

Officer Report to Committee

Application ref: 20/0767
Ward: CLAREMONT
Application type: FULL
Location: 3 SHERBOURNE ROAD, BLACKPOOL, FY1 2PW
Proposal: USE OF PREMISES AS A SINGLE PRIVATE DWELLING HOUSE
Recommendation: APPROVE
Case officer: MR CAMERON HIRST
Case officer contact: 01253 476195

1.0 BLACKPOOL COUNCIL PLAN 2019-2024

- 1.1 The Council Plan sets out two priorities. The first is 'the economy: maximising growth and opportunity across Blackpool', and the second is 'communities: creating stronger communities and increasing resilience.
- 1.2 This application accords with the second priority, increasing the provision of quality housing in Blackpool.

2.0 SUMMARY OF RECOMMENDATION

- 2.1 The application is for the use of the premises as a single private dwelling house. The property was historically and unlawfully used as a care home and this application would reinstate the use of the property as a single dwelling. There are no planning policies that would preclude the development in principle. No material planning considerations have been identified that would weigh sufficiently against the application as to warrant refusal. As such, the Committee is respectfully recommended to grant planning permission subject to the conditions listed at the end of this report.

3.0 INTRODUCTION

- 3.1 This application is before Members because the applicant is Councillor Jane Hugo who is the Chief Executive Officer of the Streetlife Trust. Councillor Hugo is also a member of the Council's Planning Committee.

4.0 SITE DESCRIPTION

- 4.1 The property is a two storey, red brick property on the corner of Sherborne Road and St Pauls Road. The property is bounded by a low brick wall with a landscaped garden that wraps around the front perimeter and a tarmacked driveway accessed

from Sherbourne Road. At the rear is an enclosed yard accessed by a concrete ramp. On the corner elevation is a bay window with a semi-circular feature above. A bay window is also found on the Sherbourne Road elevation serving the kitchen. A conservatory is located at the rear with access into the rear yard. Internally, the property has an entrance hall leading to stairs and a w/c, a dining room, office, conservatory, kitchen, lounge and bedroom with ensuite. At first floor are 6 bedrooms, a store room and a bathroom.

- 4.2 The site is located within the Defined Inner Area, but is not subject to any other constraints.

5.0 DETAILS OF PROPOSAL

- 5.1 The scheme would change the use of the property from a care home to a single residential dwelling with internal alterations. A minor external alteration to change a door to a window would also form part of the work. The scheme resembles a single family dwelling. At ground floor, the internal layout would be altered to provide a lounge/conservatory, a kitchen and laundry area, a dining room, a second lounge, store room and downstairs bedroom with ensuite. At first floor, the layout would be altered to provide 5 bedrooms (2 with ensembles) and a main bathroom. Externally, landscaped areas would be retained at the front and an enclosed rear garden would also be retained.

- 5.2 Whilst the layout and appearance of the property would resemble a single family home, the use of the property in the first instance would be for staff working for the homeless charity Streetlife. It is understood that staff would reside in this property whilst volunteering for the charity, including some staff who come to work for the charity from other countries and stay for set amounts of time. However, the occupants would live together as a single household. Based on the intended nature of the use, it is considered that the property would fall within the C3 (c) use class which allows for groups of people (up to six) to live together as a single household.

- 5.3 No supporting documentation has been submitted with the application.

6.0 RELEVANT PLANNING HISTORY

- 6.1 20/8435 – Enforcement: Change of use from care home to homeless shelter/ hostel – case not yet closed
- 6.2 06/0669 – Erection of a single storey side/rear extension to form offices – refused
- 6.3 97/0166 – Use of premises as a dwellinghouse – approved
- 6.4 85/1033 – Use of premises as aged person’s rest home – approved

7.0 MAIN PLANNING ISSUES

7.1 The main planning issues are considered to be:

- the principle of the use
- impact on residential amenity
- visual impact
- highway impact/ traffic generation/ car parking

8.0 CONSULTATION RESPONSES

8.1 **Head of Highways:** no objection.

9.0 REPRESENTATIONS

9.1 Press notice published: N/A

9.2 Site notice published: 07/01/2021

9.3 Neighbours notified: 07/01/2021

9.4 No third party representations have been received in time for inclusion in this report. Any that are received in advance of the Committee meeting will be reported through the Update Note.

10.0 RELEVANT PLANNING POLICY

10.1 National Planning Policy Framework (NPPF)

10.1.1 The NPPF was adopted in February 2019. It sets out a presumption in favour of sustainable development. The following sections are most relevant to this application:

- Section 5 - Delivering a sufficient supply of homes
- Section 8 - Promoting healthy and safe communities
- Section 11 - Making effective use of land
- Section 12 - Achieving well-designed places

10.2 National Planning Practice Guidance (NPPG)

10.2.1 The NPPG expands upon and offers clarity on the points of policy set out in the NPPF.

10.3 Blackpool Local Plan Part 1: Core Strategy 2012-2027

10.3.1 The Core Strategy was adopted in January 2016. The following policies are most relevant to this application:

- CS2 Housing Provision
- CS7 Quality of Design
- CS12 Sustainable Neighbourhoods
- CS13 Housing Mix, Density and Standards

10.4 Blackpool Local Plan 2011-2016 (saved policies)

10.4.1 The Blackpool Local Plan was adopted in June 2006. A number of policies in the Local Plan have now been superseded by policies in the Core Strategy but others have been saved until the Local Plan Part 2: Site Allocations and Development Management Policies has been produced. The following saved policies are most relevant to this application:

- LQ1 Lifting the Quality of Design
- LQ14 Extensions and Alterations
- HN5 Conversions and subdivisions
- BH3 Residential Amenity

10.5 Blackpool Local Plan Part 2: Site Allocations and Development Management Policies (emerging policies)

10.5.1 The Blackpool Local Plan Part 2 is currently undergoing the Regulation 19 publication consultation which will last from 19 February 2021 to the 2 April 2021. At this point in time limited weight can be attached to the policies proposed. Nevertheless, the following draft policies in Part 2 are most relevant to this application:

- Policy DM5: Residential Conversions and Sub-divisions
- Policy DM17: Design Principles
- Policy DM20: Extensions and Alterations
- Policy DM39: Transport Requirements for New Development

10.6 Other Relevant Policy Guidance

10.6.1 New Homes from Old Places SPD – this document was adopted in March 2011 and sets out the Council’s minimum design and amenity standards for new homes created through conversion.

10.6.2 DCLG National Technical Housing Standards – this document was published in March 2015 and sets out the national minimum standards for new homes. This partially supersedes some of the standards in the Council’s New Homes from Old Places SPD guidance.

11.0 ASSESSMENT

11.1 Principle

- 11.1.1 The property was previously used as a care home for the elderly. Planning permission was granted for use as a dwelling in 1997 but it is unknown if this was ever implemented. An application for an extension in 2006 was refused but the officer notes record the property as being in use as a care home, however the use was not understood to be lawful, as an application to change the use to a single dwelling house was approved under application reference 97/0166. It is noted that under application reference 06/0669, the property was in use as an unlawful care home, but no further action appears to have been taken. The last CQC (Care Quality Commission) report from 26 October 2017 confirms the property was known as Sherborne Lodge, ran by Pro-Care Dispersed Housing Ltd and provided care for a maximum of six people living with mental health conditions. The CQC report stated the home 'required improvement' and it is understood that the location was archived by the CQC on 25 May 2018.
- 11.1.2 The property is to be used to accommodate volunteers and staff of the homeless charity Street life. Streetlife offers work placements at their day centres and night shelters for volunteer staff. Staff include students at college or university who are required to complete a placement as part of their studies. The property would not be used to accommodate homeless people served by the charity. The use would not fall within the C4 (small HMO) use class as the occupants are considered to form a single household. As such, the property would instead fall within the C3(c) use class. Conditions have been applied restricting the use to permanent C3 and removing permitted development rights for C3 to C4, providing control over future occupancy.
- 11.1.3 The site is not subject to any constraints and the area is predominantly residential. As such, there are no planning policies that would preclude the use of the property for residential in principle. The proposed layout of the property is considered to be consistent with that of a typical family home and as such complies with policy HN5. The property would meet the required floorspace set out in the Technical housing standards – nationally described space standard of 123sqm, (6 bedrooms, two stories, 7 people) measuring at 209sqm. The scheme is considered to comply with policy CS13 which requires conversions to provide quality living accommodation meeting the standards set out in the New Homes from Old Places Supplementary Planning Document. The dwelling would contribute towards meeting the boroughs housing requirement but, as the level of contribution would be negligible and as the Council can demonstrate a 5yr housing land supply, this carries little weight in the planning balance.

11.2 Amenity

- 11.2.1 The scheme would not require any extensions to accommodate the use of the property as a single dwelling and as such no separation distances would be affected. One door at the rear would be replaced with a window, but this is not considered to

have any greater impact on amenity. Therefore, there would be no perceived overbearing, overshadowing, loss of light or loss of privacy for neighbours. The property would be residential, with similar comings and goings expected from a comparable family home. Therefore, the use is not perceived to have any greater impact than the historic use of the property as a care home. Overall and on balance, the use of the property as a single dwelling is not considered to have any perceived impact on neighbouring amenity and no third party representations have been received.

11.2.2 The property is a good size and offers a good amount of internal amenity space for future occupants. The total kitchen/ dining/ lounge areas would measure 72.1sqm which complies with the Supplementary Planning Document requirement of 34sqm. All bedrooms meet or exceed the minimum standard for a single bedroom and each offers access to natural light from existing windows. Meaningful outdoor amenity space is retained at the rear. Overall and on balance, no issues are raised with regard to internal amenity for future occupants.

11.3 Visual impact

11.3.1 There are no proposed external changes proposed to accommodate the proposed use other than the replacement of a door with a window on the rear elevation which serves the proposed ground floor bedroom. This minor amendment would not compromise the appearance of the property in the streetscene nor would it be noticeable from any public vantage points. The alteration is therefore considered acceptable and the materials and profile for the new window can be conditioned.

11.3.2 Meaningful green landscaping was observed as retained on site and no issues are raised.

11.4 Access, highway safety and parking

11.4.1 Access to the site would not be affected by the proposal. No additional parking is proposed other than the existing 2 spaces nor is there any opportunity to create any. The scheme is in the defined inner area and close to a bus stop on Sherbourne Road with access to the no.3 and no.4 bus services. The location is considered sustainable and cycles could be safely stored in the enclosed rear yard. There is no reason to assume occupants would be reliant on use of private cars. As such, the scheme is not considered to have any detrimental impact on parking, access or highway safety and the Head of Highways has raised no objection.

11.5 Other

11.5.1 No drainage or flood risk issues identified.

11.5.2 No ecological impacts would result and no trees would be affected.

11.5.3 Air, land and water quality would be unaffected and the site would not be expected to be at undue risk from such.

11.5.4 The application has been considered in the context of the Council's general duty in all its functions to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998 (as amended).

11.5.5 Under Article 8 and Article 1 of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. This application does not raise any specific human rights issues.

11.6 Sustainability and planning balance appraisal

11.6.1 Sustainability comprises economic, environmental and social components.

11.6.2 Economically the scheme would have a very limited impact but the creation of new residential units would help to support local shops and services.

11.6.3 Environmentally, although environmental quality and biodiversity would not be materially affected, there would be a significant detrimental impact on drainage or bio-diversity.

11.6.4 Socially, the scheme would provide good quality accommodation that would make a contribution towards the housing stock in the local area. The scheme would contribute towards the borough's housing provision albeit to a negligible extent.

11.6.5 In terms of planning balance, the development proposed is considered to constitute sustainable development in terms of the environmental and social components. No other material planning considerations have been identified that would outweigh this view.

12.0 FINANCIAL CONSIDERATIONS

12.1.1 Not applicable.

13.0 CONCLUSION

13.1 In light of the above, the proposal is considered to represent sustainable development. As no material planning considerations have been identified that would outweigh this view, planning permission should be granted.

14.0 RECOMMENDATION

14.1 Members are respectfully recommended to grant planning permission subject to the following conditions:

1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

- 2 The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans and information:

*Location plan recorded as received by the Council on 1st December 2020
Proposed drawing numbers: A020/081/P/01 and A020/081/P/02 REVISION C*

The development shall thereafter be retained and maintained in accordance with these approved details.

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

- 3 The external materials to be used on the new window in south elevation hereby approved shall match those of the main building in colour, size, texture and design unless otherwise first submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any above ground construction.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies LQ1 and LQ14 of the Blackpool Local Plan 2001-2016.

- 4 The new window in south elevation hereby approved shall be recessed behind the front face of the elevation in which they are set by the same degree as the existing windows and doors in that elevation.

Reason: In order to secure appropriate visual articulation and interest in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies LQ1 and LQ14 of the Blackpool Local Plan 2001-2016.

- 5 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) no change of use from Use Class C3 to Use Class C4 shall take place without the written approval of the Local Planning Authority.

Reason: To safeguard the living conditions of the occupants of nearby residential premises and to prevent the further establishment of Houses in Multiple Occupation which would further increase the stock of poor quality accommodation in the town and further undermine the aim of creating balanced and healthy communities, in accordance with Policies CS7, CS12 and CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies BH3 and HN5 of the Blackpool Local Plan 2001-2016.

- 6 The accommodation shall be used for permanent residential occupation within Class C3 of the Town and Country Planning (Use Classes) Order 1987 (as amended) only and for no other purpose.

Reason: In order to safeguard the living conditions of the occupants of nearby residential properties and the character of the area in accordance with Policies CS7, CS12 and CS23 of the Blackpool Local Plan