

Reference: 15/00430/FUL

Applicant: Groby Ex-Servicemens Club

Location: 16 - 18 Leicester Road Groby

Proposal: Demolition of existing building at first floor and first floor flat roof extension

RECOMMENDATION:- Grant subject to conditions

Introduction:-

This application is to be considered at Planning Committee in accordance with the Scheme of Delegation, as it has attracted interest from the occupiers of five or more addresses (including the Parish Council), the views of which are contrary to the officer recommendation.

Application Proposal

This application seeks full planning permission for extensions and alterations to Groby Ex-Servicemen's Club. The scheme includes the demolition of the first floor brick and tile structure with a pitched roof that forms the central element of the club and the construction of a first floor flat roofed extension to provide a function room with bar and toilet facilities, a snooker room and the formation of a disabled lift.

The proposed extension would result in remodelling of the club, being constructed from materials to complement the front façade including the use of Marley Eternit Cedral cladding (grey) and render, grey aluminium windows to match the existing ground floor windows and a sedum roof.

Amended plans have been submitted to address officer concerns in relation to the extent, height and design of the first floor extension and its potential impact on the setting of the adjacent listed building and the amenities of neighbouring properties and the potential for noise and disturbance from the proposed function room. Re-consultation has been undertaken.

The Site and Surrounding Area

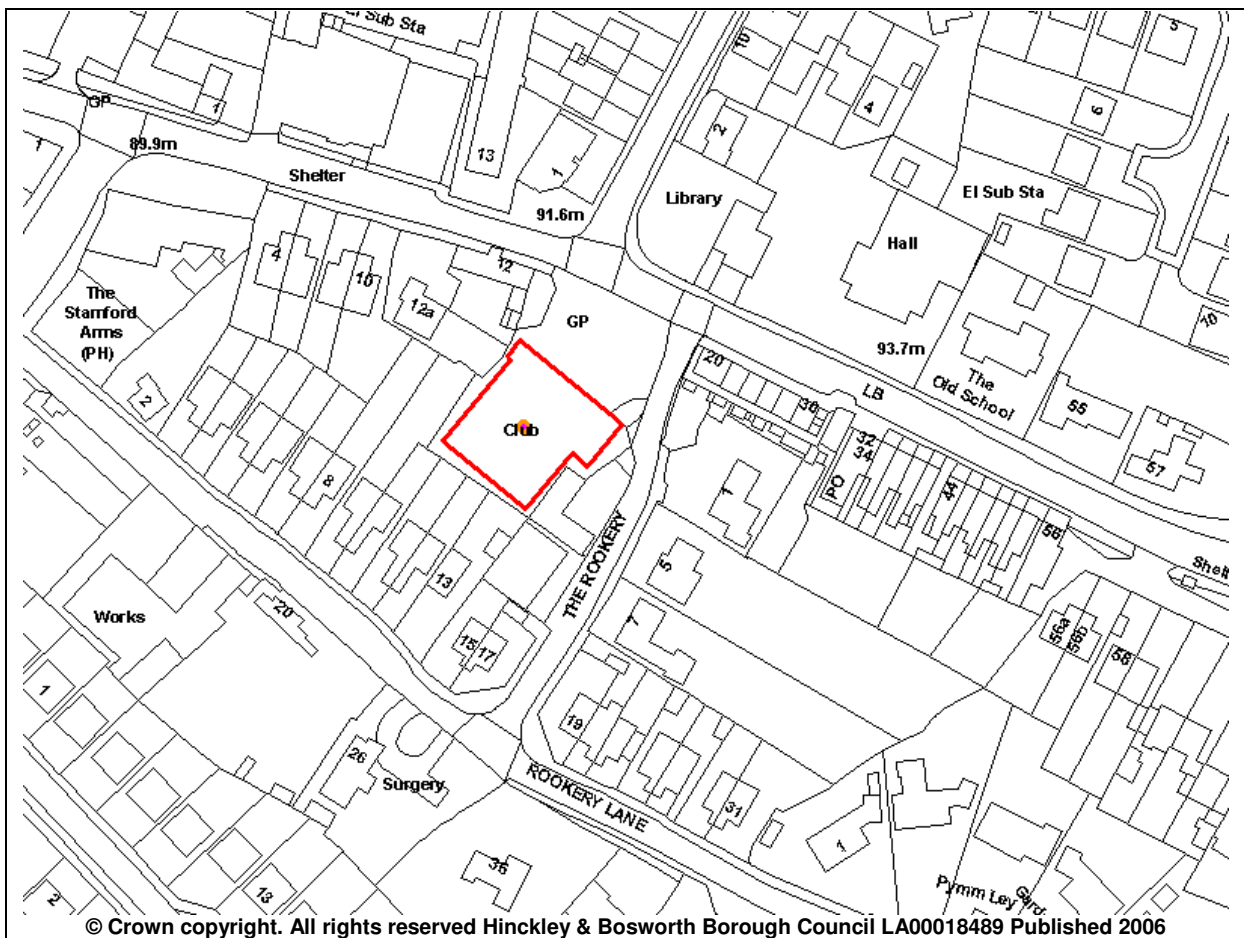
The site is located close to the centre of Groby on the corner of Leicester Road and The Rookery and within the Groby Conservation Area. The site slopes up from Leicester Road such that the club is elevated in relation to the highway. The club building comprises of a two storey pitched slate roof element and more modern flat roof elements of two storey and single storey design. The building and associated flat are constructed from a mix of local stone, red brick, brown brick and white uPVC panelled walls with both grey aluminium and white uPVC framed windows. The site is bounded by walls constructed of local stone of between approximately 1 metre and 2 metres in height. There is a car park to the frontage of the club with separate in and out accesses to Leicester Road. The locality consists of a mix of residential, commercial and community uses. The adjacent stone cottage to the north of the club, 12 Leicester Road, is a Grade II Listed Building.

Technical Documents submitted with Application

A Design and Access Statement, additional supporting information in respect of the historical context of the club and setting of the adjacent listed building and a Biodiversity Statement have been submitted to support the application.

Relevant Planning History:-

15/00436/FUL	Formation of access ramp	Granted	13.07.15
12/00438/FUL	Alterations to Premises	Granted	07.08.12
12/00040/FUL	Extensions and Alterations to Club	Granted	09.05.12
11/00473/FUL	Extensions and Alterations to Club	Withdrawn	03.08.11
10/00961/FUL	Erection of War Memorial	Granted	03.02.11
06/00947/FUL	New Disabled Access	Granted	05.10.06
03/01322/FUL	Alterations to Front Elevation	Granted	19.12.03



Consultations:-

No objection has been received from Environmental Health (Pollution) following the submission of amended plans to remove the proposed balcony and bi-fold/opening doors to the front elevation.

Groby Parish Council objects on the grounds that the proposal would not be in keeping with the village street scene. Neighbours should be informed.

No objection has been received from Groby Village Society.

Site notice and press notice displayed and neighbours notified. Responses received from three different addresses raising the following objections and concerns:-

- a) potential noise and disturbance from the use of the function room on the first floor at the front of the building
- b) loss of privacy from overlooking from the proposed balcony
- c) loss of light to garden
- d) impact on conservation area and listed building
- e) inadequate parking provision to serve new function room
- f) loss of property value.

Policy:-

National Policy Guidance

National Planning Policy Framework (NPPF) 2012
National Planning Practice Guidance (NPPG) 2014
Section 72 (1) of the Planning (Listed Buildings and Conservation Area) Act 1990

Hinckley & Bosworth Core Strategy 2009

Policy 8: Key Rural Centres relating to Leicester
Policy 24: Sustainable Design and Technology

Hinckley & Bosworth Local Plan 2001

The site is located within the settlement boundary of Groby and within the Groby Conservation Area as defined in the adopted Hinckley & Bosworth Local Plan.

Policy BE1: Design and Siting of Development
Policy BE5: The Setting of a Listed Building
Policy BE7: Development in Conservation Areas
Policy BE8: Demolition in Conservation Areas
Policy T5: Highway Design and Vehicle Parking Standards

Other Material Policy Guidance

Groby Conservation Area Appraisal and Map

Appraisal:-

The main considerations with regards to this application are:-

- principle of development
- loss of historic fabric
- design and appearance
- impact on the character and appearance of the Groby Conservation Area
- impact on the setting of the adjacent listed building
- impact on the amenities of neighbouring properties
- impact on highway safety
- other material considerations

Principle of Development

The NPPF provides a presumption in favour of sustainable development. Paragraph 28 seeks to promote the retention and development of local services and community facilities in villages including meeting places, cultural buildings and public houses. Paragraph 17 supports the provision of sufficient community facilities and services to meet local needs. Paragraph 70 seeks to ensure that established facilities and services are able to develop and modernise in a way that is sustainable and retained for the benefit of the community.

The site is an established facility used by the community for social events in a sustainable location close to other services and facilities in the centre of Groby. The proposal would contribute to the social role of sustainable development through the provision of enhanced facilities at the club for use by the community, to the economic role of sustainable development by enhancing the future viability of the club and subject to considerations of design and appearance and potential noise pollution would not have any adverse impacts on the environment. The proposal to extend this existing facility is a sustainable development and therefore acceptable in principle subject to all other planning matters being satisfactorily addressed.

Design and Appearance and Impact on the Character and Appearance of the Groby Conservation Area and the Setting of the Listed Building

Groby Parish Council objects to the scheme on the grounds that the proposal would not be in keeping with the village street scene. A separate objection has also been received on the grounds that the scheme would have an adverse impact on the conservation area and listed building.

Policy 8: Key Rural Centres relating to Leicester requires new development to respect the character and appearance of the Groby Conservation Area by incorporating locally distinctive features.

Policies BE5 and BE7 require the setting of listed buildings and the special character and appearance of conservation areas to be preserved or enhanced by the control of the design of new development, including alterations and extensions, building materials, finishes and techniques. Policy BE8 requires that demolition of buildings in conservation areas is not detrimental to the character or appearance of the area and that, where demolition is considered to be acceptable, there are proposals for replacement that would preserve or enhance the character or appearance of the area. Policy BE1 (criterion a) requires new development to complement or enhance the character of the surrounding area with regard to scale, layout, mass, design, materials and architectural features.

The proposal is located within the Groby Conservation Area where Section 72 (1) of the Planning (Listed Buildings and Conservation Area) Act 1990 requires that special attention is given to the desirability of preserving or enhancing the character or appearance of that area. The NPPF in paragraphs 9 seeks positive improvements in the quality of the built and historic environment including replacing poor design with better design and improving conditions in which people take leisure. Paragraph 17 seeks to conserve heritage assets in a manner appropriate to their significance.

The scheme proposes the demolition of the first floor/roof of the two storey brick and tile core section of the building. The building is identified in the Groby Conservation Area Appraisal as an unlisted building of local historic or architectural importance, however the appraisal offers no justification as to why it is so identified. In addition, from the site visit it can be seen that roof thrust has pushed the front elevation wall out of verticality and the supporting documentation raises questions as to the integrity of the structure with approximately 80

percent of the ground floor of the building having been removed during previous alterations. The dual pitched slate roof is the most significant part of the building being constructed of traditional materials but its loss (being a building of low historic or architectural significance) would not have a significant detrimental impact on the character of the Groby Conservation Area. It is also acknowledged that the concerns raised regarding the structural integrity of the building could provide justification for its removal. Therefore the scheme is considered to be in accordance with Policy BE8 of the adopted Local Plan and no objection to the loss of the structure is raised.

The club currently comprises a two storey brick and tile core with surrounding single storey flat roof extensions and a flat roof first floor apartment. As a result it has a composite, un-unified appearance that is in contrast to the traditional buildings that make up the historic core of Groby and a majority of the Groby Conservation Area.

The demolition of the existing brick and tile pitched roof core and its replacement with a much larger, though lower in overall height, first floor extension with a flat roof would alter the overall character and appearance of the building. However, the amended scheme by virtue of its design and appearance would reflect the more contemporary character of the single storey flat roof section of the building and whilst not strictly in accordance with Policy BE7 (criterion d) of the adopted Local Plan, the use of sympathetic, though non-traditional, materials would result in a comprehensive re-modelling of the building and a coherent and unified appearance that the site currently lacks. Notwithstanding the objections received, by virtue of the scale and design and subject to the control of external materials to ensure a satisfactory appearance, the amended scheme would not result in any significant harm to the character or appearance of the site or street scene and would preserve the character and appearance of the Groby Conservation Area in accordance with Policies BE7 (criteria a and b) and BE1 (criterion a) of the adopted Local Plan.

The adjacent Grade II listed building, 12 Leicester Road, is a 1½ storey cottage constructed of local stone and slate roof located to the north of the club and fronting onto Leicester Road. It has a single storey range of outbuildings constructed in matching materials that extends further towards the club and forms the east boundary of its curtilage. The first floor section of the club is currently set back from the main rear elevation of No. 12 by approximately 18.5 metres and notwithstanding that the proposed scheme would extend the first floor of the club towards the listed building by 7.5 metres, by virtue of the scale and design of the amended scheme the proposal would retain an acceptable separation distance of 11 metres to the main rear elevation of the listed building. By virtue of the separation distance and the set back of the club from the listed building and the Leicester Road frontage, it is considered that the proposal would not be over dominant or overbearing on the listed building and would therefore preserve its setting in accordance with Policy BE5 of the adopted Local Plan.

Amenity of Neighbouring Properties

Policy BE1 (criterion i) requires that development does not adversely affect the amenities of neighbouring properties.

Objections have been received as a result of the consultation process that the scheme would have an adverse impact on residential amenity as a result of potential noise and disturbance from the use of the function room and balcony on the first floor at the front of the building, loss of privacy from overlooking from the proposed balcony and loss of light to gardens.

Environmental Health (Pollution) initially raised concerns in respect of the proposed balcony and opening bi-fold doors on the front elevation of the scheme at first floor. However, following the receipt of amended plans that have removed these proposals from the scheme and replaced them with fully enclosed fixed windows, Environmental Health (Pollution) have

removed their objection. A condition is recommended to control the glazing specification of the fixed windows to limit noise escape from the function room and afford adequate protection to residential amenity. It is also suggested that a noise limiting device could be installed to provide an additional safeguard, however, this would not be essential to make the development acceptable in planning terms and the club already undertake their own noise monitoring with a manual decibel meter. Subject to the scheme being constructed in accordance with a satisfactory window and glazing specification, the proposal is unlikely to result in any adverse impacts on residential amenity from undue noise or disturbance to surrounding properties.

12 Leicester Road is a detached 1½ storey cottage located approximately 11 metres to the north of the proposed first floor extension with a private rear garden extending to within 1 metre of the club. The amended scheme has relocated the proposed first floor extension 3 metres further from the boundary with No. 12 and removed the proposed balcony and opening bi-fold doors from the front elevation of the scheme. The amended scheme now proposes fixed windows that would be offset from the rear garden of No. 12 and face towards the car park of the club so that there would be no adverse overbearing or overshadowing impacts or loss of privacy from direct overlooking to the rear of No. 12.

12a Leicester Road is a detached, split level two storey and single storey house located to the north west of the club. A conservatory faces the north west side elevation of the club at a separation distance of approximately 16 metres. The amended scheme has relocated the first floor extension 3 metres further from the boundary with No. 12a and reduced its overall height. Notwithstanding that the extension would project 7.5 metres further forward of the existing two storey element of the club, by virtue of the separation distance of approximately 18 metres, the proposal would not result in any adverse overbearing or overshadowing impacts on the rear of No. 12a and there are no windows proposed in the side elevation that would result in loss of privacy from overlooking.

The proposed porthole windows in the rear (south) elevation are to be obscurely glazed and non-opening therefore the scheme would not result in any adverse impacts on the amenities of the occupiers of Rookery Lane from loss of privacy from overlooking. There are no windows in the east side elevation that would result in a loss of privacy from overlooking to the occupiers of 1 The Rookery. By virtue of separation distances, the proposal would not result in any adverse impacts on the amenities of any other neighbouring properties.

The scheme is therefore considered to be in accordance with Policy BE1 (criterion i) of the adopted Local Plan.

Highway Safety

Policy BE1 (criterion g) seeks to ensure that there is adequate highway visibility for road users and adequate provision of parking and manoeuvring facilities. Policy T5 applies highway design and vehicle parking standards. Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Objections to the scheme have been received on the grounds of inadequate parking provision to serve the new function room leading to additional on-street car parking around the site.

There is an existing in only/out only access/egress arrangement to the car park of the club which is to be retained. The proposed parking plan submitted would provide a total of 18 parking spaces including one disabled space and would be achieved through the removal of a decking area currently constructed over two existing parking spaces. Given the constrained

nature of the site, there would be no potential to further increase parking provision on site, however, notwithstanding this, as the site is located in the centre of Groby access via alternative means of transport would be available. Therefore it is considered that the cumulative impacts of the development are unlikely to be severe to the extent that the application should be refused on highway safety grounds. There are parking restrictions in streets adjacent to the site. The provision of an enhanced facility for use by the community is considered to outweigh any negative impacts from potential on-street car parking.

Other Matters

The scheme includes the provision of a sedum roof covering that would contribute to the sustainability credentials of the building.

Property values are not a material planning consideration.

Conclusion

The site is located in a sustainable location close to other services and facilities in the centre of Groby. The proposal would enhance the future viability of this long standing club through the provision of improved facilities for use by members of the club and the wider community and extensions and alterations to existing buildings are generally acceptable in principle. The demolition of the brick and tile core of the building is also considered to be acceptable in principle as it would not result in the loss of a structure of any identified significance. By virtue of the design and scale and subject to the use of satisfactory and sympathetic external materials, the proposed amended scheme would result in a re-modelling of the building and a unified appearance that the site currently lacks. The proposal would not therefore result in any significant harm to the character or appearance of the site or street scene and would preserve the character and appearance of the Groby Conservation Area. By virtue of separation distances the amended proposal would preserve the setting of the adjacent Grade II listed building. Subject to the control of glazing specification, by virtue of the design, scale and separation distances the proposal would not result in any adverse impacts on the amenities of any neighbouring properties from noise or disturbance from the use of the development or from overbearing/overshadowing impacts or loss of privacy from overlooking. The amended scheme is considered to be in accordance with Policies BE1 (criteria a, g and i), BE5, BE7 (criteria a, b, c and d), BE8 and T5 of the adopted Local Plan, Policy 8 of the adopted Core Strategy and the overarching principles of the NPPF and is therefore recommended for approval subject to conditions.

RECOMMENDATION:- Grant subject to conditions

In dealing with the application, through ongoing negotiation the local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application.

Conditions:-

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- 2 The development hereby permitted shall not be carried out otherwise than in complete accordance with the submitted application details as follows: Site Location Plan Drawing No. A3/05/rev, Existing Ground Floor Plan Drawing No. A2/06/rev, Existing Elevations Drawing No. A2/07/rev and Proposed Ground Floor Plan Drawing No. A2/04/rev received by the local planning authority on 29 April 2015; First Floor Block Plan as Existing Drawing No. A3/08/rev received by the local planning authority

on 12 May 2015; First Floor Block Plan as Proposed Drawing No. A3/09/rev A, Proposed Front and Rear Elevations Drawing No. A2/02/rev A and Proposed Side Elevations Drawing No. A2/01/rev A received by the local planning authority on 1 June 2015; Proposed Parking Plan Drawing No. P1/01/rev received by the local planning authority on 6 July 2015 and Existing and Proposed First Floor Plan Drawing No. A2/03/rev A received by the local planning authority on 8 July 2015.

- 3 Notwithstanding the submitted details, prior to the commencement of development, representative samples of the types and colours of materials to be used on the external elevations of the proposed extensions and alterations shall be submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the approved materials.
- 4 Before any development commences full details of all new windows style and glazing type and specification shall be submitted to and approved in writing by the local planning authority. The development hereby permitted shall be implemented in accordance with the approved details and permanently so maintained at all times thereafter.
- 5 Before first use of the permitted first floor extension hereby permitted the porthole windows to be inserted in the rear elevation of the building at first floor shall be non-opening type and fitted with obscure glazing and once so provided shall be maintained as such at all times thereafter.
- 6 Before the first use of the extension hereby permitted, the vehicle parking spaces shall be provided and marked out in accordance with the details on approved Proposed Parking Plan Drawing No. P1/01/rev received by the local planning authority on 6 July 2015. Once provided the vehicle parking spaces shall not be obstructed and shall be so maintained for parking at all times thereafter.

Reasons:-

- 1 To comply with the requirements of Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 For the avoidance of doubt and in the interests of proper planning.
- 3 To ensure that the development has a satisfactory external appearance and to protect the character and appearance of the Groby Conservation Area to accord with Policies BE1 (criterion a) and BE7 (criterion d) of the adopted Hinckley and Bosworth Local Plan.
- 4&5 To protect the privacy and amenity of neighbouring properties in accordance with Policy BE1 (criterion i) of the adopted Hinckley and Bosworth Local Plan.
- 6 To ensure that satisfactory off-street parking facilities are available to serve the development in the interests of highway safety to accord with Policies BE1 (criterion g) and T5 of the adopted Hinckley and Bosworth Local Plan.

Notes to Applicant:-

- 1 Bats, nesting birds, great crested newts and certain other species are protected by law. If any such species are discovered before or during the works the works must be suspended and the local office of Natural England contacted for advice.

- 2 This permission does not grant approval under the Building Act 1984 and the Building Regulations 2000 (as amended) for which a separate application may be required. You are advised to contact the Building Control Section.
- 3 As from 6 April 2008 this Authority are charging for the discharge of conditions in accordance with revised fee regulations which came into force on that date. Application forms to discharge conditions and further information can be found on the planning portal web site www.planningportal.gov.uk.
- 4 All works within the limits of the Highway with regard to the access shall be carried out to the satisfaction of the Southern Area Manager (0116 3052202).
- 5 In relation to Condition 4 the windows shall be non-opening type and be fitted with a high specification glazing that will limit noise escape from the building. Please contact the Environmental Health (Pollution) team to obtain further advice on (01455) 255769.

Contact Officer:- Richard Wright Ext 5894