

No.3	APPLICATION NO.	2020/0178/FUL
	LOCATION	34 Ainscough Drive Burscough Ormskirk Lancashire L40 5SQ
	PROPOSAL	Conversion of existing integral garage to living accommodation.
	APPLICANT	Mr Graeme Smith
	WARD	Burscough East
	PARISH	Burscough
	TARGET DATE	22nd April 2020

1.0 REFERRAL

- 1.1 The application was to be determined under delegated powers, however, Cllr D. Evans has requested it be referred to Planning Committee to assess the requirement to be so stringent when applying car parking standards, noting that a general theme is emerging to be less reliant on private motor vehicles.

2.0 SUMMARY

The proposal to convert the integral garage to provide additional living accommodation is considered unacceptable and contrary to the Local Plan in that the development would result in an under provision of on-site parking for the dwelling. This would result in vehicles being reliant on on-street parking resulting in a detrimental impact to highway safety in the vicinity of the site. Furthermore given that there are a number of dwellings on the estate with similar house types to the application property, it would also set an unwelcome precedent that the Council would find hard to resist, which may potentially result in significant issues for highway safety in the area and the wider estate. The proposed development is considered to conflict with Policies GN3 and IF2 in the West Lancashire Local Plan DPD 2020-2027 and the Council's Supplementary Planning Design Guide in that it would result in an under provision of on-site parking for the associated dwelling to the detriment of highway safety.

3.0 RECOMMENDATION: REFUSE

4.0 THE SITE

- 4.1 The application site consists of a detached, modern, two-storey dwellinghouse located to the northern side of Ainscough Drive in Burscough. The dwelling is located at the end of the road – at the turning head. There is a pedestrian and cycle pathway leading from the turning head to Burscough Junction Railway Station. The dwelling includes an integral single garage.

5.0 THE PROPOSAL

- 5.1 Planning permission is sought for the conversion of the garage to create additional living space. Planning permission is sought as this type of development has been restricted by condition no. 11 of the original 2012 permission for the Former Ainscough Mill site (2012/0549/FUL).

6.0 PREVIOUS RELEVANT DECISIONS

- 6.1 2016/0893/FUL – Conversion of existing garage to living accommodation – REFUSED

Decision appealed ref: APP/P2365/D/16/3165923. APPEAL DISMISSED

- 6.2 2016/0429/FUL - Conversion of existing garage to living accommodation REFUSED
- 6.3 2015/0617/NMA - Non-material amendment to planning permission
- 2012/0549/FUL - Narrowing of emergency access – APPROVAL
- 6.4 2012/0549/FUL - Erection of 66 dwellings; demolition of part of existing mill and conversion of remainder into 50 apartments; conversion of chimney house into 2 apartments and mansion house into 4 apartments; provision of public open space; car parking and estate roads - GRANTED

The above permission contains the following conditions:

Condition No. 11 - Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2008 or any subsequent Orders or statutory provision re-enacting the provisions of these Orders, the integral and detached garages shall be maintained as such and shall not be converted to or used for living accommodation without the prior written approval of the Local Planning Authority.

Condition No. 12 - Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2008 and the Town and Country Planning (General Permitted Development) Order 1995 or any subsequent Orders or statutory provision re-enacting the provisions of these Orders no additional areas of hardstanding other than those shown on the approved layout plan shall be created or formed without the express written permission of the Local Planning Authority.

7.0 CONSULTEE RESPONSES

7.1 None.

8.0 OTHER REPRESENTATIONS

8.1 None.

9.0 SUPPORTING INFORMATION

9.1 None.

10.0 RELEVANT PLANNING POLICIES

10.1 The application site is located within the Key Service Centre of Burscough as designated in the West Lancashire Local Plan Proposal Map.

National Planning Policy Framework – (NPPF)

West Lancashire Local Plan 2012-2027 DPD – (Local Plan)

SP1 – A sustainable Development Framework for West Lancashire

GN1 – Settlement Boundaries

GN3 – Criteria for Sustainable Development

IF2 – Ensuring Sustainable Transport Choice

EN2 – Preserving and Enhancing West Lancashire’s Natural Environment

Supplementary Planning Document – (SPD)

11.0 OBSERVATIONS OF CORPORATE DIRECTOR OF PLACE AND COMMUNITY

Site history

11.1 This application is a re-submission of a previously refused scheme 2016/0893/FUL which was also dismissed at appeal. That application was in itself a resubmission of application 2016/0429/FUL which was also refused.

11.2 The most recent application reference 2016/0893/FUL which was dismissed at appeal sought to convert the existing garage to living accommodation and also sought to increase the area of hardstanding to the front of the property to provide 3 onsite parking spaces. This application was refused for the following reason.

'The proposed development conflicts with the NPPF, Policy GN3 and EN2 of the West Lancashire Local Plan in that the loss of the frontage landscaping would have a detrimental impact on the character and appearance of the application property and the surrounding area. Furthermore, it would set a precedent that if repeated elsewhere would give rise to a significant adverse impact on the overall character and appearance of the estate associated with the nearby listed mill building.'

11.3 Application reference 2016/0429/FUL sought to convert the existing garage to create additional living space. No alterations to the amount of hardstanding to the front were proposed. This application was refused for the following reason;

'The proposed development conflicts with Policies GN3 and IF2 in the West Lancashire Local Plan DPD 2012-2027 and the Council's Supplementary Planning Design Guide in that it would result in an under provision of on-site parking for the associated dwelling to the detriment of highway safety'.

11.4 In terms of similarities this current application is more akin to application ref 2016/0429/FUL as no alterations are proposed to the amount of hardstanding to the front of the property in the current scheme.

Assessment

11.5 In my opinion the main considerations in assessing this application are:

- i. Parking Provision
- ii. Character and Appearance of the Local Area
- iii. Impact on Neighbouring Properties

Parking Provision

11.6 The application property is Persimmon Homes 'The Roseberry House Type' which was approved under the 2012/0549/FUL application. The property has four bedrooms and Policy IF2 of the Local Plan recommends that dwellings with four or more bedrooms should have three on-site parking spaces. The application property currently has a single garage measuring approximately 4.9m x 2.8m and two off-road parking spaces. The proposal to convert the garage would result in the loss of the parking space within the garage which would take the property below the parking standard of Policy IF2. A condition was imposed on the wider development to prevent the conversion of garages and the loss of off-street parking.

- 11.7 At the time of my site visit, it was clear to me that the estate provides limited opportunity for on-street parking, the design of the residential roads is predicated on adequate off street parking to ensure the safety of cyclists, pedestrians, other road users and children playing on the street. If allowed, the development would be likely to lead to a detrimental increase in on-street parking and manoeuvring over the pedestrian footway to the detriment of highway safety in the vicinity of the site and general amenity of the locality. Subsequently, it would be difficult for the Council to resist similar applications which would exacerbate the on street parking problem. Therefore I consider that the development would result in an under provision of on-site parking for this type and scale of development.
- 11.8 In appeal decision ref APP/P2365/D/16/314294, for the conversion of a garage at 61 Stone Mason Crescent, a similar, recently built estate in Ormskirk, the inspector found that conversion of the garage and the loss of off street parking would, due to the lack of on street car parking within the estate result in danger to highway safety. Furthermore the inspector found that the development should not be supported as it would make it more difficult for the Council to resist further planning applications for similar developments and the cumulative effect of such conversions would exacerbate the harm to highway safety.
- 11.9 The applicant has provided a statement in support of the proposal which outlines that the existing integral garage is significantly smaller than a RIBA design standards suggests a garage should be. It is stated that the garage does not actually fit their family car and does not allow access for people to enter or exit a vehicle if it were to be squeezed into the space. Furthermore the applicant outlines that they plan to reduce their existing 2 cars that they own down to 1 electric vehicle in the near future.
- 11.10 Whilst I acknowledge the applicant's concerns regarding the garage size it is still possible to park a smaller vehicle within it and would still contribute to off street car parking provision. The garage measures approximately 4.9m x 2.8 m. To put this into perspective Manual for Streets recommends that a parking space should measure 4.8m x 2.4m. Whilst modern garages are often in the region of 6m by 3m, this is to allow for storage as well as vehicle parking. Whilst the applicant's intentions in terms of vehicle ownership are noted, future owners may have different needs and require the full 3 on-site parking spaces currently provided.
- 11.11 I therefore find that due to the position of the site and the potential for overspill on-street parking that would impede the safe free flow of traffic and the potential impact on the emergency access the development is likely to adversely impact upon highway safety in the vicinity of the site and therefore conflict with Policies GN3 and IF2 in the West Lancashire Local Plan. Furthermore, in the interest of good planning, I believe that the pathway leading to Burscough Junction Railway Station and beyond should remain legible and uncluttered to facilitate ease of movement.

Character and appearance

- 11.12 Policy GN3 of the West Lancashire Local Plan DPD (2012-2027) states that in the case of extensions, conversions or alterations to existing buildings, the proposal should relate to the existing building, in terms of design and materials and should not detract from the character of the street scene.
- 11.13 The design of the proposed window treatment is reflective of the existing fenestration on the original dwelling and would not detract from the architectural style or character of the host building or from the streetscene. The proposed materials would match the existing and are acceptable. The proposed conversion in my opinion is acceptable in terms of design and compliant with Policy GN3 of the Local Plan and the SPD Design Guide.

Impact upon neighbouring properties

11.14 Policy GN3 requires that new development should retain “reasonable levels of privacy and amenity for occupiers of the proposed and neighbouring properties.” Given the small scale of the development I do not consider there would be any significant adverse impact upon neighbouring properties.

Conclusion

11.15 The proposal would be harmful to highway safety in the vicinity of the site and it is recommended that planning permission be refused.

12.0 RECOMMENDATION

12.1 That planning permission be REFUSED for the following reason.

Reason(s) for Refusal

1. The proposed development conflicts with Policies GN3 and IF2 in the West Lancashire Local Plan DPD 2020-2027 and the Council's Supplementary Planning Design Guide in that it would result in an under provision of on-site parking for the associated dwelling to the detriment of highway safety.