

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE - 22nd August 2017

Application 2

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| Application Number: | 17/01207/FUL | Application Expiry Date: | 12th July 2017 |
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| Application Type: | Full Application |
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| Proposal Description: | Change of use from Community facility to form 7 room hostel at ground floor (C1), 6 bed HiMO (C4) to first floor, and 2 studio apartments to new second floor (C3); with associated works. |
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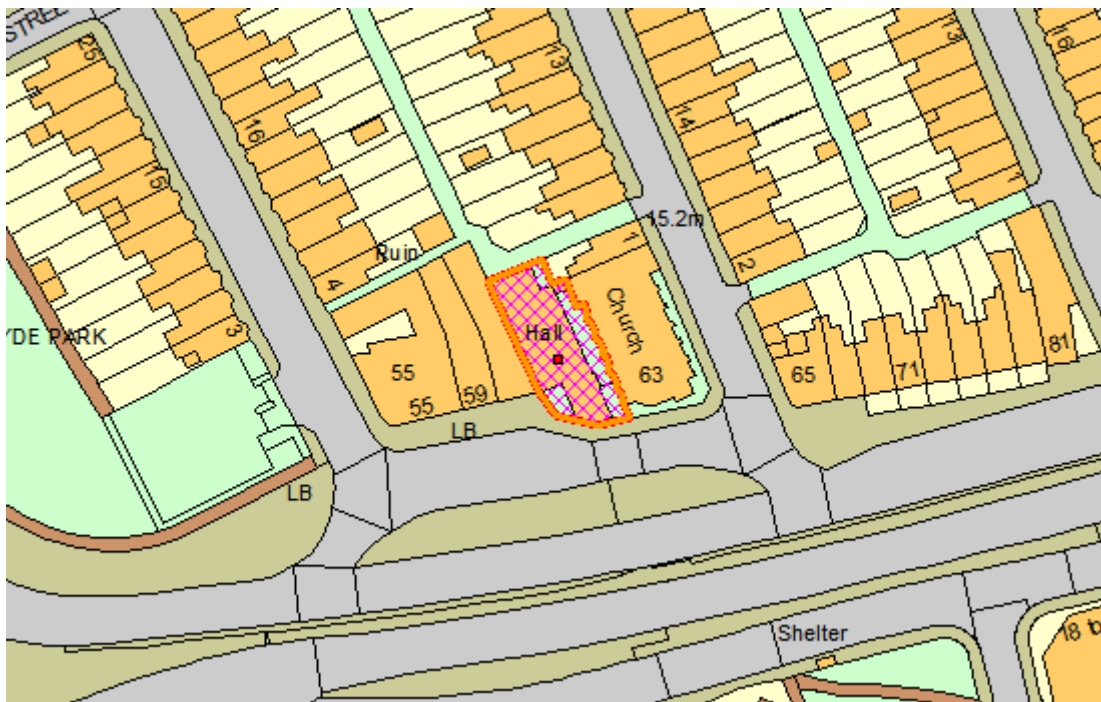
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| At: | Church Hall 61A Carr House Road Hyde Park Doncaster |
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| For: | Mr R Bhatt |
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| Third Party Reps: | 19 | Parish: | |
| | | Ward: | Town |

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| Author of Report | Alicia Hunston |
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| MAIN RECOMMENDATION: | Refuse |
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1.0 Reason for Report

1.1 This application is presented to planning committee given the significant amount of public interest shown both for and against the application.

1.2 This application was also called into planning committee by Cllr David Shaw, if the recommendation was for approval.

2.0 Proposal and Background

2.1 The applicant is seeking consent for the change of use of a privately owned community facility to form a no.7 bedroom hostel style accommodation for short terms lets (C1) at ground floor; no.3 bed HMO (C4) at second floor; and no. 2 studio apartments (C3) at second floor.

2.2 During the processing of the application further information has been submitted in relation to the type of C1 use being proposed at ground floor and parking arrangements for the proposed uses.

2.3 The building is located on Carr House Road, on a row of buildings occupied mainly by commercial uses, which act as a local services area. The building is next to a Methodist Church and a local shop and takeaway; the site is surrounded by residential properties to the side and rear.

2.4 The building is constructed of red brick and has what appears to be a slate roof; there are windows on all elevations and the rear is accessed via an alley way on Cunningham Road. The building was originally the church hall to the Methodist Church, however it's most recent use is by the Doncaster Ethnic Minority Regeneration Partnership.

2.5 The site is allocated with the Residential Policy Area, as defined in the Unitary Development Plan 1998.

3.0 Relevant Planning History

3.1 08/01946/FUL: Erection of first floor pitched roof extension to the rear. Application granted.

3.2 09/02938/FUL: Erection of first floor extension to form crèche. Application Granted.

3.3 11/02449/FUL: Erection of single storey extension to front of the property to include installation of ramp. Application Granted.

4.0 Representations

4.1 This application has been advertised via neighbour notification letters and site notice; 22 representations have been received, 19 objections and 2 in support. Two of the representations received are petitions; the support petition has 58 signatures and the objection petition has 159 signatures.

4.2 The objectors raise the following comments:

- Area already has issues of anti-social behaviour and large amount of homelessness; this proposal would exacerbate this.
- Occupants could gain access to the back gardens of the houses on Cunningham Road and Jarratt Street.
- Would worsen traffic problems in the area and the occupiers would park on the surrounding streets.
- Would create overcrowding.
- No room for bins or any outside space.
- Attract 'unsavoury' characters.
- Already similar facilities in the area.
- Would result in the loss of a community facility.
- Would have a negative impact on the safety of the area.
- Would have a detrimental impact on the community.
- Reduce property values in the area.

4.3 The supporters raise the following comments:

- Provide much needed housing for both single persons and families.
- Provide high quality accommodation.

4.4 It should be noted that comments received from the neighbouring residents about property devaluation and concerns of whom might occupy the building cannot be taken into consideration as these are not material planning considerations.

5.0 Relevant Consultations

5.1 Highways - Objects to the application on the grounds that no off street parking can be provided. The on street parking provision in the area is already at capacity. The agent submitted further information to try and overcome this objection by providing parking at the 'fish bits' car park, but this was not considered appropriate by the Council's Highways Officer as there would be no future proofing or element of control.

5.2 Design - Objects to the application as it would result in poor quality housing environment.

5.3 South Yorkshire Police - No objections but outlines that the building should follow the secure by design principles.

5.4 South Yorkshire Fire and Rescue - No objections providing the proposal is built in accordance with Approved Document B, Volume 2, and Part B5.

5.5 Environmental Health - No objections subject to conditions relating to the proposal being built in accordance with approved document E and a condition relating to the provision and storage of waste; as well an hours of construction condition.

6.0 Relevant Policy and Strategic Context

6.1 Doncaster Council's Core Strategy

Policy CS1 - Location of development

Policy CS14 - Design and Sustainable Construction.

6.2 Saved Doncaster Unitary Development Plan

PH11 - Residential Uses

ENV54- Extensions and alterations to existing buildings

PH 12 - Non Residential Uses in Residential Policy Areas.

7.0 Planning Issues and Discussion

Principle of Development

7.1 The proposal is to change the use of a community building (D1) into a mixed use building; the ground floor as a 7 bed C1 (Hotel) use, first floor as 7 bed House of Multiple Occupancy, and the second floor is proposed to be utilised as 2 apartments.

7.2 The area is designated Residential Policy Area, therefore the principle of the upper floor residential uses is acceptable; however, the main concern with this application is the constrained nature of the site, lack of outlook for the inhabitants leading to poor residential environment and aggravating highway amenity by a lack of parking in the area.

7.3 The principle of the ground floor C1 use is acceptable as UDP Policy PH 12 allows for non-residential uses within Residential Policy Areas, providing they are of an appropriate scale and do not cause a loss of residential amenity through traffic and noise. Whilst being on the periphery of the town centre, the size of the C1 use will not cause significant harm to the vitality and viability of the town centre.

7.4 In addition, whilst the redevelopment of the site will lead to the loss of a privately owned community facility, no evidence has been submitted with the application to justify the loss of the facility, nor attempts to find a suitable alternative community use. Had the application been progressing to a more positive conclusion (on design and highway grounds), then this detail would have to be necessary and officers would have to be satisfied that the loss would not negatively impact on the amount of community resources in the local area.

Residential Amenity

7.5 Saved UDP policy PH 11 states that development for housing will normally be permitted except where; (b) the effect of the development on the amenities of occupiers of nearby properties would be unacceptable.

7.6 Policy CS14 also states that proposals should not create unacceptable negative effects upon the amenity of neighbouring land and that new development should be robustly designed, works functionally, is attractive, and will make a positive contribution.

7.7 CS14 of the Doncaster Core Strategy discusses the components of good design (form, layout, density) and saved policy PH11 of the Doncaster Unitary Development Plan 1998 states that residential developments should be rejected if "the development would be at a density or of a form which would...result in an over intensive development of the site".

7.8 The National Planning Policy Framework (Para 17) states that to achieve sustainable development, one of the core planning principles is to "always seek to secure high quality design and a good standard of amenity for all existing and future occupants of the land and buildings".

7.9 The proposed C1 use at the ground floor would create a housing environment of short term stays, with communal kitchen and living spaces and no. 7 ensuite rooms. The ensuite room no.2 as shown on the plan does not have any outlook given its external wall is attached to the neighbouring unit, the windows in this room would externally look out onto the bin store. The remaining ensuite rooms minus bedroom 1, would have a small window in each which would either have an outlook of the rear alleyway or a brick wall of the neighbouring church; approximately 2.5m away. This would result in the high occupancy rooms, having little to no natural light and would result in a poor quality housing environment for these short term let residents.

7.10 The same can be said for the no.7 bed HMO which is proposed at the first floor. This would be accessed through the same entrance as the C1 use at ground floor. Bedrooms 12 and 13 (as outlined on the floor plan) would have an outlook of the rear alleyway and would overlook the rear amenity spaces of those properties located on Cunningham Road. Bedrooms 9 and 10 would have an outlook of the brick wall of the church; and bedroom 11 would have no outlook at all with just roof lights to provide the natural light to the room. Again the communal areas would have no natural light, which is the same as on the ground floor. The proposed rooms are small in proportion, the rooms would be poorly lit given the close proximity to neighbouring buildings and the internal partitions, and there is no provision of any storage for the residents; resulting in a sub-standard housing environment. This combined with the lack of outlook for the majority of the HMO room's, results in a substandard housing scheme that will be detrimental to the living conditions of future occupiers. Also given the constrained nature of the site nothing can be done to overcome these outlook issues.

7.11 The proposed two apartments on the second floor would only have roof lights to provide natural light to the units; this is considered to be sufficient. However, it would result in apartments that have no outlook. This is considered to be inappropriate and when combined with the size of the apartments result in a poor quality housing environment for the residents of these apartments.

7.12 The proposal is considered to be contrary to the National Planning Policy Framework, Core Strategy Policy CS14, and Unitary Development Plan Policy PH11.

Visual character – external alterations

7.13 The proposed external alterations include the provision of roof lights and the blocking up of some windows on the side and rear elevations; these alterations are considered to be minor and have no impact on the design of the building or the character of the area.

Highways and Parking

7.14 The NPPF states that development proposals should only be refused on highway safety grounds if it amounts to a severe impact. Policy CS14 of the Core Strategy requires development to consider highway safety. There are local concerns that the additional traffic and manoeuvring on the private drive would lead to conflict.

7.15 The Highway Officer has assessed the application and considers the proposal to result in road safety concerns. The proposal would increase the intensification of the use of the building and would potentially result in up to a minimum of 16 people using the building (if only single occupancy) with no provision of off street parking. The area is edge of town centre and the building is next to a series of commercial uses; it is therefore considered that the on street parking in the area and on the surrounding residential streets is at capacity, and in fact it's over prescribed. Thus, any further pressure to the on street parking levels in this area would aggravate existing parking problems and be detrimental to the highway safety of the area.

7.16 It should be noted that the agent has tried to overcome the concerns by securing parking in the neighbouring 'Fish bits' car park, but this was not considered appropriate; as it would displace customer parking for the 'Fish Bits' Restaurant and Takeaway and the spaces cannot be secured in the future if a new owner occupies the car park and neighbouring business. The application is considered to be contrary to Policy CS14 of the Core Strategy.

8.0 Summary and Conclusion

8.1 The proposal is considered to constitute poor quality design and would result in a poor quality housing environment for the future residents of this building. The proposal does not include any provision for off street parking, which in this location is of a detriment to the highway safety of the area. The extensive comments received from the neighbouring residents have been noted and taken into consideration for the determination of this application and the recommendation made by officers is reflective of the local communities concerns. The proposal is considered to be contrary to the National Planning Policy Framework, Core Strategy Policy CS14, and Unitary Development Plan Saved Policy PH11. Therefore this application is recommended for refusal.

9.0 RECOMMENDATION

9.1 Planning Permission be REFUSED for the following reason.

01. U54439 The proposed conversion creates a substandard living environment for its future occupiers in terms of outlook and natural light due to the lack of available windows, the position of the internal partitions and the restrictive nature of the site caused by adjacent buildings. The proposed building is intensively used with the rooms within the proposed HMO having no storage and would be small in size resulting in a poor level of housing environment for the future residents. The proposal is considered to be contrary to the NPPF (para 17), Core Strategy Policy CS14, and Unitary Development Plan Policy PH11.

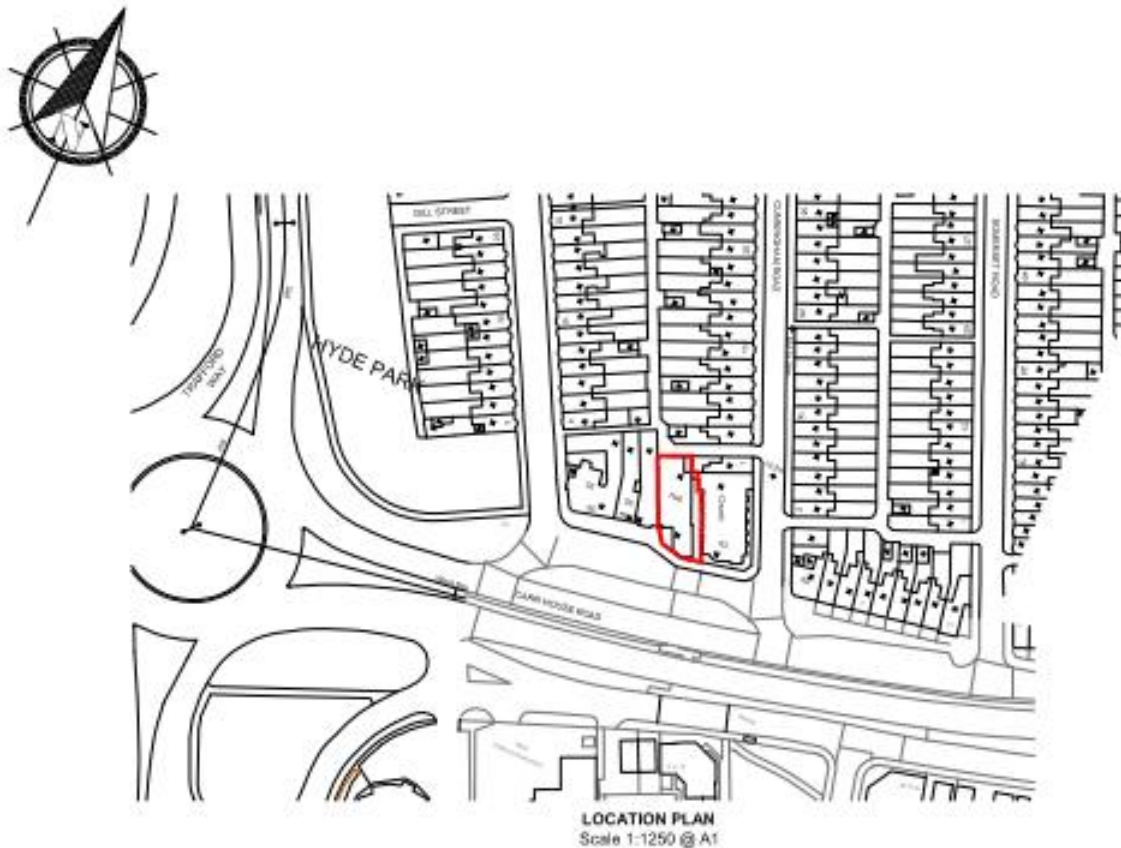
02. U54440

The proposed change of use has no provision for off street parking which would aggravate existing parking problems in the area and lead to such a high level of on street parking as to create a danger to the highway safety of thereby be contrary to Doncaster's Core Strategy Policy CS14 (a3) which seeks to ensure that new developments do not undermine the safety of the highway users.

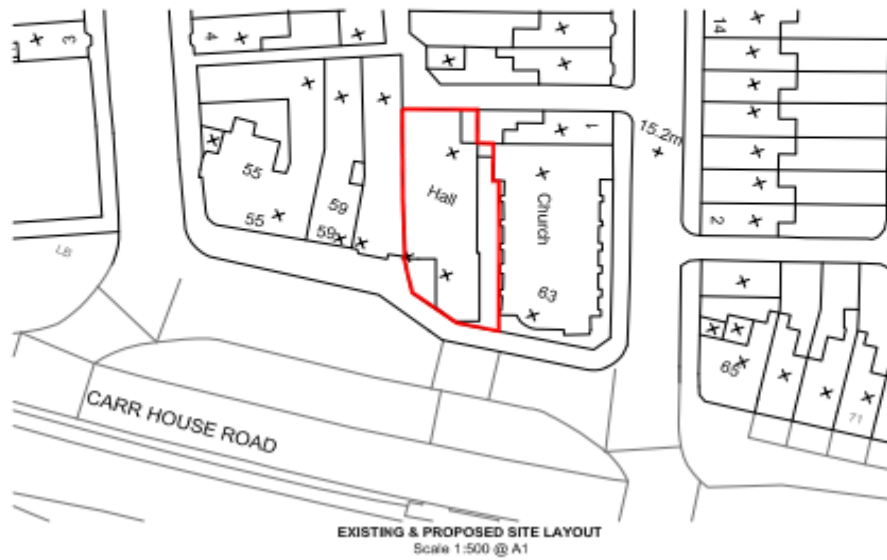
The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Appendix 1

Location Plan



Appendix 2
Site Plan

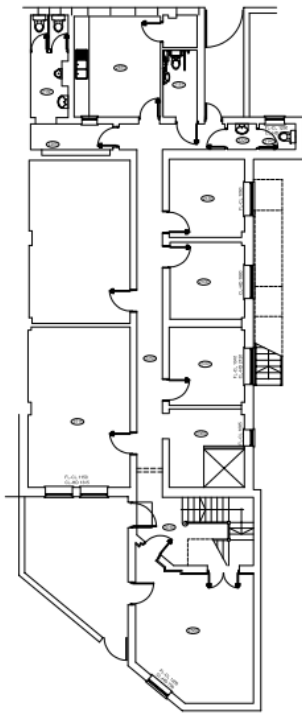


Appendix 3

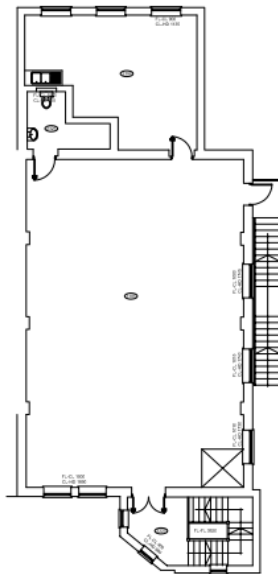
Existing and Proposed Elevations



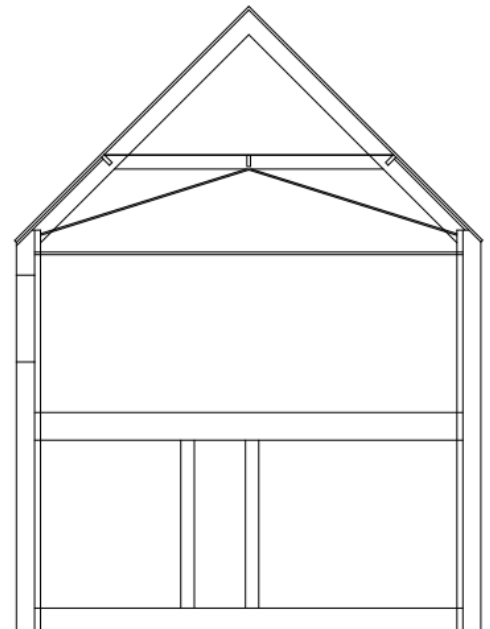
Appendix 4
Existing Floor Plans



EXISTING GROUND FLOOR LAYOUT
Scale 1:100 @ A1



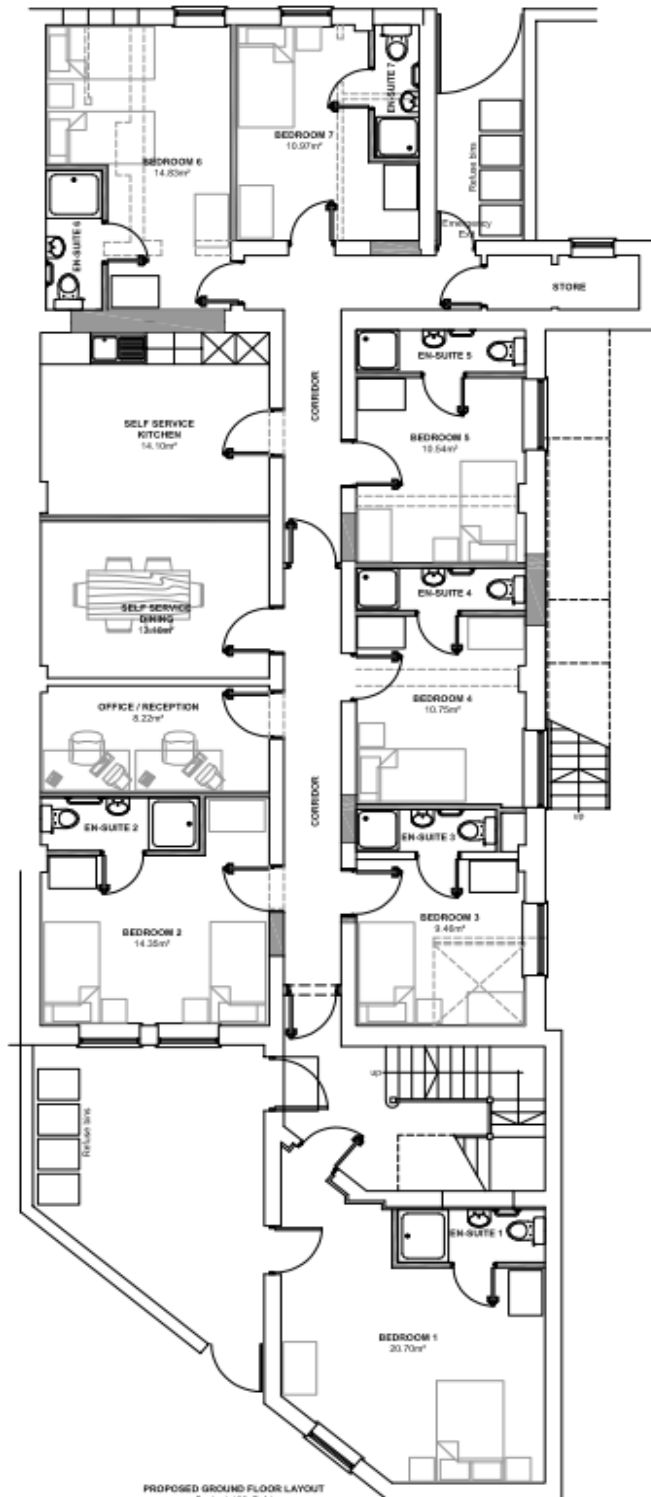
EXISTING FIRST FLOOR LAYOUT
Scale 1:100 @ A1



EXISTING INDICATIVE SECTION
Scale 1:50 @ A1

Appendix 5

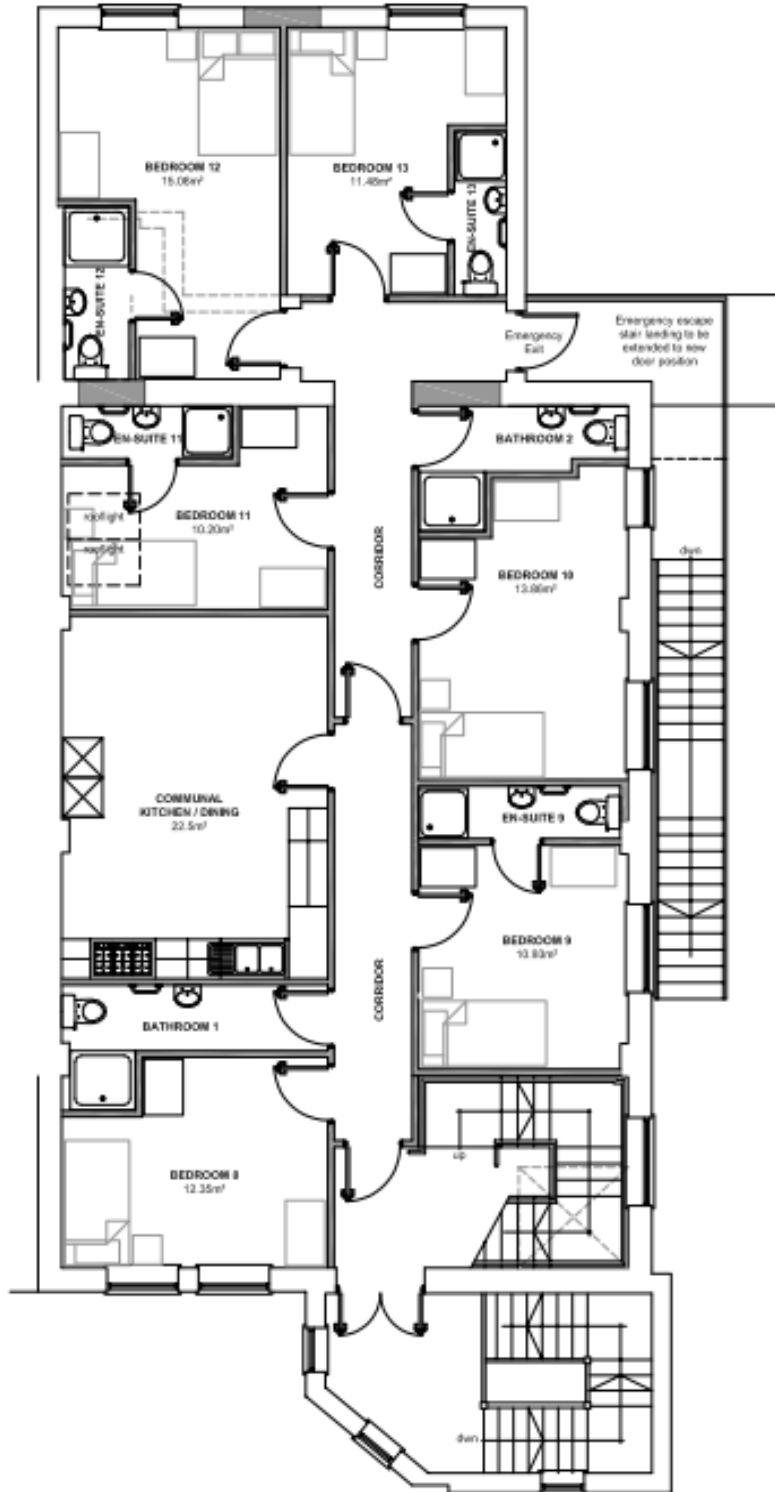
Proposed Ground Floor Layout Plan



PROPOSED GROUND FLOOR LAYOUT
Scale 1:150 @ A1

Appendix 6

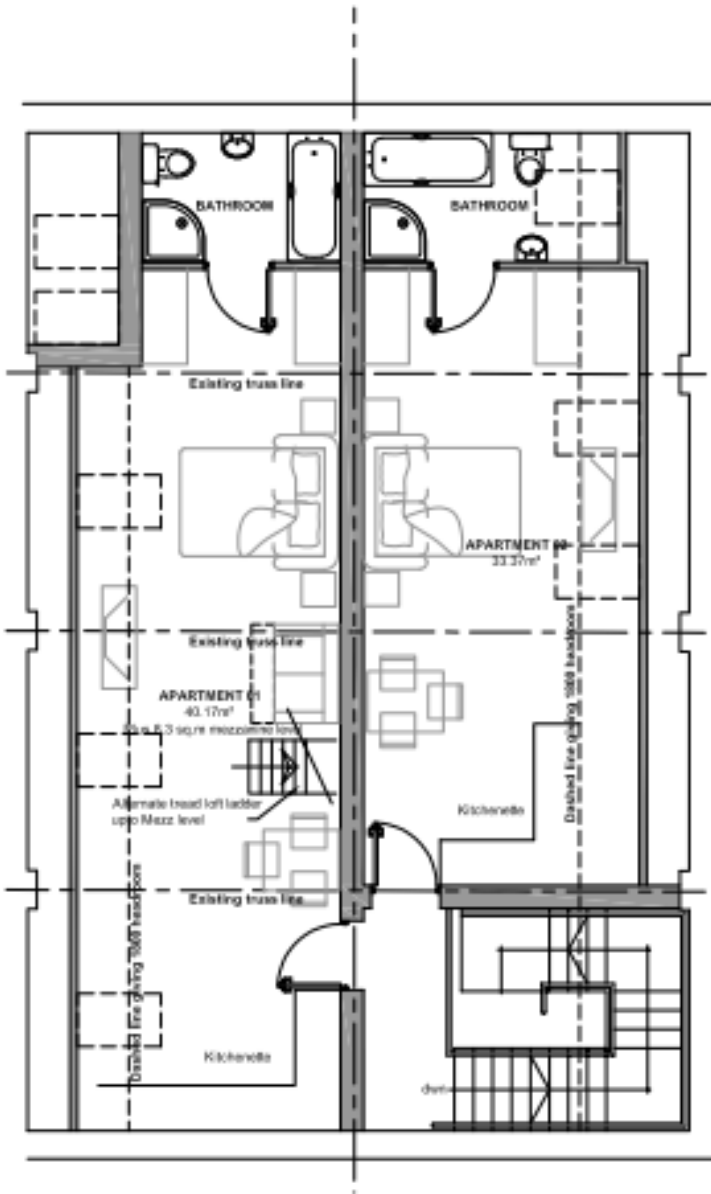
Proposed First Floor Layout Plan



PROPOSED FIRST FLOOR LAYOUT
Scale 1:100 @ A1

Appendix 7

Proposed Second Floor Layout Plan



PROPOSED SECOND FLOOR LAYOUT
Scale 1:100 @ A1

Appendix 8
Proposed Section

