

DARLINGTON BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE

COMMITTEE DATE: 23 August 2017

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APPLICATION REF. NO:	17/00044/FUL
STATUTORY DECISION DATE:	31 August 2017
WARD/PARISH:	PARK WEST
LOCATION:	Harewood Lodge Guest House, 40 Grange Road Blackwell
DESCRIPTION:	Conversion of existing guest house (Use Class C1) into 6 No. self contained flats (Use Class C3) and associated internal and external alterations including basement entrance to the front, erection of single storey porch to the side and the conversion of the existing garage to a habitable room. (Amended plans received 26 June 2017)
APPLICANT:	Mr Christopher Dent

APPLICATION AND SITE DESCRIPTION

The application site is an existing guest house on the corner of Grange Road and Harewood Terrace. The existing building is three storeys along with a basement and it comprises storage rooms; a communal Games Room, dining room, kitchen and sitting room; twelve guest bedrooms and owners living accommodation. There are pedestrian entrances off both Grange Road and Harewood Terrace and a small off street parking area and a garage both accessed off Harewood Terrace. The guest house has a garden to the front/side which is enclosed by a low wall and a mature hedge and it contains a number of trees. The guest house is on the end of a terrace of residential properties (some are flatted) and a lane runs along the rear (west) which separates the site from the residential dwellings on Harewood Terrace. The property is within the West End Conservation Area.

The proposal involves a change of use of the guest house to six self contained open market flats with associated internal and external alterations including the creation of a basement level access to the front; the erection of a single storey porch to the side and the conversion of the existing garage to a habitable room. The new dwellings would be over splits levels, for example apartment Six would comprise a kitchen/dining room and lounge (the converted garage) on the ground floor; one bedroom and ensuite on the first floor and a second bedroom and ensuite on the second floor. The small off street parking area off Harewood Terrace would be retained but the proposal involves the loss off the existing garage.

The scheme originally involved the conversion of the building to seven units and a three storey extension to the rear. Following discussions with Officers, the extension has been omitted from the scheme and the overall number of units has been reduced to six.

PLANNING HISTORY

The most relevant entries are as follows:

98/00700/CU In January 1999 planning permission was GRANTED for a change of use from residential care home to a guest house

01/00460/FUL In October 2001 planning permission was GRANTED for a two storey extension to provide four bedrooms, utility room, kitchen and double garage

PLANNING POLICY BACKGROUND

The relevant national and local development plan policies are:

National Planning Policy Framework 2012

Darlington Core Strategy Development Plan Document 2011

CS2 – Achieving High Quality Sustainable Design

CS14 – Promoting Local Character and Distinctiveness

CS16 – Protecting Environmental Resources, Human Health and Safety

Other Documents

Tees Valley Design Guide and Specification: Industrial and Estate Development

RESULTS OF CONSULTATION AND PUBLICITY

Upon receipt of the original submission, the Council issued 96 consultation letters to neighbouring dwellings and a Site Notice was erected and an advertisement was placed in the local press. Three letters of objection were received raising the following comments:

- *I am opposed to the granting of this application due to the current lack of off-street parking*
- *I object to this application on the basis that there is no provision for off street parking. The residents of the proposed flats will all be able to apply for resident's parking permits in area which barely has enough spaces for current residents. If the council removes the open parking area in Harewood Terrace, the parking available to visitors will be further severely limited. I also think that any extension of the red brick extension will be out of keeping with the conservation area.*
- *We are not opposed to this development in principle but as we live at No 42 Grange Road we could be affected by this development. Building the 7th unit would be very overbearing on our outside space which is already very overshadowed by the existing wall which has been added to the existing property and feel having 6 units, two with garages would be a better option. This would also give two extra spaces making four off road spaces thereby alleviating the potential parking problems. It would also provide a space for four of the potential 14 wheelie bins. If the 7th unit goes ahead tenants would park directly outside of this part of the property which would make it difficult to turn into the road from the rear of the properties in Grange Road, unless parking restrictions were adopted in front of this part of the building.*

- *Looking at the plans they show rainwater draining onto our property (No 42 Grange Road) where no drain existing and I am not sure if this is an oversight. If not we will strongly object.*
- *The drawings do not show location of boiler flues/drains and kitchen extractors and we do not want any of these existing onto our property (No 42 Grange Road).*

Following the submission of the amended plans, one of the previous objectors responded to the consultation exercise and made the following comments:

- *As the amended plans propose to convert the existing garage into a habitable room and the fact that my original objection was based on the lack of provision of off-road parking, it is fair to say that my objection to this planning application remains and, indeed, is even stronger than previous*

Consultee Responses

The Council's Environmental Health Officer has raised no objections to the proposed development subject to a condition to control the hours of construction and associated deliveries.

The Council's Highways Engineer has raised no objections subject to a planning condition for secure cycle parking provision

The Council's Heritage Asset Officer has raised no objections subject to planning conditions being imposed that relate to materials and window details

PLANNING ISSUES

The main issues to be considered here are whether the proposal is acceptable in the following terms:

Planning Policy

Impact on the Significance of the Conservation Area

Impact on the Character and Appearance of the Local Area

Highway Safety

Residential Amenity

Planning Policy

Although the Council cannot currently demonstrate a five year supply of deliverable housing sites and as such parts of the local development plan cannot be considered up-to-date, the Council's Interim Planning Position Statement (2016) states that most locations within the main urban area of Darlington are considered broadly acceptable for housing development (which would include conversions) subject to consideration of other material planning considerations.

Impact on the Significance of the Conservation Area

Policy CS14 (Promoting Local Character and Distinctiveness) seeks to protect, and where appropriate, enhance the distinctive character of the Borough's built, natural and environmental townscapes, landscapes and strong sense of place by protecting and improving the distinctive character of Darlington town centre and the urban area. Government guidance on conservation areas is contained within the National Planning Policy Framework 2012.

The property is in the West End Conservation Area and in a prominent location along Grange Road. The original building has many distinctive architectural features and is constructed in "Pease Brick" but the extension to the rear that was approved in 2001 (see Planning History) is

of a more modern and simplistic design constructed from contrasting materials. Following discussions with Officers the proposal has been amended to omit a three storey addition to the existing extension at the rear and the alterations to the fenestration patterns within the existing extension have been revised. The remaining external alterations (garage conversion/porch extension to the side and basement entrance to the front) are considered to be acceptable subject to the use of appropriate materials which would be secured by planning conditions. The revised proposal would not harm the significance of the conservation Area in accordance with the National Planning Policy Framework 2012 and Policy CS14 of the Core Strategy.

Impact on the Character and Appearance of the Local Area

Core Strategy Policy CS2 (Achieving High Quality, Sustainable Design) states that high quality, safe, sustainable and inclusive design will be promoted in all new developments. There are other properties within the terrace that have basement level accesses to the front, similar to the one being proposed here. In general design terms, all of the external alterations to the building are considered to be acceptable and would not be out of character with the surrounding area.

The planning history for the site shows that the building has been in non-residential use for a number of years and there are no objections to bringing the premises back to private residential units in this locality, which is a mix of dwellings and flatted developments. The proposal would not have an adverse impact on the character and appearance of the surrounding area.

Highway Safety

Policy CS2 of the Core Strategy also states that development should provide vehicular access and parking suitable for its location and use.

The property currently comprises 12 guest rooms and owners living accommodation. The Tees Valley Design Guide states that this would equate to an existing car parking requirement of approximately 7 or 8 vehicles. The existing guest house benefits from 3 in-curtilage car parking spaces including the double garage, but it is entitled with permits to use the limited residents parking bays on Grange Road and some on Harewood Terrace. Other than this provision, all other car parking would be reliant on the on-street parking on Harewood Terrace. Outside of the hours of 9am – 5pm the limited waiting bays adjacent to the property (approx. 5-6 vehicles) do revert to unrestricted on street parking therefore there is some available capacity to accommodate the on street parking.

The Design Guide would suggest that there should be 1.5 car parking spaces per flat which would result in a need for nine car parking spaces for this type of proposal. However, due to the proposed conversion of the existing garage, the scheme would only have one in-curtilage space resulting in eight vehicles being reliant on on-street parking.

Based on the Design Guide this would result in (approx. 3-4 no. additional vehicles on street). The majority of the on street parking requirement could be provided by the bays along the boundary of the property which should not impact on neighbouring households.

Given the on-street parking provision in the area, the Council's Highways Engineer considers it would be difficult to justify a recommendation for refusal based on lack of adequate in-curtilage parking.

Cycle parking should be provided in the order of 1 space per 4 flats in a suitable secure covered area and details can be conditioned accordingly.

Residential Amenity

One of the core principles of the NPPF is that development should have a good standard of amenity for all existing and future occupants of land and buildings. Core Strategy Policy CS16 (Protecting Environmental Resources, Human Health and Safety) states that new development, including proposals for the change of use of a building, should ensure that there is no detrimental impact on the environment, general amenity and the health and safety of the community.

The proposal has been amended to omit the erection of a three storey extension where the existing garage is located and therefore the proposal would no longer adversely impact on the immediate neighbouring dwelling (No 42 Grange Road). The existing garage would be retained and converted with no external enlargements. There are no window openings being proposed in the south or west facing elevations of the existing three storey extension which will protect the privacy of the neighbouring dwellings. The impact on the neighbouring dwellings on Grange Road arising from the “comings and goings” of the future occupants of the apartments should not be significantly worse than the current situation as the main entrances to the apartments would remain from Harewood Terrace apart from a new basement access on the front elevation (Grange Road) which leads to one of the apartments.

As the development is in close proximity to residential properties and access during construction works might be difficult given the location Environmental Health has recommended the imposition of a planning condition to restricting the hours of construction and deliveries.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998

The contents of this report have been considered in the context of the requirements placed on the Council by Section 17 of the Crime and Disorder Act 1998, namely the duty on the Council to exercise its functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area. It is not considered that the contents of this report have any such effect.

CONCLUSION

The principle of converting the building from a guest house to market housing is considered to comply with national and local development plan policy. The proposal has been amended in order to ensure the development does not harm the significance of the West End Conservation Area and in the interest of protecting the residential amenities of the adjoining dwelling. Whilst there is a under provision of in-curtilage parking, that is also currently the position for the guest house and it is considered that additional vehicles associated with the proposed use can be parked on the street. The proposed development is considered to be acceptable.

RECOMMENDATION

PLANNING PERMISSION BE GRANTED SUBJECT TO THE FOLLOWING CONDITIONS:

1. A3 – Implementation Limit (Three Years)
2. Construction work and associated deliveries shall not take place outside the hours of 0800 – 1800 Monday to Friday; 0800 – 1400 Saturdays with no working on Sunday or Bank/Public Holidays without the prior written consent of the Local Planning Authority
REASON: In the interests of residential amenity

3. Notwithstanding any description of the external materials in the submitted application, details of all the external materials (including bricks, windows details, glazed balusters, metal frames and dwarf wall structure) to be used in the carrying out of this permission (including samples) shall be submitted to, and approved by, the Local Planning Authority in writing prior to the commencement of the development and the development shall not be carried out otherwise than in accordance with any such approved details.
REASON: In order that the Local Planning Authority may be satisfied as to the details of the development in the interests of the visual amenity of the area.
4. Notwithstanding the details shown on the approved plans, precise details of a covered secure cycle parking area shall be submitted to, and approved by, the Local Planning Authority in writing prior to the commencement of the development and the development shall not be carried out otherwise than in accordance with any such approved details.
REASON: In the interests of promoting sustainable transport
5. The development hereby permitted shall be carried out in accordance with the approved plans, as detailed below:
 - a) Drawing Number D164/8 A
 - b) Drawing Number D164/9 A
 - c) Drawing Number D164/10
 - d) Drawing Number D164/11 A
 - e) Drawing Number D164/12 A
 - f) Drawing Number D164/13 A
 - g) Drawing Number D164 14 A
 - h) Proposed Section through Unit 6 Lounge in Garage Area

REASON – To ensure the development is carried out in accordance with the planning permission

THE FOLLOWING POLICIES AND DOCUMENTS WERE TAKEN INTO ACCOUNT WHEN ARRIVING AT THIS DECISION:

National Planning Policy Framework 2012

Darlington Core Strategy Development Plan Document 2011

CS2 – Achieving High Quality Sustainable Design

CS14 – Promoting Local Character and Distinctiveness

CS16 – Protecting Environmental Resources, Human Health and Safety

INFORMATIVE TO BE INCLUDED SHOULD PLANNING PERMISSION BE GRANTED

Highways

Prior to the commencement of the development the applicant is advised that contact be made with the Assistant Director: Highways, Design and Projects (contact Mrs. P. McGuckin 01325 406651) to discuss naming and numbering of the development.