESSMENT

The report to Planning Committee in September set out the Principle of Development and the impact on visual and residential amenity. Whilst Members did not request any additional information in respect of these matters, they are included here for completeness.

Principle of Development:

Policy H8 (Care Homes, Supported Housing, Nursing Homes and Older Persons accommodation) states:-

- ‘1. Proposals for care homes, nursing homes and other specialist and supported forms of housing for the elderly and those requiring care will be encouraged in areas that are accessible by a choice of means of transport and that are situated in close proximity to key local services.
2. Proposals should be of a high quality and design and be compatible with the character of the surrounding area.’

The National Planning Policy Framework supports the provision of more homes in line with the governments objective in significantly boosting the national supply of housing. Paragraph 62 establishes the need to deliver a range of housing to meet the needs of different demographic groups of the community, including people with disabilities and older people.

Planning Policy officers consider that the proposals comply with the provisions of the NPPF and the Local Plan Policy H8, in seeking to deliver residential accommodation, particularly the type that meets specific and niche needs of the community such as Care Homes that fall under the Use Class C2.

The application site is located in an accessible location on Henley Road, which benefits from Bell Green District Centre directly adjacent to the site and a frequent bus service towards Coventry City Centre which in turn provides further access to services located within the city centre and along the bus route. The site is located within very close walking distance from local services and other amenities located within Bell Green District Centre. As such, the application site is considered to be in a highly sustainable location in compliance with the provisions of Policy H8.

Policy CO2 states ‘Proposals for the re-use or redevelopment of community premises for a use outside the scope of this policy will not be supported if:

- a) There is an outstanding local need which could reasonably be met at that location;
- b) The site remains viable for existing uses or could be made viable through appropriate diversification of use;
- c) the proposal is not compatible with nearby uses’

The Applicant has confirmed that the existing building has been redundant since May 2021 when the premises relocated to Henley Green Medical Centre. There has been no loss of this service, but it has just been relocated and the area still receives this service.

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.

Chapter 12 of the NPPF requires that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

The existing building is to be utilised, with the footprint reduced by circa 1.2 metres on the South-Eastern boundary. This reduction in the plan has been designed to increase the outlook for the proposed ground floor rooms and has no detrimental impact upon the appearance of the building. On the principal elevation a door opening is to be converted into a window. The proposed alterations are considered to be acceptable and are considered to comply with policy DE1 of the Coventry Local Plan 2016.

Impact on residential amenity:

No 20 Henley Road is located to the south of the application property at a distance of circa 2.3 metres with a boundary fence in between. The proposed new wall along the South-Eastern boundary is to sit a minimum of 2.8m from the boundary at the closest point and 3.9m at the widest. There are windows to the side elevation of this extension which will be screened by the boundary fence. This will have less of an impact upon the neighbouring dwelling given the increased separation distances. The proposal is not considered to have a detrimental impact upon the amenity of this occupant in regard to harmful overlooking or loss of privacy.

No 14 Henley Road is located north to the application property. The relationship between the properties are to remain the same. The proposed alterations are to have no impact upon the residential amenity of this neighbouring occupant.

With regards to the neighbour's comments in relation to noise/ disturbance from coming and goings. The previous use was more intensive than the proposed use, there should be less comings and goings than a doctor's surgery and this application is a betterment with regards to this issue. Officers consider that the proposal will not have a detrimental impact upon the amenity of neighbouring occupants from noise or disturbance with associated coming and goings.

Highway considerations:

Members raised concern about the lack of parking on the site and the application was deferred to address this. There is an existing narrow vehicle access to one side with a width of circa 2m from the house wall to the neighbouring property wall. This leads to a rear parking area. The car park was used by customers and employees of the surgery. The access is about 30m in length and the width makes it unsuitable for continued vehicle use. Officers advised that the access is not wide enough for a vehicle to pass, so was not considered suitable. However, this is an existing access which was previously used for the Doctors Surgery. Amended plans have been received to demonstrate parking for 4 vehicles (including 1 disabled parking space) in the rear garden area. The Local Highway Authority has no objections to this parking provision.

The Riley Square shopping centre is directly opposite the site and there is a free car park for this centre accessed from Roseberry Avenue just to the south-east of the site. This free car park has about 80 spaces and is well used.

Coventry City Council parking standards for residential institutions (Care Homes; planning use C2) require 1 parking space per 4 bedrooms and 1 parking space per 2 staff. This will mean a requirement for 5 parking spaces in total to cater for staff and visitors.

The proposals now include 4 parking spaces. It was previously reported that the application has been accompanied by a Transport Statement and Parking Survey.

The Parking Survey results show:

- There are a total of 63 available unrestricted parking spaces, mainly on Miles Meadow Road and Carey Street to the south of the site and accessible by a footpath between Henley Road and Miles Meadow;
- There are a further 166 spaces including 117 on Hall Green Road and Old Church Road to the west of the site which are unrestricted except on match days for the local sports stadium when only permit holders may park

Of the total of 63 unrestricted parking spaces, a minimum of 30 spaces were available overnight and at least 37 were available during the day. There were also significant free parking spaces available on both Hall Green Road and Old Church Road that is suitable for use at any time other than match days for the local stadium.

The surveys show that there is generally no significant problem with parking local to the site on Henley Road and so visitors and staff at the proposed care home will be able to park on-street within easy walking distance of the site. However, Ward Councillors questioned this assessment due to their experience of on-street parking demand in the area and therefore the Highways Officer carried out a further assessment. Given that four of the five spaces are now to be provided on-site, it is considered that the fifth space can be met on-street or by parking in the car park opposite.

There are a total of six regular bus services within walking distance, providing a total of 18 services per hour on weekdays and weekends.

Covered secure cycle parking is provided in the rear garden for 5 cycles. This exceeds Coventry City Council cycle parking standards that require 2 spaces for such premises (one per 8 bedrooms for visitors and one per 10 staff).

Officers consider that the location of the proposed care home is sustainable and now accommodates four spaces on site. Highway officers have no objections to the proposal subject to a condition requiring full details of the cycle parking.

Ecological:

Policy GE3 states Proposals for development sites, having biodiversity or geological conservation value, will be permitted provided that they protect, enhance and/or restore habitat biodiversity.

The alterations to the building may impact the roof space, which raises concerns regarding bats and birds. However, given the type of works requested and photos of the site, further investigation is not required.

The proposed changes in landscaping at the front and rear of the property should result in a Biodiversity Net Gain of over 10%. To ensure the landscaping is appropriate and managed over time, a Landscape management plan is requested, with planting lists and long-term management outlined.

There are various records of hedgehogs within the local area and therefore hedgehog friendly fencing is requested, with 15cmx15cm gaps left in the kickboards.

As previously reported the Ecology officer has no objections to the proposals subject to the recommended conditions.

Other Matters:

The application was accompanied by an Air Quality Assessment. Environmental Protection officers have assessed the proposals and have no objections to the proposals subject a condition in relation to a Nox boiler and a construction environmental management plan. No concerns were raised in relation to noise or contamination.

The neighbours' comments, previously reported and considered in relation to fire hazard is a matter controlled under building regulations.

With regard to the concerns in relation to the premises being used as HMO, any change of use to HMO will require full planning permission and cannot be carried out under permitted development.

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

In view of the acceptable principle, design and impact upon neighbouring properties and highways, the scheme accords with development plan policies, supplementary planning guidelines and the NPPF 2023 therefore the application is recommended for approval. The development is in accordance with Policies DS3, DE1, H8, AC1, AC2, AC4, EM7, CO2 and GE3 of the Coventry Local Plan 2016.

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>Location and Site Plans DWG 1300.01 Existing Grouped Plans DWG 1300.02 Proposed Floor Plans DWG 1300.06E Proposed Elevations DWG 1300.07B Design and Access Statement- Ref: 1300.08 Rev A Air Quality Assessment- Dated 19th May 2023 Transport Statement- May 2023</p>
Reason	<i>For the avoidance of doubt and in the interests of proper planning</i>
3.	Other than where specified on the approved plans, no facing and roofing materials shall be used other than materials similar in appearance to those used predominantly in the construction of the exterior of the existing building.
Reason	<i>To ensure that the proposed development has a satisfactory external appearance in the interests of the visual amenities of the area in accordance with Policy DE1 of the Coventry Local Plan 2016.</i>

4.	No part of the residential accommodation hereby permitted shall be occupied unless and until the external amenity space has been laid out and provided in full accordance with the details shown on the approved plans and thereafter shall remain available for use at all times.
Reason	<i>In the interests of the amenities of the future occupants of the residential accommodation in accordance with Policy DE1 of the Coventry Local Plan 2016.</i>
5.	The residential accommodation hereby permitted shall not be occupied unless and until the bin storage areas have been provided in full accordance with the details shown on the approved plans and thereafter, they shall remain available for use at all times and shall not be removed or altered in any way.
Reason	<i>In the interests of the amenities of the future occupants of the residential accommodation in accordance with Policy DE1 of the Coventry Local Plan 2016.</i>
6.	Prior to occupation of the development hereby permitted, details of cycle parking facilities shall be submitted to and approved in writing by the Local Planning Authority. The cycle parking facilities shall be provided in full accordance with the approved details prior to first occupation of the building and thereafter those facilities shall remain available for use at all times and shall not be removed or altered in any way.
Reason	<i>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 DS3, AC3 and AC4 of the Coventry Local 2016.</i>
7.	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 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 DS3 of the Coventry Local Plan 2016 and the aims and objectives of the NPPF.</i>
8.	Prior to the commencement of development, a method statement detailing the control of emissions into the air during the demolition/construction phase should be submitted to and approved in writing by the Local Planning Authority. The method statement should accord with the Best Practice Guidance - 'The control of dust and emissions from construction and

	demolition' and include:- a) proposed hours of work; b) map with nearest receptors and distances for dust and noise; c) noise impact on nearest neighbours and control measures as required; d) monitoring methods and measurement locations for dust and noise recording details; e) dust mitigation measures; f) contact details for responsible persons and site personnel training; and g) information provision and liaison with local residents. The development shall only proceed in full accordance with the approved details.
Reason	<i>To protect the amenity of the occupiers of neighbouring residential occupiers in accordance with Policy EM7 of the Coventry Local Plan 2016.</i>
9.	Prior to the first occupation of the development hereby permitted, details of general ecological habitat enhancement measures and hedgehog mitigation measures shall be submitted to and approved in writing by the Local Planning Authority. Such measures shall include; retention and management of boundary vegetation, and hedgehog friendly boundary fencing and gates. The habitat enhancement measures shall be undertaken in strict accordance with the approved details prior to the first occupation of the development and thereafter shall be retained and shall not be removed or altered in any way.
Reason	<i>To ensure that protected species are not harmed by the development in accordance with Policy GE3 of the Coventry Local Plan 2016 and the advice contained within the NPPF 2018.</i>
10.	Prior to the first occupation of the development hereby permitted, a combined ecological and landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include all aspects of landscaping including details of any compensation for biodiversity loss, including the erection of bat boxes and/or bird nesting boxes (to include box type, numbers, location and timing of works). The approved scheme shall be fully implemented in strict accordance with the approved details prior to the first occupation of the development and thereafter shall be retained and shall not be removed or altered in any way.
Reason	<i>To ensure that protected species are not harmed by the development in accordance with Policy GE3 of the Coventry Local Plan 2016 and the advice contained within the NPPF 2018.</i>
11.	Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015, as amended, or any Order revoking and re-enacting that Order with or without modification, the use hereby permitted shall be used only as a Residential Care Home under Use Class C2 and for no other purpose (even if such other purpose would not

	otherwise require planning permission or would otherwise be permitted by any legislation).
Reason	<i>It is considered necessary to strictly control the nature and intensity of the use of the site and only the approved use has been considered in establishing whether the proposal would have acceptable impacts in this location, and other use would require further detailed consideration in accordance with Policies DE1 and DS3 of the Coventry Local Plan 2016.</i>
12.	The development hereby permitted shall be occupied by no more than 7 permanent residents at any time.
Reason	<i>To ensure that the development is not used in an over-intensive manner, prejudicial to or likely to cause nuisance to occupiers of nearby properties in accordance with Policies DE1 and H8 of the Coventry Local Plan 2016.</i>
13.	The building hereby permitted shall not be occupied unless and until the car parking spaces to be provided have been completed and marked out in full accordance with the approved drawings and made available for use by staff / or visitors to the care home and thereafter those spaces shall be retained for parking purposes at all times and shall not be removed or altered in any way.
Reason	<i>To ensure the satisfactory provision of off-street vehicle parking facilities in accordance with the Council's standards and in the interests of highway safety and the satisfactory development of the site in accordance with Policies AC1, AC2 and AC3 of the Coventry Local Plan 2016.</i>