

Application Number: DM/2019/01740

Proposal: Change of use from C1 Guest House to C2 residential care facility and two storey rear extension

Address: Black Lion Guest House, 43 Hereford Road, Abergavenny, NP7 5PY

Applicant: Mr Iles

Plans: Floor Plans - Existing LT1913 00 01 - , Elevations - Existing LT1913 00 02 - , Site Layout LT1913 00 04 - , Site Sections LT1913 03 01 - REV D, Floor Plans - Proposed LT1913 03 02 - REV E, Elevations - Proposed LT1913 03 04 - REV D, Location Plan LT1913 00 00 - ,

RECOMMENDATION: APPROVE

Case Officer: Ms Lowri Hughson-Smith

Date Valid: 25.10.2019

This application is presented to Planning Committee due to 5no. objections being received from local residents in relation to the potential impact of the development in relation to parking

1.0 APPLICATION DETAILS

1.1 The application site is located along Hereford Road in the settlement of Abergavenny. The application site comprises a detached property which is currently a guesthouse although it has more recently been vacant. The property is of early 20th Century construction, which is double fronted with bay windows, with walls of white render and a hipped roof. Access to the property is gained via Priory Road and the site has a hard standing which is currently used for informal parking.

1.2 This application seeks permission for the conversion and extension of the existing guesthouse into a C2 use to provide a supported housing scheme for up to five persons living together and an associated staff office. The proposal will provide much needed housing for persons in need of supported living who will be referred via the All Age Disability and Mental Health team of Monmouthshire County Council. The Housing Officer has confirmed there is an urgent need for the housing.

1.3 To facilitate this the property will be reconfigured to provide 5no. studio bedroom/living room units with private bathrooms. There will be a communal lounge, dining room and kitchen. The property will also have a staff room including bed and private bathroom. The property will be staffed for 24 hours by up to two members of staff by day and one by night.

1.4 The physical works include the demolition of an existing rear extension and its replacement with a rear two storey extension. No changes are proposed to the front elevation. Other physical works include:

- 2no. roof lights and a sun tube along north eastern elevation to serve a bedroom and bathroom;
- Enlargement of a landing window and 2no. roof lights and a sun tube on the southern elevation; and
- 2no. new windows on rear elevation (within new extension).

1.5 The access point off Priory Road will be widened to enable the provision of 3no. parking spaces within the site grounds.

The rear garden will be reconfigured and new fencing (1.25m high) around the grassed area and patio.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
DC/2002/00905	Replace Ex Roof With New Hip Roof And Rear Extension.	Approved	27.09.2002
DC/2007/01456	Building of garage for guest house use.		

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S1 LDP The Spatial Distribution of New Housing Provision
S13 LDP Landscape, Green Infrastructure and the Natural Environment
S16 LDP Transport
S17 LDP Place Making and Design
S4 LDP Affordable Housing Provision

Development Management Policies

DES1 LDP General Design Considerations
EP1 LDP Amenity and Environmental Protection
MV1 LDP Proposed Developments and Highway Considerations
NE1 LDP Nature Conservation and Development

4.0 NATIONAL PLANNING POLICY

Planning Policy Wales (PPW) Edition 10

4.1 The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation. A well-functioning planning system is fundamental for sustainable development and achieving sustainable places.

4.2 The planning system should create sustainable places which are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly. Development proposals should create the conditions to bring people together, making them want to live, work and play in areas with a sense of place and well-being, creating prosperity for all.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Abergavenny Town Council - no response received.

MCC Highways - no objection.

MCC Affordable Housing Officer - the proposed accommodation is urgently needed and Housing Services have committed £475,000 of Social Housing Grant towards the project. The affordable housing officer fully supports the change of use and extension to ensure good quality accommodation for future residents

MCC Environmental Health - I have no objection in principle to this proposed development. Concerns have been raised in respect of the means of escape from the bedroom of Flat 1 since it appears to be via the living room.

Sustainable Drainage Body - No response received.

5.2 Neighbour Notification

A total of 30no. neighbours were consulted and a site notice displayed near the site. 5no. neighbours have responded to the application raising objections on the following grounds:

- Loss of parking provision; and
- Inadequate parking provided.

6.0 EVALUATION

6.1 Strategic & Spatial Choices

Strategic Planning/ Development Plan context/ Principle of Development

6.1.1 The site is located in the settlement of Abergavenny and the presumption in favour of development is established subject to the proposals being acceptable in respect of the relevant material planning considerations.

The main planning considerations in respect of the conversion of the former Black Lion Guest House are as follows:

- Loss of Guesthouse;
- Access / Highway Safety
- Impact on Amenity/ Promoting Healthier Places;
- Good Design/ Place making
- Biodiversity; and
- Affordable Housing.

6.2 Loss of Guesthouse

6.2.1 It is acknowledged the site has an existing use as a guesthouse. There is no policy requirement to protect this type of use and, therefore, its loss for a C2 use is acceptable. Furthermore, the proposed use will go towards fulfilling an urgent housing need which exists in the County for supported living accommodation.

6.3 Access / Highway Safety

6.3.1 The proposed use will change the nature of the site which may impact on the vehicular trips and parking generation. This in turn may impact on highway safety and needs full consideration. Notwithstanding this, there has been concern raised by neighbours in respect of the potential impact of the development on the parking provision in the area.

6.3.2 The site currently has an existing access point via Priory Road which is used as an informal car parking area. Priory Road is a residential street, where there is a significant level of on street parking and, as a result of on street parking, the road is often narrowed to a single carriageway. The site currently has informal parking within its grounds.

6.3.3 The application is accompanied by a technical transport note which provides a trip generation analysis between the existing use, as a guesthouse, and the proposed use as a C2 care home. The analysis indicates that the proposed care home is likely to generate less vehicular movements than the extant use and the majority of traffic generated by the proposed development

will be travelling on the highway network outside of peak hours. The Highway Authority has reviewed the technical note and agrees with the trip analysis provided and verified that they expect that the majority of vehicle movements associated with the proposal will not be coincident with the peak arrival and departure movements of existing residents in the area. As a result of this, the proposal is unlikely to exacerbate the current parking stress in the area.

6.3.4 Notwithstanding the above, the proposal provides 3no. off street parking spaces. The Council's Parking Standards require one space per residential staff, one space per three non-resident staff and one space per 4 beds. The applicant has indicated the home would be managed by 2no. staff during the day and accommodate 1no. sleep-in staff and 5no. service users. Based on this, the proposed parking requirement is 3no. spaces and the proposal would be policy compliant. The Highway Authority has raised no objection to the level of parking provided.

6.3.5 It is acknowledged the access point will be widened which could possibly result in the reduction of on street parking along Priory Road. The Highway Authority has consider the possible loss of on street parking and concluded that the benefits of providing off street parking outweighs the loss of space on the street. This conclusion is supported by the fact that the affected existing on street parking is directly opposite the vehicular access to no. 1 Priory Road and the rear of no. 45 Hereford Road. As such, the usability of these spaces are already limited. On balance, the limited loss of on street parking is considered acceptable and would not result in an adverse impact on neighbours.

6.3.6 To conclude, the proposal will not lead to an increase in traffic generation in comparison to the extant and proposed development use. The proposed parking provision is in accordance with the adopted Parking Standards. The development is considered to accord with LDP Policy MV1.

6.4 Impact on Amenity/ Promoting Healthier Places

6.4.1. The change of use of the existing property to a C2 supported living home is not expected to result in an impact on neighbour amenity which would be significantly different to the guesthouse use. The impact on neighbouring properties is, therefore, considered to be negligible.

6.4.2 The physical changes could result in an impact on neighbouring properties and these will be considered in more detail in respect of the most affected neighbours. The most affected neighbours are no. 45 Hereford Road to the north east, no. 41 Hereford Road to south west and No. 2 Priory Road to the south east. There is no impact on dwellings located on the opposite site of Hereford Road to the application site since there would be no changes to the front elevation of the property.

No. 45 Hereford Road

6.4.3 No. 45 Hereford Road is located on the opposite side of Priory Road, to the north east, and has a side-on relationship with the application site. There are 2no. existing roof lights on the application property. These will be removed and replaced with 2no. roof lights and 1no. sun tube on the roof plane and 2no. lower ground floor windows serving a bedroom and bathroom on the side elevation facing No. 45. There is a separation distance of approximately 13m from the application site and no. 45, separated by Priory Road.

6.4.4 Whilst the separation distance is limited, the roof lights and sun tube are located at a high level and, therefore, do not result in any adverse overlooking. The lower ground floor windows will face on to the boundary walls of no. 45 Hereford Road which restricts views from the proposed windows. Based on the limited windows proposed and their careful positioning there will be no adverse impact on the amenity of no. 45 Hereford Road.

6.4.5 The proposed extension will be no closer to No. 45 Hereford Road and, therefore, will have no overbearing impact.

No. 41 Hereford Road

6.4.6 No. 41 Hereford Road is detached bungalow located immediately adjacent to the application site. The changes proposed to the south western elevation is the enlargement of a window

serving a landing area at first floor level and the installation of 2no. roof lights and 1no. sun tube. The roof lights and sun tube are located at a high level and, therefore, do not result in any adverse overlooking. The landing is a non-habitable space, and, therefore, the enlarging of this window will not result in any adverse overlooking on no. 41.

6.4.7 The proposed extension is located approximately 3m from the common boundary with no. 41 and will replace an existing two storey extension. The extension will be approximately 2.4m higher but will not extend beyond the existing footprint of the application property or be any closer to no. 41. Also, the proposed rear extension has a hipped roof so the highest part of the roof (at the ridge) is a further 4.5m away from the eaves of the building, resulting in the bulk of the roof being offset from no. 41 by around 7.5m. The modest size of the extension, its limited height and its roof shape are considered acceptable and would not result in an adverse overbearing impact on the amenity of no. 41.

No. 2 Priory Road

6.4.8 The proposed rear extension will be located approximately 28m from the side of no.2 Priory Road. The extension includes 2no. upper floor windows each serving a living room. The separation distance between the extension and no. 2 Priory Road is ample to ensure there is no adverse overlooking or overbearing impact.

6.4.9 The proposed change of use, the proposed extension and other minor physical changes have been fully considered and it is concluded there would be no adverse impact on the amenity of surrounding neighbours. The proposals accord with Policy EP1.

6.5 Good Design/ Place making

6.5.1 Planning Policy Wales 10 and Policy DES1 of the Local Development Plan requires development to be well designed and functional.

6.5.2 In terms of design the proposed physical changes are minimal and are unlikely to significantly change the nature of the property.

6.5.3 There are no changes proposed to the front elevation. The changes to the side elevations are limited to the introduction of roof lights and the enlargement of a window.

6.5.4 The proposed rear extension would have a hipped roof to match the main dwelling and will be finished in matching white render. The windows will also match the main dwelling. To facilitate the proposed rear extension the existing large conservatory and rear extension, which have limited design credentials, will be removed. The removal of the rear extensions and their replacement with an extension more in keeping with the main property is considered a betterment in design terms.

6.5.5 In terms of the internal design and layout of the building, it has been carefully considered and will provide high quality private and communal living space for future occupiers.

6.5.6 Externally, the garden area will be improved and made more private with fencing to ensure sufficient amenity space for future occupiers. The fence will not be visible over the existing stone boundary walls and is considered to be acceptable.

The proposed design of the scheme is considered acceptable and in accordance with PPW10 place making principles and Policy DES1.

6.6 Biodiversity

6.6.1 The dwelling is modern in construction, located in an urban area and it well-lit internally and externally. Additionally, the upper floors have vaulted ceilings with limited attic space. The application is accompanied by a Bats in Buildings Part A form which has been assessed along with the supporting photographs. The roof is in good condition and well maintained, there is no evidence of bats and the surrounding area is predominantly urban and well-lit. As such, the

property has limited potential for bats. No further information in respect of bats is deemed necessary and the proposal is considered to accord with Policy NE1.

6.6.2 An informative relating to bats will be attached to the planning permission to provide the applicant with advice on what to do should bats be discovered during works.

6.7 Affordable Housing

6.7.1 The proposed C2 use does not trigger the requirement for affordable housing under Policy S4 and a Section 106 agreement is not required.

6.8 Response to the Representations of Third Parties and/or Community/Town Council

6.8.1 Five neighbour responses were received in relation to the application. All of the responses raised objections on the following grounds:

- Inadequate parking provided; and
- Loss of parking provision.

6.8.2 The Environmental Health Officer did not object but advised they have fire safety concerns with the flat 1 in relation to its fire escape route. This will also be addressed later.

Inadequate Parking Provided

6.8.3 This has been addressed in paragraphs 6.3.3 and 6.3.4 above.

6.8.4 The parking provision is acceptable and will be adequate to serve the proposed use without having an adverse impact on the existing highway network or neighbouring properties.

Loss of Parking Provision

6.8.5 This has been addressed in par 6.3.5 above.

6.8.6 Furthermore, the parking requirements for the six bedroom guesthouse is far greater than the parking requirements for the C2 use and, therefore, there will be an overall reduction in on-street parking demand and the proposals will not exacerbate existing parking issues.

6.8.7 The proposals are considered to provide sufficient parking provision and are not considered to result in an unacceptable loss of existing parking provision.

Fire Safety

6.8.8 The applicant would be required to provide a fire safety strategy in their role as the care provider. They have confirmed that this will fully address fire safety including features such as door closers, fire alarm systems and sprinklers throughout the property.

6.9 Well-Being of Future Generations (Wales) Act 2015

6.9.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WCFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WCFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WCFG Act.

6.10 Conclusion

6.10.1 The proposed change of use and associated physical works have been assessed fully against the Local Development Plan and deemed to be an acceptable form of development. The

proposal accords with Policy MV1 ensuring there will be no adverse impact on the highway or existing parking provision in the area. The proposal has an acceptable impact on surrounding residential amenity and will offer a high level of amenity for future occupiers in accordance with Policy EP1. The proposals also accord with other relevant policies including DES1 and NE1.

7.0 RECOMMENDATION: APPROVE

Conditions:

1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

3 The materials and finishes of the external surfaces of the walls and roof of the development hereby permitted shall be of the same texture, type and colour as those on the external walls of existing buildings(s) and remain as such in perpetuity unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure a satisfactory form of development takes place and to ensure compliance with LDP Policy DES1.

INFORMATIVES

1 Please note that Bats are protected under The Conservation of Habitats and Species (Amendment) Regulations 2017 and the Wildlife and Countryside Act 1981 (as amended). This protection includes bats and places used as bat roosts, whether a bat is present at the time or not. If bats are found during the course of works, all works must cease and Natural Resources Wales contacted immediately. Natural Resources Wales (NRW) (0300 065 3000).