

Agenda Item A10	Committee Date 27 June 2016	Application Number 16/00504/FUL
Application Site Meadowfield Bungalow Middleton Road Heysham Morecambe	Proposal Demolition of existing bungalow and siting of two park homes	
Name of Applicant Mr Sheddy Nelson	Name of Agent Mr David Cross	
Decision Target Date 15 June 2016	Reason For Delay Request for committee determination	
Case Officer	Mr Andrew Holden	
Departure	No	
Summary of Recommendation	Refusal	

(i) **Procedural Matters**

This application is one which would normally be dealt with under delegated powers but has been placed before the Planning Committee at the request of Councillor Pattison following concerns regarding car parking arrangements.

1.0 The Site and its Surroundings

- 1.1 The application site is located off Middleton Road in Heysham and serviced by a private road leading from Middleton Road to the site entrance and beyond to agricultural fields. The site currently comprises a large chalet bungalow and dilapidated outbuildings to the rear. The bungalow was originally occupied by the site operator but separated from the adjoining caravan site by a boundary wall. The site forms part of a wider planning unit which comprises a Park Home site through which one has to drive to reach the bungalow and its curtilage.
- 1.2 The plot to the bungalow was originally extensive stretching west to the site entrance with a long front garden. The site has changed significantly in recent years with the dividing wall removed and with the front garden being used for the siting of five caravans as an extension of the caravan site. Access to the bungalow was also revised at that time to be directly from the caravan site, coming from an informal turning head at the end of a two-way section of road. This is currently blocked off by fencing running along the plot and further by allocated resident car parking spaces within the park home site.
- 1.3 Two storey residential houses lie to the north and east. The properties to the north stand approximately 2m above the ground level of the application site with a 1.8m fence running long the higher level boundary. The properties to the east are further away but sit at a slightly lower level; again a timber fence forms the boundary to the neighbouring houses.
- 1.4 Residential caravans lie to the west and south of the site. The closest caravan is sited 6m to the south and approximately 17m to the west. The caravan site is long established with a narrow circulatory road serving the whole of the site. The total number of caravans is 65 all used as permanent residences. It is understood that by agreement with the owner of the site occupation is

restricted to elderly residents.

2.0 The Proposal

2.1 The application is seeking planning permission to demolish the existing detached chalet bungalow and outbuildings and change the use of the land to allow the siting of two park homes along with the provision of car parking, turning area and landscaping. The park home are to be sited along the northern edge of the site with associated car parking both between the two units and directly in front. A small parking area for three cars and access to the site are proposed within the existing areas currently designated for five allocated parking spaces.

3.0 Site History

3.1 The application site itself has a limited planning history. As outlined earlier in the report the building was originally owned and occupied by the site manager/owner and had a separate access and a long front garden area.

3.2 The original garden area to the bungalow gained consent (09/00197/CU) for the expansion of the adjoining caravan site and the siting of five mobile homes. The development has been fully implemented with most of the units now occupied.

3.3 The application site also gained consent via appeal for the demolition of the bungalow and the erection of three 2 bed terraced houses, under 12/00872/FUL. In addition to the terrace and private rear gardens, the scheme also provided for a new car parking area. Parking places were set aside for both the new dwellings and replacement of the allocated spaces for the neighbouring park home which saw their spaces lost in gaining entry into the application site. A further additional visitor space was also gained for use by the park homes. This consent has not been implemented and the building remains in poor condition.

4.0 Consultation Responses

4.1 The following responses have been received from statutory and non-statutory consultees:

Consultee	Response
County Highways	No objections - development is contained wholly within the existing site and whilst it reduces on-site parking by one space it is not considered to affect highway safety.
Environmental Health	Awaiting comments.
United Utilities	No objections - development should be drained on a separate system.
Parish Council	No comments received within the consultation period.

5.0 Neighbour Representations

5.1 To date two letters have been received from neighbouring occupiers. Whilst supportive of the proposal in principle, concerns have been raised over the loss of allocated parking spaces. The site entrance currently provides for five parking spaces, these are lost and only replaced with a reduced number of non-allocated spaces. The scheme directly affects five residents at Nos. 30, 31, 32, 39 and 70.

5.2 The previous scheme for housing at the site recognised the need to provide replacement allocated car parking spaces for existing residents, the current application fails to do so.

6.0 Principal National and Development Plan Policies

6.1 National Planning Policy Framework (NPPF)
Paragraphs 7, 14 and 17 – Sustainable Development and Core Principles
Section 4 – Promoting Sustainable Transport
Section 6 – Delivery of a wide choice of high quality homes
Section 7 - Requiring Good Design

7.0 Comment and Analysis

7.1 The key issues for Members to consider in determining this application are:

- The location of the development
- The design of the development
- The impact of the development on residential amenity

7.2 Principle of Development

7.2.1 The application is consent for the siting of two new park homes and expanding the adjacent Belle Aire Park Homes site. The site is located within the defined main urban area of Morecambe/Heysham and is surrounding by residential uses, both housing and park homes. The site is close to a primary school, local shops, medical services and public transport routes. The location of the site is considered, in principle, to be supported by planning policy SC1 and SC2 of the Lancaster District Core Strategy and DM41 of the Development Management DPD. The scheme will provide for additional housing in the district and in a small way will help to address the need for housing within the district. The form of which will provide a wider choice for future home owners.

7.3 The design of the development

7.3.1 The approach to the design of the site and location of the park homes is considered appropriate. The scheme will see the removal of a large chalet bungalow which is in a very poor state of repair. In addition to the bungalow the substantial outbuildings to the east of the site are also cleared. Hedgerow and shrubs along the north and eastern boundaries are retained and additional planting provided along the southern edge of the site. The units are set out in accordance with the model standards for residential caravans and a provided with an allocated car parking space each. Additional parking is also available for visitors. In isolation, the scheme is considered to be acceptable. However, the development cannot be simply considered in isolation and the effect of the development upon the adjoining park home site needs to be explored. The impacts of the proposal are considered in more detail below.

7.4 The impact of the development upon residential amenity

7.4.1 The neighbouring park home site has 65 units sited within it. Formal allocated car parking is provided either alongside the individual units (or close by in small groups) for 62 of the units. The remaining 3 units have un-allocated parking and need to park within the limed number of 'free' spaces within the wider site.

7.4.2 In addition to the defined resident parking, there are only two defined visitor spaces and a further seven spaces that are 'free', not allocated to either visitors or residents. The current parking provision for the site is considered to be sub-standard. Whilst resident parking is catered for, there is considered to be a significant shortfall in visitor parking across the site.

7.4.3 The site has no planning control over age restriction and whilst many of the residents are older, the units can be occupied by any age group. The parking demand should reflect the needs of the site. With unrestricted age occupancy of the units, parking provision should be at 150% (97 spaces). The site would appear to currently provide approximately 115% (71 spaces). The limited nature of the parking has historically raised concern with residents and has sought to be addressed in part with the retention of resident parking and provision of an additional space as part of earlier planning consents on the current application site, 12/00872/FUL.

- 7.4.4 The current layout of the site provides for five parking spaces adjacent to the application site. Four spaces are formally allocated to individual residents and one is informally used by a single residential occupier. In developing a vehicle access to serve the additional units and expand the current park home site it is proposed to remove all of the existing spaces and replace them with three spaces facing the current park and an additional space off the new vehicle turning area. Currently, these spaces are not proposed to be allocated and will result in the overall reduction in the number of parking spaces available for the site by one space together with the loss of allocated resident spaces.
- 7.4.4 The design of the car park, the reduction in the overall numbers of parking spaces and the loss of directly allocated spaces to a number of neighbouring residential occupiers is considered to be detrimental to the amenities of not just the occupants of those individual units which have lost their allocated space, but also to the wider site.
- 7.4.5 These concerns have been expressed directly to the agent acting for the applicant. The concerns have been expressed both verbally and in further written detail together with a supported sketch revised layout indicating how the site plan could be marginally altered to provide for not only the replacement allocated parking spaces, but also to develop an additional parking space for the benefit of the site as whole.
- 7.4.6 To date, the agent (on behalf of his client) has rebutted the proposal wishing to seek a determination of the application based upon the plans as submitted. The agent has been approached again to try and seek what is considered to be a simple solution to the loss of parking for the benefit of all concerned, including the applicant. It has been expressed that the principle of the development is acceptable and has the support of residents of the site and the local planning authority. The only issue is considered to be the effect of the development directly upon parking provision and as a result the amenity of the residential occupiers.

8.0 Planning Obligations

- 8.1 Not applicable.

9.0 Conclusions

- 9.1 Unfortunately, the application as submitted cannot be supported as it fails to address the design constraints and principles for development set out in planning policy, in particular DM22 and DM35 of the Development Management DPD. Consequently, the application in its current form should be refused. However, it is hoped that the application will be revised before its presentation to the Planning Committee, or withdrawn and resubmitted with the appropriate details. Any revisions will be reported verbally at the meeting along with possible changes to the recommendation and associated planning conditions.

Recommendation

That Planning Permission **BE REFUSED** for the following reasons:

1. Development of the site in the manner proposed will lead to a reduction in the level of car parking provision across the park home site and omission of allocated resident parking spaces to the detriment of the amenities of the site and a number of existing residential occupiers. In the opinion of the local planning authority, the development is contrary to the aims and objectives of national planning policy guidance and policies DM22 and DM35 of the Development Management DPD which seeks to ensure the provision of a high quality choice of housing which accords with key design principles and vehicle parking provision.

Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015

In accordance with the above legislation, the City Council can confirm the following:

Lancaster City Council has made the recommendation in a positive and proactive way to foster the delivery of sustainable development. The Council has identified amendments that would address the issues raised in the

report; however the applicant has failed to enact these recommendations and so regrettably the application is recommended for refusal. The recommendation has been made having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

Human Rights Act

This recommendation has been reached after consideration of the provisions of The Human Rights Act. Unless otherwise stated in this report, the issues arising do not appear to be of such magnitude to override the responsibility of the City Council to regulate land use for the benefit of the community as a whole, in accordance with national law.

Background Papers

None