

PLANNING COMMITTEE

AGENDA



Wednesday 16 September 2020

at 9.30 am

in the Civic Centre, Hartlepool.

PLEASE NOTE: this will be a 'remote online meeting', a web-link to the public stream will be available on the Hartlepool Borough Council website at least 24 hours before the meeting.

MEMBERS OF PLANNING COMMITTEE:

Councillors S Akers-Belcher, Brewer, Brown, Buchan, Fleming, James, Lindridge, Loynes, C Richardson, Stokell and Young.

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

- 3.1 To Confirm the Minutes of the Meeting held on 19 August
- 3.2 To Confirm the Minutes of the Meeting held on 2 September (to follow).

4. ITEMS REQUIRING DECISION

4.1 Planning Applications – *Assistant Director (Environment and Neighbourhood Services)*

- | | | |
|----|-------------|-----------------------------------|
| 1. | H/2020/0154 | 43 Warren Road (page 1) |
| 2. | H/2020/0128 | 9 Greenwood Road (page 17) |
| 3. | H/2020/0129 | 25 Greenwood Road (page 33) |
| 4. | H/2020/0137 | 74 Middleton Road (page 49) |
| 5. | H/2020/0139 | 3 Henderson Grove (page 65) |
| 6. | H/2020/0143 | 6 Henderson Grove (page 81) |
| 7. | H/2020/0144 | 52 Arkley Crescent (page 97) |
| 8. | H/2020/0148 | 51 Bruce Crescent (page 111) |
| 9. | H/2020/0149 | 99 Winterbottom Avenue (page 127) |

CIVIC CENTRE EVACUATION AND ASSEMBLY PROCEDURE

In the event of a fire alarm or a bomb alarm, please leave by the nearest emergency exit as directed by Council Officers. A Fire Alarm is a continuous ringing. A Bomb Alarm is a continuous tone.

The Assembly Point for everyone is Victory Square by the Cenotaph. If the meeting has to be evacuated, please proceed to the Assembly Point so that you can be safely accounted for.

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|-----------------|---|
| 10. H/2020/0151 | 184 Jesmond Gardens (page 143) |
| 11. H/2020/0104 | Land at Quarry Farm, Elwick Road (page 159) |
| 12. H/2020/0102 | Land adjacent to Elwick House, The Green, Elwick (page 177) |
| 13. H/2020/0084 | 10 Regent Square (page 191) |
| 14. H/2020/0123 | 10 Regent Square (page 201) |

5. ITEMS FOR INFORMATION

- 5.1 Update of Current Complaints – *Assistant Director (Environment and Neighbourhood Services)*

6. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

EXEMPT ITEMS

Under Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information as defined in the paragraphs referred to below of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006

7 ITEMS REQUIRING DECISION

- 7.1 Enforcement Notice (paras 5 and 6) – *Assistant Director (Environment and Neighbourhood Services)*
- 7.2 Enforcement Notice (paras 5 and 6) – *Assistant Director (Environment and Neighbourhood Services)*
- 7.3 Enforcement Options (paras 5 and 6) – *Assistant Director (Environment and Neighbourhood Services)*

8. ANY OTHER CONFIDENTIAL ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

Any requests for a Site Visit on a matter then before the Committee will be considered with reference to the Council's Planning Code of Practice (Section 16 refers). No requests shall be permitted for an item requiring a decision before the committee other than in accordance with the Code of Practice

Any site visits approved by the Committee at this meeting will take place on a date and in a manner to be agreed by the Chair of the Committee that is compliant with the provisions of the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority Police and Crime Panel Meetings) (England and Wales) Regulations 2020 No. 392 and other relevant legislation.

The next meeting of the Committee will be held on Wednesday 7 October 2020 commencing at 9.30 am.



PLANNING COMMITTEE

MINUTES AND DECISION RECORD

19th August 2020

The meeting commenced at 9.30 am and was an online remote meeting in compliance with the Council Procedure Rules Relating to the holding of Remote Meetings and the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority Police and Crime Panel Meetings) (England and Wales) Regulations 2020.

Present:

Councillor: Mike Young (In the Chair)

Councillors: Paddy Brown, Bob Buchan, Marjorie James, Jim Lindridge, Brenda Loynes, Carl Richardson and Cameron Stokell

In accordance with Council Procedure Rule 4.2 Councillor Christopher Akers-Belcher was in attendance as substitute for Councillor Stephen Akers-Belcher and Councillor Shane Moore was in attendance as substitute for Councillor Tim Fleming.

Also present: Councillor Tony Richardson

Officers: Dan James, Planning (DC) Team Leader
Kieran Bostock, Interim Assistant Director (Place Management)
Sylvia Pinkney, Interim Assistant Director (Regulatory Services)
Stephanie Bell, Planning Officer
Derek Wardle, Arboricultural Officer
Tom Graham, Legal Representative
Jo Stubbs, Democratic Services Officer

32. Apologies for Absence

Apologies were submitted by Councillors Stephen Akers-Belcher and Tim Fleming.

33. Declarations of interest by members

Councillor Cameron Stokell indicated that he had spoken to the applicant for planning application H/2020/0160 (21 Hillcrest Grove) but did not consider he had predetermined his decision.

Councillor Brenda Loynes advised that she had also had some involvement with planning application H/2020/0160 (21 Hillcrest Grove) but did not consider she had made a predetermination.

Councillor Mike Young indicated that he had also had a conversation with the applicant for planning application H/2020/0160 (21 Hillcrest Grove).

34. Confirmation of the minutes of the meeting held on 5th August 2020

Minutes confirmed.

The Democratic Services Officer highlighted an error in the minutes previously approved for 22nd July 2020 – namely that Councillor Fleming had proposed that the Hillview application be refused rather than Councillor Loynes as was stated in the minutes.

35. Planning Applications (*Assistant Director (Environment and Neighbourhood Services)*)

Number: H/2020/0080

Applicant: MR M JAGPAL C/O AGENT

Agent: PRISM PLANNING LTD MILBURN HOUSE 17
WOODLAND ROAD DARLINGTON

Date received: 20/02/2020

Development: Change of use from retail shop A1 to drinking establishment with expanded food provision (A4 and A3) including the installation of a flue

Location: UNIT 4 THE SAXON EASINGTON ROAD HARTLEPOOL

The Agent spoke in favour of this application which would bring a vacant unit back into beneficial use. None of the technical consultees had objected and the principle of the development at this location was acceptable.

In accordance with Rule 8 of the Council's Procedure Rules Relating to the Holding of Remote Meetings, a recorded vote was taken on the recommendations set out in the report to approve the application.

Those for:

Councillors Christopher Akers-Belcher, Paddy Brown, Bob Buchan, Shane Moore, Marjorie James, Jim Lindridge, Brenda Loynes, Carl Richardson, Cameron Stokell and Mike Young.

Those abstaining:
None.

Those against:
None

Decision: Planning Permission Approved

CONDITIONS AND REASONS

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Site Location Plan (scale 1:1250), Drwg. No 136/FP/02 (Existing Site Plan), Drwg. No 136/FP/04 (Existing Ground Floor Plan), Drwg. No 136/FP/06 (Existing Elevations), Drwg. No 136/FP/02 (Proposed Block Plan), Drwg. No 136F/P/03 (Proposed Site Plan), Drwg. No 136F/P/05 (Proposed Ground Floor Plan), Drwg. No 136F/P/07 (Proposed Elevations), received by the Local Planning Authority on 25th February 2020.
For the avoidance of doubt.
3. Notwithstanding the submitted details and prior to the first use of the development, details of the final internal layout shall be first submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.
In the interests of the amenities of occupants of neighbouring properties.
4. Notwithstanding the submitted information and prior to the first use of the development hereby approved, details of ventilation, filtration and fume extraction equipment to reduce cooking smells, and/or provide air circulation within the kitchen as may be required, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter and prior to the first use of the development, the approved scheme shall be implemented and thereafter retained and used in accordance with the manufacturers' instructions at all times whenever food requiring ventilation, filtration and fume extraction is being cooked on the premises.
In the interests of the amenities of the occupants of neighbouring properties.
5. The premises shall only be open to the public between the hours of 11.00 and 23.00 Mondays to Sundays inclusive.
In the interests of the amenities of the occupants of neighbouring properties and in accordance with Policy RC16 of the Local Plan.
6. No deliveries shall be taken or despatched for the premises outside of the following hours 0900 to 1900 Monday to Sunday (including Public/Bank Holidays).

In the interests of the amenities of the occupants of neighbouring properties.

7. Notwithstanding the provisions of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that class in any statutory instrument revoking or re-enacting that Order with or without modification, the premises shall be used as a drinking establishment with expanded food provision (Use Class 'AA' as defined in The Town and Country Planning (General Permitted Development) (England) (Amendment) (No. 2) Order 2017) and for no other purpose or use.

To enable the Local Planning Authority to exercise control in the interests of a satisfactory form of development in accordance with Policy RC16 of the Hartlepool Local Plan (2018).

The Committee considered representations in relation to this matter.

Number:	H/2020/0119
Applicant:	MR P MILLION DUKE STREET DARLINGTON
Agent:	ROCKET ARCHITECTURAL DESIGNS MR A BOYCE 105 WEST AUCKLAND ROAD DARLINGTON
Date received:	14/04/2020
Development:	Change of use to house in multiple occupation for 8 individuals (Sui Generis Use Class)
Location:	50 GRANGE ROAD HARTLEPOOL

A member queried whether the property was designed for single occupants, noting the lack of bathroom availability. The Planning (DC) Team Leader advised that the Use Class (Sui Generis) did not dictate that only single people could reside there. As a house in multiple occupancy residents could share facilities and there had been no objection to shared bathrooms.

A member asked whether residents in nearby Milton Road were aware of this application. The Planning (DC) Team Leader did not have the exact details of the consultation but it had involved 21 letters a site notice and a press notice, as well as the statutorily required consultation of all adjacent and adjoining properties.

A member queried why fire suppression systems had not been included in the conditions. The Planning (DC) Team Leader confirmed that it was not possible to include this as part of the conditions – however Cleveland Fire had advised that sprinklers should be included and the applicant had confirmed they would look at this through the building regulations process.

The Agent urged members to support the application. The property would be marketed as a professional house share and the applicant would have direct management over future tenants. There had been no objections from traffic and transport as these properties generally resulted in low car ownership and this site was in walking distance to good transport links. They were also happy to sound proof the property as per public protection requirements.

A member asked whether this would be a mixed gender property. The Agent was unaware of this and unsure if it would be detailed in any planning approval.

A member asked what guarantees they could offer that car ownership would not be a problem in the future. The Agent advised that generally such properties were not rented by car owners particularly given the proximity of this property to local transport links. However the applicant would be prepared to institute a management agreement that all residents could not have a car. The Planning (DC) Team Leader noted that residents would need to purchase a parking permit for use in adjacent streets.

A member queried whether future tenants would be vetted. The Agent confirmed that they would, adding that the applicant owned 20 similar properties in Darlington so had an excellent record in this regard.

A member raised concerns around this application, which could lead to major parking issues. Lots of residents were not happy about the application due to fear of crime. They moved that the application be refused however this was rejected as there was no seconder.

In accordance with Rule 8 of the Council's Procedure Rules Relating to the Holding of Remote Meetings, a recorded vote was taken on the recommendations set out in the report to approve the application.

Those for:

Councillors Christopher Akers-Belcher, Paddy Brown, Bob Buchan, Shane Moore, Marjorie James, Jim Lindridge, Brenda Loynes, Cameron Stokell and Mike Young.

Those abstaining:

None.

Those against:

Carl Richardson

Decision: Planning Permission Approved

CONDITIONS AND REASONS

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby approved shall be carried out in accordance with plans and details Drwg. No. GR/01 REV B (Site Location Plan (scale 1:1250), Drwg. No GR/03/B 'Existing Elevations, sections & Site Plan', Drwg. No. GR/02/B 'Existing Plans (Floor Plans)' received by the Local Planning Authority on 15th April 2020; and Drwg. No. GR/05/C 'Proposed Elevations & Site Plan' and Drwg. No. GR/04/C 'Proposed Plans' (Floor Plans) received by the Local Planning Authority on 1st May 2020.
For the avoidance of doubt.
3. No development shall take place until a scheme for the protection during construction works of all hedges to be retained to the front of the site, in accordance with BS 5837:2012 'Trees in relation to design, demolition and construction - Recommendations', has been submitted to and approved in writing by the Local Planning Authority. The scheme shall thereafter be carried out in accordance with the approved details and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development. Nothing shall be stored or placed in any area fenced in accordance with this condition. Nor shall the ground levels within these areas be altered or any excavation be undertaken without the prior written approval of the Local Planning Authority. Any hedges which are seriously damaged or die as a result of site works shall be replaced with hedges of such size and species as may be specified in writing by the Local Planning Authority in the next available planting season.
In the interests of the health and appearance of the existing hedges and the visual amenity of the area.
4. Prior to the development hereby approved being brought into use a scheme demonstrating appropriate noise insulation between the application site and adjoining neighbouring properties at 48 Grange Road and 52 Grange Road shall be submitted to and approved in writing by the Local Planning Authority. The agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
5. Any waste generated from the HMO use hereby approved (Sui Generis use) shall be stored in the bin store area as indicated on the plan Drwg. No. GR/04/C ('Proposed Plans', received by the Local Planning Authority on 1st May 2020).
In the interests of the amenities of the occupants of neighbouring properties and to ensure a satisfactory form of development.
6. The use of the property as a house in multiple occupation (Sui Generis Use) shall not exceed more than 8 residents at any one time.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

The Committee considered representations in relation to this matter.

Councillor James Brewer was in attendance

Number: H/2020/0160

Applicant: MR MICK STEPHENSON HILLCREST GROVE
ELWICK HARTLEPOOL

Agent: Mr Mick Stephenson 21 HILLCREST GROVE
ELWICK HARTLEPOOL

Date received: 04/05/2020

Development: Felling of tree covered by Tree Preservation Order
No 94

Location: 21 HILLCREST GROVE ELWICK HARTLEPOOL

A member referred to the assertion within the report that damage to the garage floor was not associated with the tree roots, querying whether this came from a qualified engineer or a planning officer. The Arboricultural Officer indicated that these comments came from a general survey on the garage. Regular monitoring was part of the existing regulations. The Interim Assistant Director (Place Management) added that the Council would only request the services of a structural engineer where there was a potential danger to a highway or other Council owned land. In the case of a private property the owner would be expected to commission their own service and the applicant had not sought the services of the Council in this case. He also noted that the complete removal of the tree was not necessarily a solution to the applicant's problems and could in fact result in more problems.

A member highlighted references within the report to support for the removal of the tree from residents and Elwick Parish Council. The Planning (DC) Team Leader advised that this consultation had been carried out by the applicant and as such did not form part of the official consultation. The tree had been in place for 26 years and scored high on the Tree Preservation Order Assessment. (TPO)

The Arboricultural Officer commented that his first concern was around the protection of the tree and the garage should have been constructed in a way so as to protect it and avoid further complications. It was the architect's responsibility to ensure that appropriate plans were made to protect both the tree and any new structure. A previous appeal against this TPO status had been dismissed and if the tree were removed it would set a townwide precedent.

A member commented that while the onus was on the applicant to ensure compliance there was also a role for the Council to monitor compliance at the time. The Planning (DC) Team Leader advised that building regulations were applicable and officer could only assume these had been followed.

The Applicant urged member to reject their officers' advice and approve the removal of the tree. He described the report as totally biased and criticised the Arboricultural Officer for his lack of interest in anything other than the removal of the tree. Reference had been made to concerns over climate change but the ecology officer had raised no issue with the removal while Natural Environment were supportive of his efforts. Rules stated that veteran trees should be located a minimum of 15m from properties whilst this tree was much closer. He had offered to plant a replacement tree and would be happy to work with the Council on this matter but there had been no liaison and no case worker visits. The tree roots were the cause of the damage to his garage floor. He asked members to question whether the removal of this tree would result in a significant loss to the village.

The Planning (DC) Team Leader advised that the Ecology Officer's remit was wildlife not TPO regulations. He described the Arboricultural Officer as an utmost professional who had made his recommendations based on the appropriate regulations and policies.

Members discussed this application in depth. Many felt that the size of the tree and the damage it was causing meant that it should be taken down. Private consultation by the applicant had shown a generally supportive attitude to its removal by residents and the Parish Council. However its removal should be contingent on its replacement by trees further away from the property. Other members meanwhile were concerned that to approve the tree's removal would set a precedent, particularly given that an appeal against the TPO had been dismissed, and would result in similar appeals across the town. The Interim Director (Place Management) advised that a structural engineer was due to commence employment with the Council in September so their expertise could be called upon as any evidence at the moment was purely anecdotal. Some members felt that should have been done previously however a proposal to defer the application to allow for further discussions was put forward by Councillor Lindridge (seconded by Councillor James)

In accordance with Rule 8 of the Council's Procedure Rules Relating to the Holding of Remote Meetings, a recorded vote was taken to defer this application

Those for:

Bob Buchan, Marjorie James and Jim Lindridge

Those abstaining:

None.

Those against:

Councillors Christopher Akers-Belcher, James Brewer, Paddy Brown, Brenda Loynes, Carl Richardson, Cameron Stokell and Mike Young.

(Councillor Shane Moore had been unable to vote due to technology issues)

The motion to defer was therefore lost.

In accordance with Rule 8 of the Council's Procedure Rules Relating to the Holding of Remote Meetings, a recorded vote was taken on the recommendations set out in the report to reject the application.

Those for:

Councillors Marjorie James and Jim Lindridge

Those abstaining:

None.

Those against:

Councillors Christopher Akers-Belcher, James Brewer, Paddy Brown, Bob Buchan, Brenda Loynes, Carl Richardson, Cameron Stokell and Mike Young.

(Councillor Shane Moore had been unable to vote due to technology issues).

The Legal Representative advised members that they would need to move to approve the application giving their reasons for going against officer recommendations. He also suggested that it be a condition that the existing tree remain in place until replacements were provided. Councillor Brown moved approval with the additional condition for reasons of concern around continual damage and nuisance to the applicant's property and belongings including hygiene issues around bird droppings. Councillor Stokell seconded this.

In accordance with Rule 8 of the Council's Procedure Rules Relating to the Holding of Remote Meetings, a recorded vote was taken on the recommendations set out in the report to approve the application.

Those for:

Councillors Christopher Akers-Belcher, James Brewer, Paddy Brown, Bob Buchan, Brenda Loynes, Carl Richardson, Cameron Stokell and Mike Young.

Those abstaining:

None.

Those against:

Councillors Marjorie James and Jim Lindridge

(Councillor Shane Moore had been unable to vote due to technology issues).

Decision:

Approved subject to a planning condition for replacement trees

The Committee considered representations in relation to this matter.

36. Appeal at 21 Hillcrest Grove *(Assistant Director (Environment and Neighbourhood Services))*

This item was withdrawn

37. Appeal at 1 Bathgate Terrace *(Assistant Director (Environment and Neighbourhood Services))*

Members were advised that an appeal against the refusal of planning permission in respect of 1 Bathgate Terrace had been allowed. A copy of the Inspector's decision letter was appended to the report.

Decision

That the outcome of this appeal be noted.

38. Appeal at 12 Meadowcroft Mews *(Assistant Director (Environment and Neighbourhood Services))*

Members were advised that an appeal against the refusal of planning permission in respect of 12 Meadowcroft Mews had been dismissed. A copy of the Inspector's decision letter was appended to the report.

Decision

That the outcome of this appeal be noted

39. Appeal at 11 Queen Street *(Assistant Director (Environment and Neighbourhood Services))*

Members were advised that an appeal made against an enforcement notice served by Hartlepool Borough Council in respect of 11 Queen Street had been dismissed and the enforcement notice upheld. A copy of the inspector's decision letter was appended to the report

A member acknowledged the findings of the inspector but felt that that in the current circumstances 3 months was insufficient time for the work to be completed and suggested that 12 months be given for compliance. Concerns were raised by another member that this may set an unwelcome precedent however the Legal Representative considered the time for compliance was at the discretion of the Council and could be decided on its own merits without concerns as to creating a precedent.

In accordance with Rule 8 of the Council's Procedure Rules Relating to the Holding of Remote Meetings, a recorded vote was taken on the motion to

extend the time for compliance with the enforcement notice to a minimum of 12 months. Members voted in favour of the motion unanimously.

Councillors Paddy Brown and Shane Moore did not vote on the motion due to not having been able to follow consideration of it in full due to technical difficulties. Councillor Brenda Loynes requested that it be recorded within the minutes that she had seconded the motion.

Decision

- i. That the outcome of the appeal be noted.
- ii. That the enforcement notice be amended to allow a minimum of 12 months for compliance.

40. Appeal at 16 Sydenham Road (*Assistant Director (Environment and Neighbourhood Services)*)

Members were advised that an appeal against the refusal of planning permission in respect of 16 Sydenham Road had been dismissed. A copy of the Inspector's decision letter was appended to the report.

Decision

That the outcome of this appeal be noted

41. Appeal at 56 Station Lane (*Assistant Director (Environment and Neighbourhood Services)*)

Members were advised that an appeal against the refusal of planning permission in respect of 56 Station Lane had been allowed. A copy of the Inspector's decision letter was appended to the report.

Decision

That the outcome of this appeal be noted

42. Appeal at rear of Milbank Close / Land at the Fens, Hart Village (*Assistant Director (Environment and Neighbourhood Services)*)

Members were advised that an appeal had been submitted against the Council's decision in respect of a reserved matters application for outline planning permission for the erection of 15 dwellings with associated infrastructure at the rear of Millbank Close / land at the Fens, Hart Village. This application had been approved by Officers under delegated powers

subject to a planning condition requiring a scheme for obscure glazing and, where considered necessary, restricted openings on a number of windows on various plots be approved in writing by the Local Planning Authority. The appellant was seeking the removal of a number of specific windows from the condition wording.

Decision

That the report be noted.

43. Update on Current Complaints (*Assistant Director (Environment and Neighbourhood Services)*)

Members were given information on 6 ongoing investigations and 6 which had been completed

Decision

That the report be noted

The meeting concluded at 11.10am

CHAIR

No: 1.
Number: H/2020/0154
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 04/05/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations including installation of
porch and access door to front
Location: 43 WARREN ROAD HARTLEPOOL

PURPOSE OF REPORT

1.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

1.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

1.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

1.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

1.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

1.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision dated 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

1.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 43 Warren Road. The property would contain 1no. one-bedroomed flat on the ground floor (flat 1), 1no one-bedroomed flat on the first floor (flat 2). Access to refuse storage to the rear (north) of the property would be via a shared alleyway between the host property and No. 45.

1.8 The proposal would include the erection of a porch and canopy to the front to accommodate an additional front door, from which flat 2 would be accessed. The proposed porch would measure approximately 1.5m in width, projecting from the front elevation by approximately 0.9m and adjoining a proposed canopy to extend a further 1.7m (approx.) with a total width being approximately 3.2m. The proposed porch would feature a lean-to roof with a maximum height of approximately 3m, dropping to approximately 2.2m at eaves level. To facilitate the proposed porch, the existing ground floor window at the front would be reduced in size.

1.9 The application includes the bricking up of 1no. door and the installation of 1no. window in the ground floor of the rear elevation.

1.10 Internally, at ground floor the proposal would feature a bedroom and a bathroom in place of the existing kitchen/diner at ground floor, with a kitchen being installed in the living space at the front. At first floor level, an open plan kitchen and living space would replace two front bedrooms. The two rear bedrooms would remain as one bedroom with access to a bathroom on the western side. The proposal would include the installation and removal of stud walls to facilitate the creation of hallways as well as the chimney breast at ground floor level only (the external stack would remain unaffected).

1.11 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

1.12 The application site is a south facing two-storey linked property on Warren Road, which is currently vacant. The site is a main road within predominately residential area in the West View estate area of Hartlepool. Adjoining to the east is 41 Warren Road (to make up the end of a link of 4 properties), while 45 Warren Road adjoins to the west, both residential properties. To the south, beyond the main highway of Warren Road is a unit (Unit 6) in the Skerne Road Industrial Estate. To

the rear the application site is abounded by the rear of No. 38 Garside Drive. The host property includes a small garden to the front and a garden at the rear, which is accessed via a shared alleyway with No. 45 on the western side. The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary to the west and north, with an open boarded fence with a height of approximately 1.2m on the eastern boundary with No. 41. To the front the boundary treatment includes a picket fence with a height of approximately 1.2m.

PUBLICITY

1.13 The application has been advertised by way of neighbour letters (6) and a site notice. To date, there have been 7 objections.

1.14 The concerns raised can be summarised as follows:

- Flats in West View mostly occupied by young men
- The street is a friendly place to live, long standing residents of the street
- No desire to have double the amount of tenants in an adjoining property
- Anti-social behaviour
- General noise nuisance, e.g. Share an alleyway which could result in noise impacts
- The proposal will bring down the area
- Occupiers should have received letters
- Proposed tenants from are unacceptable tenants
- Negative impact on the whole area not only the bottom part of Warren Road
- Better areas in Hartlepool to accommodate the 'Moving On Scheme'

1.15 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137626>

1.16 The period for publicity has expired.

CONSULTATIONS

1.17 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision.

Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016.

Door viewer to all entrance doors Dusk Dawn to entrance doors.

Secure robust side gate.

It is also essential the premises is well managed and maintained both flats require to be secured internally from each other.

Cleveland Fire Brigade: I was consulting on all of these but was advised by our group manager to stop consulting on any that wouldn't fall under the RR(FS)O2005 so haven't done any that do not have communal spaces. They don't fall under our legislation so would never be inspected, our jurisdiction only relates to shared parts of 'blocks' of flats, like common entrances, halls ,and stair ways. The majority of the ones being sent through have separate entrances for each flat and no communal space.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

1.18 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

1.19 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

1.20 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant

development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

PARA 001: Introduction

PARA 002: Permission determined in accordance with development plan

PARA 003: Introduction

PARA 007: Achieving sustainable development

PARA 008: Achieving sustainable development

PARA 010: Achieving sustainable development

PARA 011: The presumption in favour of sustainable development

PARA 012: The presumption in favour of sustainable development

PARA 038: Decision-Making

PARA 047: Determining Applications

PARA 059: Delivering a sufficient supply of homes

PARA 122: Achieving appropriate densities

PARA 124: Achieving well-designed places

PARA 127: Achieving well-designed places

PARA 130: Achieving well-designed places

PARA 150: Planning for Climate Change



PARA 212: Implementation

1.21 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward	Burn Valley	De Bruijs	Fens and Rossmore	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds		-16.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds		-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds		-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds		5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.8
Semi-detached house/cottage 4 or more Beds		7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds		17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds		29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow		-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat		-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications (this application is in the De Bruce Ward).

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

1.22 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

1.23 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

1.24 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the De Bruce Ward (that the application site falls within).

1.27 It is noted that the application is one of a number of similar applications under consideration in the De Bruce Ward area (namely Winterbottom Avenue, Arkley Crescent, Bruce Crescent and Warren Road) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

1.28 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

1.29 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

1.30 The application site is located within Warren Road, a residential street in Hartlepool. It is of note that the proposal includes the installation of a porch and canopy with the installation of an additional front door. This would result in 2no. doors in this front elevation. It is considered that this would result a notable change to the fenestration on the existing dwelling, which is at odds with the design and character of other properties in the street scene and has the potential to adversely affect the visual amenity of the street scene.

1.31 Notwithstanding this, it is of note that several properties in the street scene benefit from a canopy to the front and that there is a variety of external finishing materials to the surrounding properties. Further consideration is given to the modest scale and design of the proposed porch.

1.32 It is considered that the installation of a window in the two storey extension to the side would not be unduly dominant on the existing property or adversely impact upon its proportions. As noted above, the works to the chimney are internal only.

1.33 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

1.34 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

1.35 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the streets of Warren Road and nearby streets (including Winterbottom Road, Bruce Crescent and Arkley Crescent), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

1.36 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

1.37 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a linked property and as such adjoins to No. 41 to the east and No. 45 to the west. It is noted that the proposal includes the installation of a porch and canopy at the front, the canopy would project along the boundary with No. 45, whilst the proposed porch would be a distance of approximately 1.7m from this neighbour and a distance of approximately 2.5m to No. 41. Given that the proposed porch would be at the front of the property, the orientation of the host property would be between this aspect and the adjoining neighbours. A separation of approximately 38m would remain between the proposals and 38 Garside Drive to the rear, while a distance of approximately 70m would remain between the proposals and Unit 6 to the front.

1.38 As detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows. Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposed porch (including height under 4m) and that it would serve a non-habitable room(s), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for the adjacent neighbours at No. 41 and 45 or any neighbouring properties (including those at No. 38 Garside Drive), in terms of outlook, overbearing, overshadowing or overlooking..

1.39 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom and bathroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.3m from the boundary with the adjoining neighbour to the east (No. 41), however it is considered that no direct views would be achievable from the bedroom window (a habitable room) into the windows and rear elevation of No. 41. As noted above, there is a boundary fence with a height of approximately 1.2m enclosing the rear garden of the host property along this eastern boundary. The applicant has indicated that a replacement fence with a height of approximately 1.8m would be erected along boundaries where there is not a suitable boundary treatment in place including this property. It is therefore considered that a fence with a height of approximately 1.8m would be necessary along this boundary which would be considered to reduce the identified adverse impacts on the privacy of the adjoining neighbour's garden area at No. 41. A planning condition can secure this requirement. Owing to this relationship and subject to the necessary condition, it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space.

1.40 In terms of the other alterations to the layout, the existing bedroom(s) on the first floor at the rear would largely remain to serve the residents of flat 2 (going from 2no. bedrooms to a single bedroom) with a bathroom being installed. The open plan kitchen and living space is not considered to adversely impact upon the room arrangement at the front of the upper floor. As noted above, a kitchen would be

installed in the existing living room to the front (which would remain) to serve flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties, on balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides and rear (including Nos. 41 and 45 Warren Road and No. 38 Garside Drive). It is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa as a result of this proposed alterations to the room layout.

1.41 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling and as such has the potential to cause noise related nuisance to areas of the neighbouring dwellings (particularly bedrooms) where they could reasonably expect low levels of noise and disturbance. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

1.42 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

1.43 In terms of car parking, the site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

1.44 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

1.45 It is acknowledged that neighbour objections refer to matters of crime and anti-social behaviour. Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning

policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion”.

1.46 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

1.47 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

Drainage + Contaminated Land

1.48 The site is located outside of Flood Zones 2 and 3. The Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

1.49 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually at the rear, with access to this via a shared alleyway (with No. 45 to the west). No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

1.50 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

1.51 In respect of the suggested discrepancy regarding neighbouring properties being consulted, it should be noted that consultation, including the sending of letters to properties adjoining the application site and the displaying of a site notice, exceeded the requirements specified in the amended Town and Country Planning (Development Management Procedure) Order 2015 (Article 15.5). The application is therefore considered to be acceptable in respect of the above processes.

NON-PLANNING MATTERS

1.52 It is noted that neighbour objections have been received raising concerns that properties in the street are occupied by families that feel the area is a friendly and positive environment and have expressed concerns regarding the nature of tenants proposed as part of the 'Move On Scheme'. These are not material planning considerations. Property ownership and the occupation of rented properties are not material planning considerations and as such, no weight can be given to these matters.

CONCLUSION

1.53 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity, highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

1.54 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

1.55 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

1.56 There are no Section 17 implications.

REASON FOR DECISION

1.57 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeM/01 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) and Drg. No. BS/19/90/TypeM/02

Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 6th May 2020.
For the avoidance of doubt.

3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 41 Warren Road and 45 Warren Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.
5. Prior to the occupation of the 2no. flats hereby approved, a 1.8m high (taken from the given ground level) closed boarded fence shall be erected along the full length of the adjacent rear boundary (east) with No 41 Warren Road and shall thereafter be maintained for the lifetime of the development hereby approved.
In the interests of the amenities of the occupants of the neighbouring property.

BACKGROUND PAPERS

1.58 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137626>

1.59 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0154	REV

No: 2.
Number: H/2020/0128
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
 BUSINESS PARK NEWCASTLE UPON TYNE NE12
 8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
 DIAMOND COURT KENTON NEWCASTLE UPON TYNE
 NE3 2EN
Date valid: 28/04/2020
Development: Change of use from 1no. dwellinghouse to to 2no. flats
 with associated external alterations including installation
 of porch and access door to front and alterations to
 chimney
Location: 9 GREENWOOD ROAD HARTLEPOOL

PURPOSE OF REPORT

2.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

2.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

2.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

2.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

2.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

2.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

2.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 9 Greenwood Road. The property would contain one two-bedroomed flat on the ground floor (flat 1), one one-bedroomed flat on the first floor (flat 2). Access to refuse storage on the western side of the property would be via the main access door at the front for each flat.

2.8 The proposal would include the erection of a porch and canopy to the front to accommodate an additional front door, from which flat 2 would be accessed. The proposed porch would measure approximately 1m in width, projecting from the front elevation by approximately 0.95m and adjoining a proposed canopy to extend a further 1.95m (approx.) with a total width being approximately 2.95m. The proposed porch would feature a lean-to roof with a maximum height of approximately 3.2m, dropping to approximately 2.6m at eaves level. To facilitate the proposed porch, the ground floor window at the front would be reduced in size.

2.9 The application includes the bricking up of 1no. door and 1no. window and the installation of 1no. window (which would be obscurely glazed) in the ground floor of the two storey extension to the side of the host property. This would result in the rear garden being accessible only to occupiers of the ground floor flat.

2.10 Internally, at ground floor the proposal would feature 2no. bedrooms in place of the existing kitchen/diner and W.C at ground floor, with a kitchen being installed in the living space at the front, and a bathroom being installed in the extension on the western side. At first floor level, a kitchen would be installed in place of the existing bedroom on the western side at the rear. The main front bedroom would be re-purposed as a living room to serve the occupiers. The proposal would include the installation and removal of stud walls to facilitate the creation of hallways as well as the chimney breast at ground floor level only (the external stack would remain unaffected).

2.11 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

2.12 The application site is a south facing two-storey linked property on Greenwood Road, which is currently vacant. The site is within a predominately residential area to the south of Middleton Road and west of Clarence Road. Adjoining to the west is 7

Greenwood Road (which is adjoined by a two storey flat roof extension to each property), while 11 Greenwood Road adjoins to the east (to make up a small terrace of 4 properties including the host property), both residential properties. To the south, beyond the main highway of Greenwood Road, the main highway of Lansbury Grove in addition to Nos. 8 and 10 Greenwood Road, as well as Nos. 1 and 2 Lansbury Road are present. To the rear, Nos. 60 and 62 Middleton Road abound the site. The host property includes a small garden to the front and a garden at the rear, which is presently accessed via a rear access door in the extension to the side. The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides, whilst to the front the boundary treatment includes a picket fence with a height of approximately 1.2m.

PUBLICITY

2.13 The application has been advertised by way of neighbour letters (13) and a site notice. To date, there have been 4 objections.

2.14 The concerns raised can be summarised as follows:

- The proposal relates to several empty properties in the area including Middleton Road, not just this application
- Anti-social and unsocial behaviour
- Parking, including issues on Middleton Road
- Noise nuisance
- Properties were intended to be single dwellings
- Drainage issues
- Telecommunications issues
- Properties are not regularly maintained
- High turnover and void stock due to bad vetting and poor maintenance
- Bedroom tax has caused the problems with empty properties
- Untidy gardens

2.15 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137540>

2.16 The period for publicity has expired.

CONSULTATIONS

2.17 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit

Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016 including entrance to flat Door viewer to all entrance doors.

Dusk Dawn to entrance doors.

Secure gate to rear garden.

Cleveland Fire Brigade: Cleveland fire Brigade offers no representations regarding the development as proposed. However Access and Water Supplies should meet the requirements as set out in: Approved Document B, Volume 1 :20 19 , Section B5 for Dwellings . It should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP) which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight in AD B Vol 1 Section B5 Table 13.1. Further comments may be made through the building regulation consultation process as required.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

2.18 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

2.19 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

2.20 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For

decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

PARA 001: Introduction

PARA 002: Permission determined in accordance with development plan

PARA 003: Introduction

PARA 007: Achieving sustainable development

PARA 008: Achieving sustainable development

PARA 010: Achieving sustainable development

PARA 011: The presumption in favour of sustainable development

PARA 012: The presumption in favour of sustainable development

PARA 038: Decision-Making

PARA 047: Determining Applications

PARA 059: Delivering a sufficient supply of homes

PARA 122: Achieving appropriate densities

PARA 124: Achieving well-designed places

PARA 127: Achieving well-designed places

PARA 130: Achieving well-designed places

PARA 150: Planning for Climate Change



PARA 212: Implementation

2.21 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward											
	Burn Valley	De Bruce	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds	-18.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.6
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Fiat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications.

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

2.22 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

2.23 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

2.24 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the Victoria Ward (that the application site falls within).

2.25 It is noted that the application is one of a number of similar applications under consideration in the Victoria Ward area (namely Greenwood Road, Henderson Grove, Milner Grove, Middleton Road and Belk Street) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

2.26 The Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

2.27 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

2.28 The application site is located within Greenwood Road, a residential street in Hartlepool. It is of note that the proposal includes the installation of a porch and canopy with the installation of an additional front door. The proposal also includes the removal of the existing door on the two storey extension to the side of the host property which would result in 2no. doors in this front elevation. It is considered that this would result a notable change to the fenestration on the existing dwelling, which is at odds with the design and character of other properties in the street scene and has the potential to adversely affect the visual amenity of the street scene.

2.29 Notwithstanding this, it is of note that several properties in the street scene benefit from a canopy to the front and that there is a variety of external finishing materials to the surrounding properties. Further consideration is given to the modest scale and design of the proposed porch.

2.30 It is considered that the installation of a window in the two storey extension to the side would not be unduly dominant on the existing property or adversely impact upon its proportions. As noted above, the works to the chimney are internal only.

2.31 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

2.32 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

2.33 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the street of Greenwood Road and nearby streets (Milner Grove, Henderson Grove and Middleton Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

2.34 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

2.35 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a linked property and as such adjoins to 11 Greenwood Road to the east and 7 Greenwood Road to the west. It is noted that the proposal includes the installation of a porch on the front elevation. The relationship between neighbouring properties is such that there would be a separation distance of approximately 4m from the proposed porch at the host property to the principal elevation of the adjoining neighbour at No. 11 (to the east) and approximately 6.4m to the adjoining neighbour at No. 7 (west). A separation distance of approximately 19m would remain to the front elevation of the closest neighbour at the front at No. 10, with the public highway between.

2.36 Whilst it is acknowledged that the proposed porch does not achieve required separation distances that would comply with policy QP4 of the Hartlepool Local Plan (2018) or the Residential Design Guide SPD (2019), as detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows (aside from one which would be obscurely glazed in the existing extension). Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposal (including height under 4m) and that it would serve a non-habitable room(s), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for neighbouring land users to the front (south) or to the adjoining properties to the east and west in terms of outlook, overbearing and overshadowing. As the proposed porch would be to the front of the host property, it would be screened from neighbours to the rear (60 and 62 Middleton Road) and it is considered there would be no adverse impacts on their amenity or privacy in terms of overlooking.

2.37 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.3m from the boundary with the adjoining neighbour to the east (No. 11), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this western boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space.

2.38 In terms of the other alterations to the layout, the existing bedroom on the first floor would become a kitchen to serve the residents of flat 2 (going from a habitable room to a non-habitable room). As noted above, the two storey extension element to the side on the ground floor would become a bathroom to serve residents of flat 1, with a kitchen being installed in the existing living room to the front (which would remain) to serve flat 1. Given that the relationship between the host property and

neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties at the front (Nos. 8 and 10 Greenwood Road and Nos. 1 and 2 Lansbury Grove) and it is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa. On balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides (7 and 11 Greenwood Rd), rear (60 and 62 Middleton Road) or front (8 and 10 Greenwood Road and 1 and 2 Lansbury Grove) as a result of this proposed alterations to the room layout.

2.39 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

2.40 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

2.41 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the street (Greenwood Road) and Middleton Road to the north. The site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

2.42 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

2.43 Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe

and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion”.

2.44 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

2.45 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

2.46 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

2.47 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

2.48 The site is located outside of Flood Zones 2 and 3. It is acknowledged that a neighbour objection has been received citing issues around drainage, however the Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

2.49 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this at the side of the main front of the host property. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

2.50 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the

remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

2.51 The occupation of rented properties is not a material planning consideration and as such, no weight can be given to these matters.

CONCLUSION

2.52 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

2.53 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

2.54 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

2.55 There are no Section 17 implications.

REASON FOR DECISION

2.56 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeA/O2 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020; and Drg. No. BS/19/90/TypeA/O1 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 4th May 2020.

For the avoidance of doubt.

3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 7 Greenwood Road and 11 Greenwood Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.

In the interests of the amenities of the occupants of neighbouring properties.

4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

2.57 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137540>

2.58 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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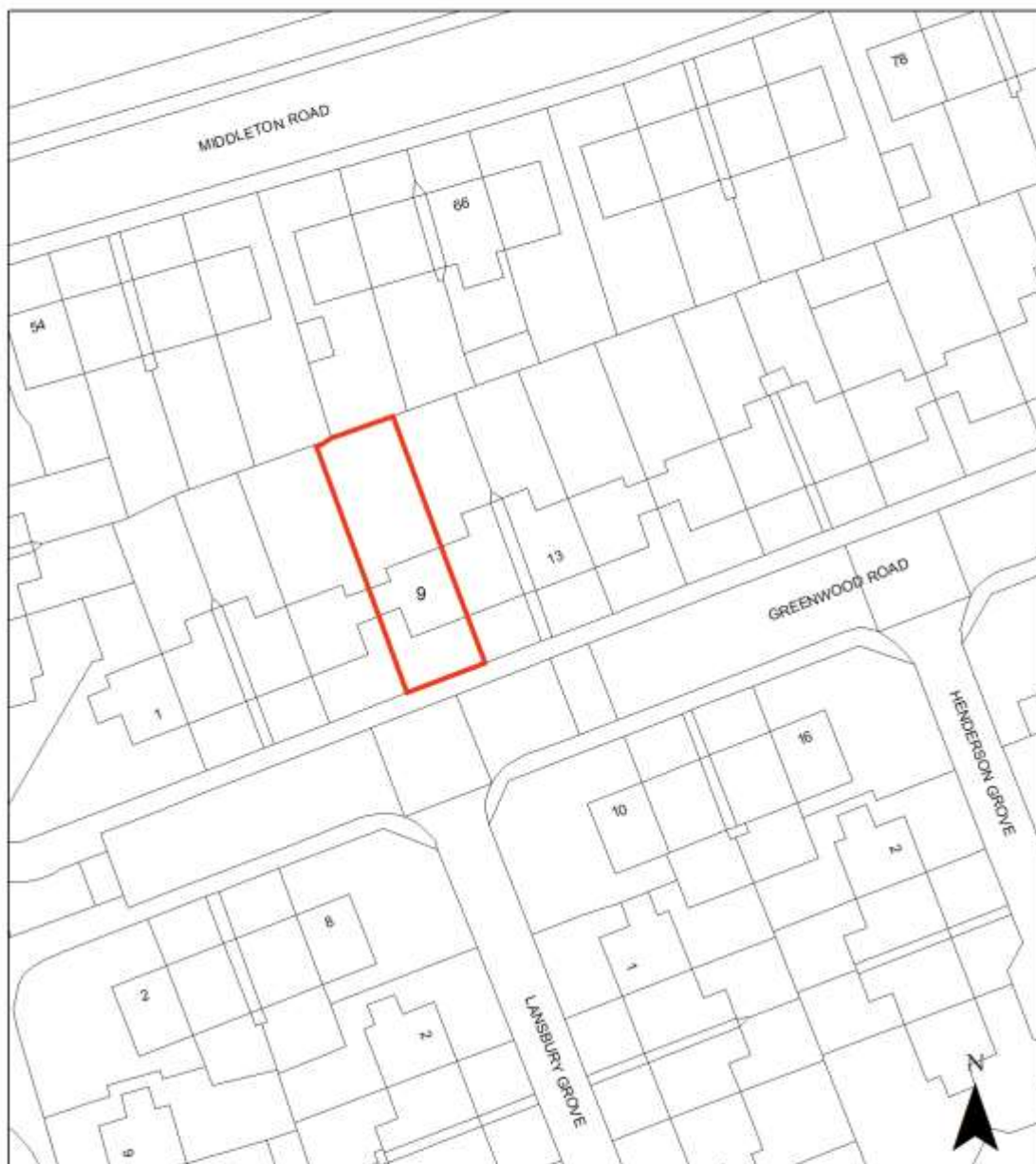
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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0128	REV

No: 3.
Number: H/2020/0129
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 28/04/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations including installation of
porch and access door to front and alterations to chimney
Location: 25 GREENWOOD ROAD HARTLEPOOL

PURPOSE OF REPORT

3.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

3.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

3.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

3.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

3.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

3.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

3.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 25 Greenwood Road. The property would contain one two-bedroomed flat on the ground floor (flat 1) and one one-bedroomed flat on the first floor (flat 2). Access to refuse storage on the western side of the property would be via the main access door at the front for each flat.

3.8 The proposal would include the erection of a porch and canopy to the front to accommodate an additional front door, from which flat 2 would be accessed. The proposed porch would measure approximately 1m in width, projecting from the front elevation by approximately 0.95m and adjoining a proposed canopy to extend a further 1.95m (approx.) with a total width being approximately 2.95m. The proposed porch would feature a lean-to roof with a maximum height of approximately 3.2m, dropping to approximately 2.6m at eaves level. To facilitate the proposed porch, the existing ground floor window at the front would be reduced in size.

3.9 The application includes the bricking up of 1no. door and 1no. window and the installation of 1no. window (which would be obscurely glazed) in the ground floor of the two storey extension to the side of the host property. This would result in the rear garden being accessible only to occupiers of the ground floor flat.

3.10 Internally, at ground floor the proposal would feature 2no. bedrooms in place of the existing kitchen/diner and W.C at ground floor, with a kitchen being installed in the living space at the front, and a bathroom being installed in the extension on the western side. At first floor level, a kitchen would be installed in place of the existing bedroom on the western side at the rear. The main front bedroom would be re-purposed as a living room to serve the occupiers. The proposal would include the installation and removal of stud walls to facilitate the creation of hallways.

3.11 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

3.12 The application site is a south facing two-storey linked property on Greenwood Road, which is currently vacant. The site is within a predominately residential area to the south of Middleton Road and west of Clarence Road. Adjoining to the west is 23 Greenwood Road (which is adjoined by a two storey flat roof extension to each

property), while 27 Greenwood Road adjoins to the east (to make up a small terrace of 4 properties including the host property), both of which are residential properties. To the south, beyond the main highway of Greenwood Road, are No's 18 and 20 Greenwood Road. To the rear Nos. 76 and 78 Middleton Road around the site.

3.13 The host property includes a small garden to the front and a garden at the rear, which is presently accessed via a rear access door in the extension to the side. The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides, whilst to the front the boundary treatment includes a picket fence with a height of approximately 1.2m.

PUBLICITY

3.14 The application has been advertised by way of neighbour letters (21) and a site notice. To date, there have been 3 objections.

3.15 The concerns raised can be summarised as follows:

- Anti-social behaviour, including partying and playing loud music
- Parking
- Noise nuisance
- Untidy gardens

3.16 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137541>

3.17 The period for publicity has expired.

CONSULTATIONS

3.18 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their

suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016 including entrance to flat Door viewer to all entrance doors.

Dusk Dawn to entrance doors.

Secure gate to rear garden.

Cleveland Fire Brigade: Cleveland fire Brigade offers no representations regarding the development as proposed. However Access and Water Supplies should meet the requirements as set out in: Approved Document B, Volume 1 :20 19 , Section B5 for

Dwellings . It should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP) which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight in AD B Vol 1 Section B5 Table 13.1. Further comments may be made through the building regulation consultation process as required.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

3.19 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

3.20 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

3.21 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:



PARA 001: Introduction
 PARA 002: Permission determined in accordance with development plan
 PARA 003: Introduction
 PARA 007: Achieving sustainable development
 PARA 008: Achieving sustainable development
 PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 059: Delivering a sufficient supply of homes
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places
 PARA 150: Planning for Climate Change
 PARA 212: Implementation

3.22 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward											
	Burn Valley	De Bruce	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds	-18.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.6
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications.

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

3.23 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

3.24 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

3.25 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the Victoria Ward (that the application site falls within).

3.26 It is noted that the application is one of a number of similar applications under consideration in the Victoria Ward area (namely Greenwood Road, Henderson Grove, Milner Grove, Middleton Road and Belk Street) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

3.27 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

3.28 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

3.29 The application site is located within Greenwood Road, a residential street in Hartlepool. It is of note that the proposal includes the installation of a porch and

canopy with the installation of an additional front door. The proposal also includes the removal of the existing door on the two storey extension to the side of the host property which would result in 2no. doors in this front elevation. It is considered that this would result a notable change to the fenestration on the existing dwelling, which is at odds with the design and character of other properties in the street scene and has the potential to adversely affect the visual amenity of the street scene.

3.30 Notwithstanding this, it is of note that several properties in the street scene benefit from a canopy to the front and that there is a variety of external finishing materials to the surrounding properties. Further consideration is given to the modest scale and design of the proposed porch.

3.31 It is considered that the installation of a window in the two storey extension to the side would not be unduly dominant on the existing property or adversely impact upon its proportions.

3.32 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

3.33 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

3.34 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the street of Greenwood Road and nearby streets (Milner Grove, Henderson Grove and Middleton Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

3.35 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

3.36 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a linked property and as such adjoins to 27 Greenwood Road to the east and 23 Greenwood Road to the west. It is noted that

the proposal includes the installation of a porch on the front elevation. The relationship between neighbouring properties is such that there would be a separation distance of approximately 4m from the proposed porch at the host property to the principal elevation of the adjoining neighbour at No. 27 (to the east) and approximately 6.4m to the adjoining neighbour at No. 23 (west). A separation distance of approximately 19m would remain to the front elevation of the closest neighbour at the front at No. 18 with the public highway between.

3.37 Whilst it is acknowledged that the proposed porch does not achieve required separation distances that would comply with policy QP4 of the Hartlepool Local Plan (2018) or the Residential Design Guide SPD (2019), as detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows (aside from one which would be obscurely glazed in the existing extension). Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposal (including height under 4m) and that it would serve a non-habitable room(s), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for neighbouring land users to the front (south) or to the adjoining properties to the east and west in terms of outlook, overbearing and overshadowing. As the proposed porch would be to the front of the host property, it would be screened from neighbours to the rear (76 and 78 Middleton Road) and it is considered there would be no adverse impacts on their amenity or privacy.

3.38 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.3m from the boundary with the adjoining neighbour to the west (No. 23), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this western boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space.

3.39 In terms of the other alterations to the layout, the existing bedroom on the first floor would become a kitchen to serve the residents of flat 2 (going from a habitable room to a non-habitable room). As noted above, the two storey extension element to the side on the ground floor would become a bathroom to serve residents of flat 1, with a kitchen being installed in the existing living room to the front (which would remain) to serve flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties at the front (Nos. 18 and 20 Greenwood Road and No. 1 Henderson Grove), it is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa. On balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides (23 and 27 Greenwood Road), rear (76 and 78 Middleton Road) or front (18 and 20 Greenwood Road and 1 Henderson Grove) as a result of this proposed alterations to the room layout in terms of overlooking.

3.40 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

3.41 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

3.42 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the street (Greenwood Road). The site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

3.43 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

3.44 It is acknowledged that neighbour objections refer to matters of crime and anti-social behaviour. Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

3.45 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing

Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

3.46 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

3.47 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

3.48 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

3.49 The site is located outside of Flood Zones 2 and 3. The Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

3.50 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this at the side of the main front of the host property. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

3.51 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

3.52 The occupation of rented properties is not a material planning consideration and as such, no weight can be given to these matters.

CONCLUSION

3.53 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

3.54 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

3.55 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

3.56 There are no Section 17 implications.

REASON FOR DECISION

3.57 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeA/04 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020; and Drg. No. BS/19/90/TypeA/03 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 4th May 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 23 Greenwood Road and 27 Greenwood Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the

occupancy of the development hereby approved and retained for the life of the development.

In the interests of the amenities of the occupants of neighbouring properties.

4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.

For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

3.58 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137541>

3.59 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>

except for such documents that contain exempt or confidential information.

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0129	REV

No: 4.
Number: H/2020/0137
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 28/04/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations including installation an
access door and canopy to the front, and bricking up of a
door and installation of a window to the rear.
Location: 74 MIDDLETON ROAD HARTLEPOOL

PURPOSE OF REPORT

4.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

4.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

4.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

4.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

4.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers

(3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

4.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

4.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 74 Middleton Road. The property would contain 1no. one-bedroomed flat on the ground floor (flat 1) and 1no. one-bedroomed flat on the first floor (flat 2). Access to refuse storage at the rear (south) of the property would be via the main access door at the front for each flat through an existing, shared ginnel/passageway.

4.8 The proposal would include the erection of a canopy to the front and the replacement of a window with a door to accommodate an additional front door, from which flat 2 would be accessed. The proposed canopy would measure approximately 1m in width, projecting from the front elevation by approximately 0.45m. The proposal would also replace the existing front door and canopy serving the property.

4.9 The application includes the replacement of a door with a window in the rear of the host property. The rear garden would be accessible to both occupiers (of flat 1 and flat 2) via an existing alley to the side (west) of the host property.

4.10 Internally, at ground floor the proposal would feature a bedroom and bathroom in place of the existing living room ground floor, with an open plan living room and kitchen being installed in the existing kitchen at the front. At first floor level, the two front bedrooms would be repurposed as an open plan living room with kitchen space. The bedroom and bathroom at the rear would remain to serve the occupier. The proposal would include the installation and removal of stud walls to facilitate the creation of hallways.

4.11 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

4.12 The application site is a north facing two-storey linked property on Middleton Road, which is currently vacant. The site is within a predominately residential area to the east of Raby Road and west of Clarence Road. Adjoining to the west is 72 Middleton Road while 76 Middleton Road adjoins to the east (to make up a small terrace of 4 properties including the host property). To the rear Nos. 21 and 23

Greenwood Road around the site. To the north, beyond the main highway of Middleton Road, is the Brougham Primary School with other properties of Middleton Road toward the west, the closest of which is 59 Middleton Road.

4.13 The host property includes a small garden to the front and a garden at the rear, which is accessed via a rear access alley in the side (east). The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides, whilst to the front the boundary treatment includes a picket fence with a height of approximately 1.2m.

PUBLICITY

4.14 The application has been advertised by way of neighbour letters (8) and a site notice. To date, there have been 3 objections.

4.15 The concerns raised can be summarised as follows:

- Middleton Road is a busy through road and there are existing parking issues
- Outside the application site is a bus stop
- Changing family dwellings to flats is not appropriate for the area
- Noise concerns resulting from bedroom at neighbouring property adjoining proposed living room for first floor flat
- Demand on utility services

4.16 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137566>

4.17 The period for publicity has expired.

CONSULTATIONS

4.18 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision.

Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There is currently a consistent boundary treatment to the properties on Middleton Road. Any consented development should retain the boundary treatment to the property.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016 including entrance to flat Door viewer to all entrance doors.

Dusk Dawn to entrance doors.

Secure gate to rear garden.

Cleveland Fire Brigade: Cleveland fire Brigade offers no representations regarding the development as proposed. However Access and Water Supplies should meet the requirements as set out in: Approved Document B, Volume 1 :20 19 , Section B5 for Dwellings . It should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP) which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight in AD B Vol 1Section B5 Table 13.1. Further comments may be made through the building regulation consultation process as required.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

4.19 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

4.20 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

4.21 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the

Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

PARA 001: Introduction

PARA 002: Permission determined in accordance with development plan

PARA 003: Introduction

PARA 007: Achieving sustainable development

PARA 008: Achieving sustainable development

PARA 010: Achieving sustainable development

PARA 011: The presumption in favour of sustainable development

PARA 012: The presumption in favour of sustainable development

PARA 038: Decision-Making

PARA 047: Determining Applications

PARA 059: Delivering a sufficient supply of homes

PARA 122: Achieving appropriate densities

PARA 124: Achieving well-designed places

PARA 127: Achieving well-designed places

PARA 130: Achieving well-designed places

PARA 150: Planning for Climate Change



PARA 212: Implementation

4.22 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward	Burn Valley	De Bruce	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds		-18.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds		-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds		-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds		5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.8
Semi-detached house/cottage 4 or more Beds		7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds		17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds		29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow		-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat		-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications.

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

4.23 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

4.24 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

4.25 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the Victoria Ward (that the application site falls within).

4.26 It is noted that the application is one of a number of similar applications under consideration in the Victoria Ward area (namely Greenwood Road, Henderson Grove, Milner Grove, Middleton Road and Belk Street) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

4.27 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

4.28 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

4.29 The application site is located within Middleton Road, a residential street in Hartlepool. It is of note that the proposal includes the replacement of a window with a front door and canopy on the front elevation, which would result in 2no. main access doors in this front elevation. It is considered that this would result a notable change to the main appearance of the principal elevation of the existing dwelling, which is at odds with the design and character of other properties in the street scene and has the potential to adversely affect the visual amenity of the street scene. It is of note that the adjoining neighbour to the east (No. 72) does not feature any front door (with its main door being to the side of the property), as per the design of the block.

4.30 Notwithstanding this, it is of note that several properties in the street scene benefit from a canopy to the front and that there is a variety of external finishing materials to the surrounding properties, including the placement of gated alleyways to enable access to the rear gardens. It is therefore considered that the installation of a front door will be read in this context. In addition, it is noted that there is an existing hedgerow running along the front of the curtilage and that this would partially obscure views of the front of the property. Further consideration is given to the modest scale and design of the proposed front door and canopy.

4.31 The proposal also includes replacement of an access door with a window in the rear elevation of the host property. It is considered that this element would not be unduly dominant on the existing property or adversely impact upon its proportions.

4.32 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts, subject to the existing hedge at the front (north) remaining in place. The applicant has confirmed that this is the case.

4.34 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

4.35 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the street of Middleton Road and nearby streets (Milner Grove, Henderson Grove and Greenwood Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

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4.36 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

4.37 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a linked property and as such adjoins to 72 Middleton Road to the west and 76 Middleton Road to the east. It is noted that the proposal includes the installation of an additional front door and canopy on the front elevation. The relationship between neighbouring properties is such that there would be a separation distance of approximately 0.4m from the proposed canopy and front door at the host property to the boundary (and principal elevation) of the adjoining neighbour at No. 72 (east) and approximately 6.4m to the adjoining neighbour at No. 76 (west). A separation distance of approximately 60m would remain to the front elevation of the closest neighbour at the front at No. 59, with the public highway between. A separation distance of approximately 60m to the care home and 104m to the primary school would remain from the proposal (with the main highway between).

4.38 As detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows (aside from one which would replace the door in the rear elevation). Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposal (including the porch height under 4m) and that it would serve a non-habitable room (access to first floor flat), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for neighbouring land users to the front (north) or to the adjoining properties to the east and west. As the proposed porch would be to the front of the host property, it would be screened from neighbours to the rear (21 and 23 Greenwood Road) and it is considered there would be no adverse impacts on their amenity or privacy.

4.39 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become an open plan living room with kitchen space, whilst the existing living room at the rear would become a bedroom. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of the adjoining neighbouring properties or direct views into their rear garden amenity space. In terms of the other alterations to the layout, the existing front bedroom on the first floor would become an open plan living room and kitchen to serve the residents of flat 2 (going from a habitable room to a habitable room), with the bedroom and bathroom at the rear primarily remaining in place. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties at the front (including No. 59 Middleton Road), the proposal is not considered to result in an adverse loss of amenity and privacy for neighbouring properties.. Furthermore, it is considered that no adverse overlooking could be

achieved between flat 1 and flat 2 and vice versa. On balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides (72 and 76 Middleton Rd), rear (21 and 23 Greenwood Road) or front (including 59 Middleton Road) as a result of this proposed alterations to the room layout in terms of overlooking.

4.40 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

4.41 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

4.42 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the street (Greenwood Road). The site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

4.43 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

4.44 It is acknowledged that neighbour objections refer to matters of crime and anti-social behaviour. Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

4.45 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

4.46 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

4.47 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

4.48 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

4.49 The site is located outside of Flood Zones 2 and 3. The Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

4.50 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this at the rear of the host property via the existing shared ginnel/passageway to the side. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

4.51 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

4.52 The occupation of rented properties is not a material planning consideration. As such, no weight can be given to these matters.

CONCLUSION

4.53 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

4.54 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

4.55 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

4.56 There are no Section 17 implications.

REASON FOR DECISION

4.57 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeD/04 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020; and Drg. No. BS/19/90/TypeD/03 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 4th May 2020.
For the avoidance of doubt.

3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 72 and 76 Middleton Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.

In the interests of the amenities of the occupants of neighbouring properties.

4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.

For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

4.58 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137566>

4.59 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0137	REV

No: 5.
Number: H/2020/0139
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 28/04/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations including installation of
porch and access door to front.
Location: 3 HENDERSON GROVE HARTLEPOOL

PURPOSE OF REPORT

5.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

5.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

5.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

5.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

5.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in

consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

5.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

5.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 3 Henderson Grove. The property would contain one two-bedroomed flat on the ground floor (flat 1), one one-bedroomed flat on the first floor (flat 2). Access to refuse storage at the rear (east) of the property would be via the shared ginnel/passageway with adjoining neighbour at No. 5.

5.8 The proposal would include the erection of a porch and canopy to the front to accommodate an additional front door, from which flat 2 would be accessed. The proposed porch would measure approximately 1m in width, projecting from the front elevation by approximately 0.95m and adjoining a proposed canopy to extend a further 1.95m (approx.) with a total width being approximately 2.95m. The proposed porch would feature a lean-to roof with a maximum height of approximately 3.2m, dropping to approximately 2.6m at eaves level. To facilitate the proposed porch, the ground floor window at the front would be reduced in size.

5.9 Internally, at ground floor the proposal would feature a bedroom in place of the existing kitchen/diner, the installation of a bathroom in the rear off-shoot, with a kitchen being installed in the living space at the front. The existing W.C. at ground floor would be repurposed as a cupboard. At first floor level, an open plan living room and kitchen would be in place of the existing bedroom at the front. The remaining 2 bedrooms (rear/east) and bathroom would remain to serve the occupier(s). The proposal would include the installation and removal of stud walls to facilitate the creation of hallways.

5.10 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

5.11 The application site is a west facing two-storey linked property on Henderson Grove, which is currently vacant. The site is within a cul-de-sac of 10 properties, in a predominately residential area to the south of Middleton Road and west of Clarence Road. Adjoining to the south is 5 Henderson Grove, while 1 Henderson Grove adjoins to the north (to make up a small terrace of 4 properties including the host property). To the west, beyond the main highway of Henderson Grove, Nos. 2-6

(evens) are situated to the front. To the rear Nos. 2-6 (evens) Milner Grove abound the site. The host property includes a small garden/yard to the front and a garden at the rear, which is presently accessed via a rear access door in the extension to the side. The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides, whilst to the front the boundary treatment includes a picket fence with a height of approximately 1m and a tree in the south western corner.

PUBLICITY

5.12 The application has been advertised by way of neighbour letters (12) and a site notice. To date, there have been 3 objections.

5.13 The concerns raised can be summarised as follows:

- Tenants are not vetted and concerns about the nature of the tenants
- Parking, as the grove includes 10 houses and parking is an existing concern with the issues exacerbated when occupiers receive visitors
- Neighbouring occupiers are home owners
- Estate is predominately occupied by families and should remain as single dwellings occupied by families

5.14 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137568>

5.15 The period for publicity has expired.

CONSULTATIONS

5.16 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their

suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016 including entrance to flat Door viewer to all entrance doors.

Dusk Dawn to entrance doors.

Secure gate to rear garden.

Cleveland Fire Brigade: Cleveland fire Brigade offers no representations regarding the development as proposed. However Access and Water Supplies should meet the requirements as set out in: Approved Document B, Volume 1 :20 19 , Section B5 for

Dwellings . It should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP) which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight in AD B Vol 1 Section B5 Table 13.1. Further comments may be made through the building regulation consultation process as required.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

5.17 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

5.18 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

5.19 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:



PARA 001: Introduction
 PARA 002: Permission determined in accordance with development plan
 PARA 003: Introduction
 PARA 007: Achieving sustainable development
 PARA 008: Achieving sustainable development
 PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 059: Delivering a sufficient supply of homes
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places
 PARA 150: Planning for Climate Change
 PARA 212: Implementation

5.20 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward											
	Burn Valley	De Bruce	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds	-18.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.6
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications.

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

5.21 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

5.22 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location. Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the Victoria Ward (that the application site falls within).

5.23 It is noted that the application is one of a number of similar applications under consideration in the Victoria Ward area (namely Greenwood Road, Henderson Grove, Milner Grove, Middleton Road and Belk Street) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

5.24 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

5.25 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

5.26 The application site is located within Henderson Grove, a residential cul-de-sac in Hartlepool. It is of note that the proposal includes the installation of a porch and canopy with the installation of an additional front door, which would result in 2no.

doors in this front elevation. It is considered that this would result a notable change to the fenestration on the existing dwelling, which is at odds with the design and character of other properties in the street scene and has the potential to adversely affect the visual amenity of the street scene.

5.27 Notwithstanding this, it is of note that several properties in the wider estate benefit from a canopy to the front and that there is a variety of external finishing materials to the surrounding properties. Further consideration is given to the modest scale and design of the proposed porch and the boundary treatment to the front of the host property which includes a small tree.

5.28 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

5.29 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

5.30 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the street of Greenwood Road and nearby streets (Milner Grove, Henderson Grove and Middleton Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

5.31 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

5.32 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a linked property and as such adjoins to 1 Henderson Grove to the north and No. 5 to the south. It is noted that the proposal includes the installation of a porch on the front elevation. The relationship between neighbouring properties is such that there would be a separation distance of approximately 3m from the proposed porch at the host property to the principal elevation of the adjoining neighbour at No. 5 (south) and approximately 4.1m to the adjoining neighbour at No. 1 (north). A separation distance of approximately 14.7m

would remain to the closest neighbour at the front at No. 4, with the public highway between.

5.33 Whilst it is acknowledged that the proposed porch does not achieve required separation distances that would comply with policy QP4 of the Hartlepool Local Plan (2018) or the Residential Design Guide SPD (2019), as detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows. Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposal (including the porch height under 4m) and that it would serve a non-habitable room(s), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for neighbouring land users to the front (west) or to the adjoining properties to the north and south. As the proposed porch would be to the front of the host property, it would be screened from neighbours to the rear (2-6 (evens) Milner Grove) and it is considered there would be no adverse impacts on their amenity or privacy.

5.34 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.3m from the boundary with the adjoining neighbour to the north (No. 1), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this northern boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space. In terms of the other alterations to the layout, the existing bedroom at the front on the first floor would become a living space with kitchen to serve the residents of flat 2 (remaining a habitable room). As noted above, the ground floor of the two storey off-shoot at the rear would become a bathroom to serve residents of flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties at the front (Nos. 2, 4 and 6 Henderson Grove), the proposal is not considered to result in an adverse loss of amenity and privacy for neighbouring properties. Furthermore, it is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa. On balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides (1 and 5 Henderson Grove), rear (2, 4 and 6 Milner Grove) or front (2, 4 and 6 Henderson Grove) as a result of this proposed alterations to the room layout in terms of overlooking.

5.35 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

5.36 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

5.37 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the grove. The site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

5.38 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

5.39 Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

5.40 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

5.41 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

5.42 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust

property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

5.43 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

5.44 The site is located outside of Flood Zones 2 and 3. It is acknowledged that a neighbour objection has been received citing issues around drainage, however the Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

5.45 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this through the shared ginnel/alleyway between the host property and the adjoining neighbour at No. 5. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities or this shared access, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

5.46 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

5.47 The occupation of rented properties is not a material planning consideration and as such, no weight can be given to these matters.

CONCLUSION

5.48 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

5.49 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

5.50 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

5.51 There are no Section 17 implications.

REASON FOR DECISION

5.52 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeA/O1 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) and Drg. No. BS/19/90/TypeE/O2 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 1 Henderson Grove and 5 Henderson Grove shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

5.53 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137568>

5.54 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

CONTACT OFFICER

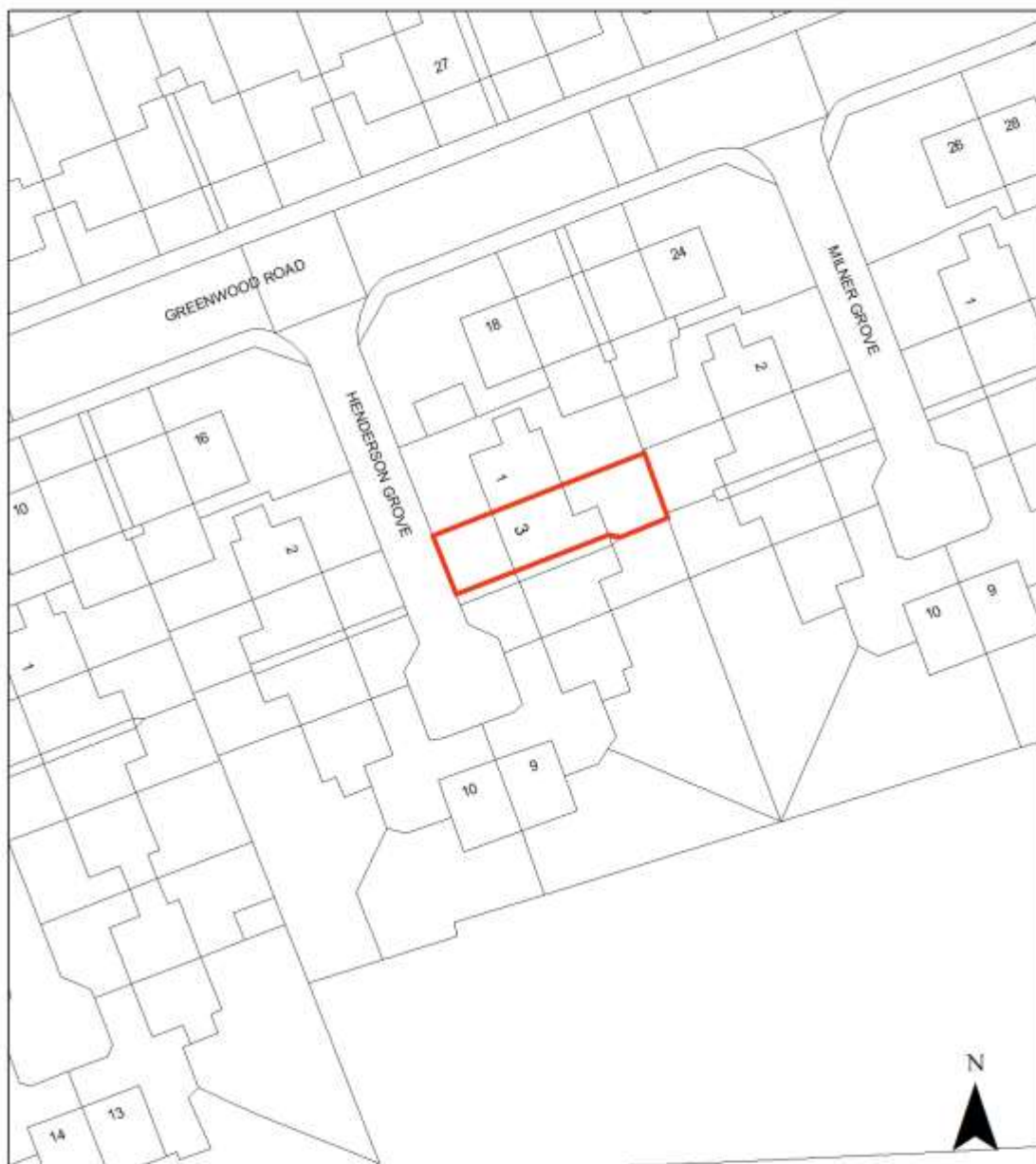
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3 Henderson Grove, Hartlepool

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HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0139	REV

No: 6.
Number: H/2020/0143
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 28/04/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations including installation of
porch and access door to front.
Location: 6 HENDERSON GROVE HARTLEPOOL

PURPOSE OF REPORT

6.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

6.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

6.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

6.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

6.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in

consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

6.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

6.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 6 Henderson Grove. The property would contain one two-bedroomed flat on the ground floor (flat 1), one one-bedroomed flat on the first floor (flat 2). Access to refuse storage at the rear (east) of the property would be via the shared ginnel/passageway with adjoining neighbour at No. 4.

6.8 The proposal would include the erection of a porch and canopy to the front to accommodate an additional front door, from which flat 2 would be accessed. The proposed porch would measure approximately 1m in width, projecting from the front elevation by approximately 0.95m and adjoining a proposed canopy to extend a further 1.95m (approx.) with a total width being approximately 2.95m. The proposed porch would feature a lean-to roof with a maximum height of approximately 3.2m, dropping to approximately 2.6m at eaves level. To facilitate the proposed porch, the ground floor window at the front would be reduced in size.

6.9 Internally, at ground floor the proposal would feature a bedroom in place of the existing kitchen/diner, the installation of a bathroom in the rear off-shoot, with a kitchen being installed in the living space at the front. The existing W.C. at ground floor would be repurposed as a cupboard. At first floor level, an open plan living room and kitchen would be in place of the existing bedroom at the front. The remaining 2 bedrooms (rear/east) and bathroom would remain to serve the occupier(s). The proposal would include the installation and removal of stud walls to facilitate the creation of hallways.

6.10 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

6.11 The application site is an east facing two-storey linked property on Henderson Grove, which is currently vacant. The site is within a cul-de-sac of 10 properties, in a predominately residential area to the south of Middleton Road and west of Clarence Road. Adjoining to the north is 4 Henderson Grove, while 8 Henderson Grove adjoins to the south (to make up a small terrace of 4 properties including the host property). To the east, beyond the main highway of Henderson Grove, Nos. 1-5

(odds) are situated to the front. To the rear Nos. 1-5 (odds) Lansbury Grove abound the site. The host property includes a paved driveway/yard to the front and a garden at the rear, which is presently accessed via a rear ginnel/passageway shared with adjoining neighbour at No. 4. The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides, whilst to the front the boundary treatment includes a picket fence with a height of approximately 1m between the boundaries with Nos. 4 and 8, with none at the edge of the curtilage.

PUBLICITY

6.12 The application has been advertised by way of neighbour letters (12) and a site notice. To date, there have been 3 objections.

6.13 The concerns can be summarised as follows:

- Tenants are not vetted and concerns about the nature of the tenants
- Parking, as the grove includes 10 houses and parking is an existing concern with the issues exacerbated when occupiers receive visitors
- Neighbouring occupiers are home owners
- Estate is predominately occupied by families and should remain as single dwellings occupied by families

6.14 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137601>

6.15 The period for publicity has expired.

CONSULTATIONS

6.16 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as “general needs” accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns. There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016 including entrance to flat Door viewer to all entrance doors.

Dusk Dawn to entrance doors.

Secure gate to rear garden.

Cleveland Fire Brigade: Cleveland fire Brigade offers no representations regarding the development as proposed. However Access and Water Supplies should meet the requirements as set out in: Approved Document B, Volume 1 :20 19, Section B5 for Dwellings . It should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP) which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight in AD B Vol 1 Section B5 Table 13.1 . Further comments may be made through the building regulation consultation process as required.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

6.17 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

6.18 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
HSG11: Extensions and Alterations To Existing Dwellings
HSG2: Overall Housing Mix
LS1: Locational Strategy
QP3: Location, Accessibility, Highway Safety and Parking
QP4: Layout and Design of Development
QP5: Safety and Security
QP6: Technical Matters
QP7: Energy Efficiency
SUS1: The Presumption in Favour of Sustainable Development

National Policy

6.19 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:



PARA 001: Introduction
PARA 002: Permission determined in accordance with development plan
PARA 003: Introduction
PARA 007: Achieving sustainable development
PARA 008: Achieving sustainable development

PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 059: Delivering a sufficient supply of homes
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places
 PARA 150: Planning for Climate Change
 PARA 212: Implementation

6.20 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations												
Dwelling type	Ward											
	Burn Valley	De Bruij	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds	-16.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.8
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications.

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

6.21 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and

privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

6.22 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

6.23 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the Victoria Ward (that the application site falls within).

6.24 It is noted that the application is one of a number of similar applications under consideration in the Victoria Ward area (namely Greenwood Road, Henderson Grove, Milner Grove, Middleton Road and Belk Street) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

6.25 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

6.26 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

6.27 The application site is located within Henderson Grove, a residential cul-de-sac in Hartlepool. It is of note that the proposal includes the installation of a porch and canopy with the installation of an additional front door, which would result in 2no. doors in this front elevation. It is considered that this would result a notable change to the fenestration on the existing dwelling, which is at odds with the design and character of other properties in the street scene and has the potential to adversely affect the visual amenity of the street scene.

6.28 Notwithstanding this, it is of note that several properties in the wider estate benefit from a canopy to the front and that there is a variety of external finishing materials to the surrounding properties. Further consideration is given to the modest scale and design of the proposed porch and the boundary treatment to the front of the host property which includes the picket fencing between the host property and both adjoining neighbours.

6.29 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

6.30 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

6.31 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the street of Greenwood Road and nearby streets (Milner Grove, Henderson Grove and Middleton Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

6.32 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

6.33 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a linked property and as such adjoins to 4 Henderson Grove to the north and No. 8 to the south. It is noted that the proposal includes the installation of a porch on the front elevation. The relationship between neighbouring properties is such that there would be a separation distance of approximately 3m from the proposed porch at the host property to the principal elevation of the adjoining neighbour at No. 4 (north) and approximately 4.1m to the adjoining neighbour at No. 8 (south). A separation distance of approximately 14.7m would remain to the front elevations of the closest neighbours at the front at No's 3-7 (odds) with the public highway between.

6.34 Whilst it is acknowledged that the proposed porch does not achieve required separation distances that would comply with policy QP4 of the Hartlepool Local Plan (2018) or the Residential Design Guide SPD (2019), as detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows. Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposal (including height under 4m) and that it would serve a non-habitable room(s), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for neighbouring land users to the front (west) or to the adjoining properties to the north and south. As the proposed porch would be to the front of the host property, it would be screened from neighbours to the rear (3-7 (odds) Lansbury Grove) and it is considered there would be no adverse impacts on their amenity or privacy.

6.35 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.3m from the boundary with the adjoining neighbour to the north (No. 4), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this northern boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space. In terms of the other alterations to the layout, the existing bedroom at the front on the first floor would become a living space with kitchen to serve the residents of flat 2 (remaining a habitable room). As noted above, the ground floor of the two storey off-shoot at the rear would become a bathroom to serve residents of flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties at the front (Nos. 3-7 (odds) Henderson Grove), the proposal is not considered to result in an adverse loss of amenity and privacy for neighbouring properties. It is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa. On balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides (4 and 8 Henderson Grove), rear (3-7 (odds) Lansbury Grove) or front (3-7 (odds) Henderson Grove) as a result of this proposed alterations to the room layout in terms of overlooking.

6.36 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

6.37 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

6.38 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the grove. The site is located with an area consisting primarily of linked residential properties. It is noted that the site includes in-curtilage parking accessible to the highway and would therefore be able to provide for off-street parking should the occupiers be car owners. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

6.39 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

6.40 Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

6.41 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

6.42 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

6.42 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust

property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

6.43 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

6.44 The site is located outside of Flood Zones 2 and 3. It is acknowledged that a neighbour objection has been received citing issues around drainage, however the Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

6.45 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this through the shared ginnel/passageway with the host property and the adjoining neighbour at No. 4. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities or this shared access, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

6.46 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

6.47 The occupation of rented properties and the suitability of prospective tenants are not material planning considerations and as such, no weight can be given to these matters.

CONCLUSION

6.48 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool

Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

6.49 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

6.50 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

6.51 There are no Section 17 implications.

REASON FOR DECISION

6.52 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeE/O4 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020; and Drg. No. BS/19/90/TypeE/O3 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 20th May 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 4 Henderson Grove and 8 Henderson Grove shall be submitted to and approved in writing by the local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

6.53 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137601>

6.54 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0143	REV

No: 7.
Number: H/2020/0144
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
 BUSINESS PARK NEWCASTLE UPON TYNE NE12
 8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
 DIAMOND COURT KENTON NEWCASTLE UPON TYNE
 NE3 2EN
Date valid: 28/04/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
 associated external alterations including widening of
 access doors to front and rear and replacement of the
 canopy to the rear.
Location: 52 ARKLEY CRESCENT HARTLEPOOL

PURPOSE OF REPORT

7.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

7.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

7.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

7.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

7.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers

(3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

7.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

7.7 This application seeks planning permission for the change of use from a residential dwelling (C3 Use Class) to 2no. self-contained flats (C3 Use Class) at 52 Arkley Crescent. The property would contain one flat on the ground floor (flat 1), one flat on the first floor (flat 2).

7.8 In order to facilitate the proposed change of use, the proposal would include external alterations including the widening of access doors to front and rear and replacement of the canopy to the rear.

7.9 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

7.10 The application site is a south-west facing semi-detached property on Arkley Crescent, which is currently vacant. The site is a semi-circular crescent within a predominately residential area to the north of Warren Road, in the West View estate area. Adjoining to the east is 1 Warren Road and the property to the north of the site is 50 Arkley Crescent. To the front (west) is the main highway of Arkley Crescent, beyond which are Nos. 31 to 35 (odds) Arkley Crescent. To the rear of the application site is an open space area. The host property includes a garden to the front and a small garden to the rear. A driveway/hardstanding area is sited to the northern side, which is accessed via a gate at the side of the property (north west). The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on two sides whilst to the front the boundary treatment includes a wall with a height of approximately 1m facing to the south east and south west. The wall to the south west is topped with railings and the fence which abuts Warren Road is topped with bushes (with a total height of approximately 1.6m).

PUBLICITY

7.11 The application has been advertised by way of neighbour letters (7) and a site notice. To date, there have been 4 objections, including from a local ward councillor.

7.12 The concerns raised can be summarised as follows:

- Extra parking requirements.
- Highways concerns.
- Anti-social behaviour.
- Abundance of flats elsewhere in the borough.

7.13 Background papers can be viewed by the ‘attachments on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137602>

7.14 The period for publicity has expired.

CONSULTATIONS

7.15 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness (‘to prevent and to relieve homelessness’) due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the ‘bedroom tax’ mean that accommodating single people in properties ‘too big for their needs’ results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called ‘The Move On Fund’ with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients’ needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council’s Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies

- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016 including entrance to flat Door viewer to all entrance doors.

Dusk Dawn to entrance doors.

Secure gate to rear garden.

Cleveland Fire Brigade: Cleveland fire Brigade offers no representations regarding the development as proposed. However Access and Water Supplies should meet the requirements as set out in: Approved Document B, Volume 1 :20 19 , Section B5 for Dwellings . It should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP) which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight in AD B Vol 1Section B5 Table 13.1. Further comments may be made through the building regulation consultation process as required.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

7.16 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

Local Policy

7.17 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

7.18 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:



PARA 001: Introduction
 PARA 002: Permission determined in accordance with development plan
 PARA 003: Introduction
 PARA 007: Achieving sustainable development
 PARA 008: Achieving sustainable development
 PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 059: Delivering a sufficient supply of homes
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places

PARA 150: Planning for Climate Change
 PARA 212: Implementation

7.19 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations													
Dwelling type	Ward												
	Burn Valley	De Bruce	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total	
Detached house/cottage 1-3 Beds	-16.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1	
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1	
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2	
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.8	
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6	
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9	
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4	
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1	
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4	

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications (this site being in the De Bruce ward).

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

7.20 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

7.21 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The

application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

7.22 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the De Bruce Ward (that the application site falls within).

7.23 It is noted that the application is one of a number of similar applications under consideration in the De Bruce Ward area (namely Winterbottom Avenue, Arkley Crescent, Bruce Crescent and Warren Road) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

7.24 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

7.25 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

7.26 The application site is located within Arkley Crescent, a residential street in Hartlepool. It is of note that the proposal includes modest alterations to the main access door at the front. The proposal also includes the alteration of a door in the rear elevation of the host property in order to provide access to the first floor, and the replacement of the existing rear canopy. It is considered that these alterations would not result in an appreciable change to the appearance of the existing dwelling, and would therefore remain in keeping with the design and character of other properties in the street scene.

7.27 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

7.28 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable

in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

7.29 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the streets of Arkley Crescent and nearby streets (including Winterbottom Road, Bruce Crescent and Warren Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

7.30 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

7.31 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a semi-detached property and as such adjoins to 1 Warren Road to the south east. Taking into account the modest scale of the alterations, the established relationship and remaining separation distances between neighbouring properties, it is considered that there would not be an adverse loss of amenity in terms of outlook, overbearing and overshadowing.

7.32 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.8m from the boundary with the adjoining neighbour to the south (No. 50), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this northern boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space. In terms of the other alterations to the layout, the existing bedrooms to the front on the first floor would become an open plan living room with kitchen to serve the residents of flat 2. As noted above, a kitchen would be installed within the living room space (which would remain) at the ground floor to serve residents of flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties, on balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides and rear (including Nos. 1 Warren Road, 50 Arkley Crescent and 31-35 (odds) Arkley Crescent). It is further considered that no adverse overlooking could be achieved

between flat 1 and flat 2 and vice versa as a result of this proposed alterations to the room layout.

7.33 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with the adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

7.34 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

7.35 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the street (Arkley Crescent). The site is located with an area consisting primarily of linked residential properties. It is noted that the site includes in-curtilage parking accessible to the highway and would therefore be able to provide for any off-street parking should the occupiers be car owners. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

7.36 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

7.37 It is acknowledged that neighbour objections refer to matters of crime and anti-social behaviour. Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

7.38 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated

appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

7.39 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

7.40 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

7.41 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

7.42 The site is located outside of Flood Zones 2 and 3. The Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

7.43 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this at the side of the host property for flat 2 and at the rear for flat 1. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

7.44 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

7.45 Property ownership and the occupation of rented properties are not material planning considerations and as such, no weight can be given to these matters.

CONCLUSION

7.46 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

7.47 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

7.48 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

7.49 There are no Section 17 implications.

REASON FOR DECISION

7.50 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeF/02 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020; and Drg. No. BS/19/90/TypeF/01 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 20th May 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 1 Warren Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.

In the interests of the amenities of the occupants of neighbouring properties.

4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

7.51 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137602>

7.52 Copies of the applications are available on-line:

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52 Arkley Crescent, Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0144	REV

No: 8.
Number: H/2020/0148
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 04/05/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations including installation of a
canopy to the side
Location: 51 BRUCE CRESCENT HARTLEPOOL HARTLEPOOL

PURPOSE OF REPORT

8.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

8.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

8.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

8.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

8.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

8.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

8.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 51 Bruce Crescent. The property would contain 1no. one-bedroomed flat on the ground floor (flat 1) and 1no. one-bedroomed flat on the first floor (flat 2).

8.8 The proposal would include the replacement of a non-access door in the side elevation with an access door, from which flat 1 could be accessed.

The application includes the bricking up of 1no. door in the ground floor of the rear elevation of the host property.

8.9 Internally, at ground floor the proposal would feature 1no. bedroom and a bathroom in place of the existing kitchen/diner and W.C at ground floor, with a kitchen being installed in the living space at the front. At first floor level, a kitchen and living room would be installed in place of the existing bedroom at the front. The rear bedroom and bathroom would remain to serve the occupier. The proposal would include the installation and removal of stud walls to facilitate the creation of hallways.

8.10 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

8.11 The application site is a south-east facing two-storey semi-detached property on Bruce Crescent, which is currently vacant. The site is a circular crescent within a predominately residential area to the north of Warren Road, in the West View estate area. Adjoining to the south is 53 Bruce Crescent, while 49 Bruce Crescent is adjacent to the north both residential properties. To the east, beyond the main highway of Bruce Crescent is an area of open space. To the rear the application site is abounded by the rear garden of No. 61 Bruce Crescent, which faces south west. The host property includes a small garden to the front and a garden at the rear, which is accessed via a path to the side (north east). The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides (including at the side of the host property bordering 49 Bruce Crescent, whilst to the front the boundary treatment includes a wall with a height of approximately 1m topped with railings with a total height of approximately 1.6m.

PUBLICITY

8.12 The application has been advertised by way of neighbour letters (8) and a site notice. To date, there have been 5 objections, including 1 from a ward councillor.

8.13 The concerns raised can be summarised as follows:

- Anti-social behaviour
- Lack of parking
- More vehicles will endanger children crossing the road
- Noise nuisance, the proposed living room at first floor flat will adjoin a bedroom
- Existing tenants will want to move
- Breach of privacy taking down the fence to No. 49
- The De Bruce ward has an abundance of one-bedroom flats
- Devaluation of neighbouring properties
- Vacant properties are targets for vandalism and anti-social behaviour
- Properties proposed to be changed under the scheme are needed by families and disabled occupiers

8.14 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137620>

8.15 The period for publicity has expired.

CONSULTATIONS

8.16 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016.

Door viewer to all entrance doors Dusk Dawn to entrance doors.

Secure robust side gate.

It is also essential the premises is well managed and maintained both flats require to be secured internally from each other.

Cleveland Fire Brigade: I was consulting on all of these but was advised by our group manager to stop consulting on any that wouldn't fall under the RR(FS)O2005 so haven't done any that do not have communal spaces. They don't fall under our

legislation so would never be inspected, our jurisdiction only relates to shared parts of 'blocks' of flats, like common entrances, halls, and stair ways. The majority of the ones being sent through have separate entrances for each flat and no communal space.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

8.17 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

8.18 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision

HSG11: Extensions and Alterations To Existing Dwellings

HSG2: Overall Housing Mix

LS1: Locational Strategy

QP3: Location, Accessibility, Highway Safety and Parking

QP4: Layout and Design of Development

QP5: Safety and Security

QP6: Technical Matters

QP7: Energy Efficiency

SUS1: The Presumption in Favour of Sustainable Development

National Policy

8.19 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:



PARA 001: Introduction
 PARA 002: Permission determined in accordance with development plan
 PARA 003: Introduction
 PARA 007: Achieving sustainable development
 PARA 008: Achieving sustainable development
 PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 059: Delivering a sufficient supply of homes
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places
 PARA 150: Planning for Climate Change
 PARA 212: Implementation

8.20 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward										
	Burn Valley	De Bruijse	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria
Detached house/cottage 1-3 Beds	-18.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications (this site being in the De Bruce ward).

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

8.21 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

8.22 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

8.23 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the De Bruce Ward (that the application site falls within).

8.24 It is noted that the application is one of a number of similar applications under consideration in the De Bruce Ward area (namely Winterbottom Avenue, Arkley Crescent, Bruce Crescent and Warren Road) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

8.25 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

8.26 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

8.27 The application site is located within Bruce Crescent, a residential street in Hartlepool. It is of note that the proposal includes the installation of a main access door in the side with a canopy above. The proposal also includes the bricking up of a door in the rear elevation of the host property. It is considered that these alterations would not result in an appreciable change to the appearance of the existing dwelling, and would therefore remain in keeping with the design and character of other properties in the street scene. Further consideration is given to the modest scale and design of the proposed canopy at the side of the host property.

8.28 On balance, it is considered the proposed change of use would not result in such a significant incongruous feature on the existing property or detrimentally affect the street scene to warrant a reason to refuse the proposal in this instance. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

8.29 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

8.30 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the streets of Bruce Crescent and nearby streets (including Winterbottom Road, Arkley Crescent and Warren Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

8.31 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

8.32 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a semi-detached property and as such adjoins to 53 Bruce Crescent to the south west. It is noted that the proposal includes the installation of a canopy and the use of an existing door on the side elevation with an aspect to adjacent neighbour at 49 Bruce Crescent. The relationship between neighbouring properties is such that there would be a separation distance of approximately 3.5m from the proposed canopy at the host property to the side elevation of this neighbour (No. 49). A separation distance of approximately 6m to

the boundary with the adjoining neighbour (No. 53) would remain between the proposed canopy and this neighbour, with the orientation of the host property between; and a separation of approximately 25m would remain between the proposals and No. 61 to the rear. Taking into account the modest scale of the alterations, the established relationship and remaining separation distances between neighbouring properties, it is considered that there would not be an adverse loss of amenity in terms of outlook, overbearing and overshadowing.

8.33 As detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows. Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposed side access door and canopy (including its height under 4m) and that it would serve a non-habitable room(s), on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for the adjacent neighbour at No. 49 or any neighbouring properties (including those at No. 53 and 61) in terms of outlook, overbearing, overshadowing and overlooking.

8.34 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.6m from the boundary with the adjoining neighbour to the east (No. 49), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this western boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space. In terms of the other alterations to the layout, the existing bedroom on the first floor would become a kitchen to serve the residents of flat 2 (going from a habitable room to a non-habitable room). As noted above, the W.C. on the ground floor would become a bathroom to serve residents of flat 1, with a kitchen being installed in the existing living room to the front (which would remain) to serve flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties, on balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides and rear (including Nos. 49, 53 and 61). It is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa as a result of this proposed alterations to the room layout.

8.35 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

8.36 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

8.37 In terms of car parking, it is acknowledged that neighbour objections have been received in respect of parking issues in the street (Bruce Crescent). The site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

8.38 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

8.39 It is acknowledged that neighbour objections refer to matters of crime and anti-social behaviour. Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

8.40 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

8.41 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

8.42 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

8.43 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

8.44 The site is located outside of Flood Zones 2 and 3. The Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

8.45 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this at the side of the main front of the host property. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

8.46 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

8.47 Property ownership/devaluation and the occupation of rented properties are not material planning considerations and as such, no weight can be given to these matters.

CONCLUSION

8.48 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

8.49 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

8.50 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

8.51 There are no Section 17 implications.

REASON FOR DECISION

8.52 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeH/03 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 4th May 2020; and Drg. No. BS/19/90/TypeH/04 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 15th July 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring property at 53 Bruce Crescent shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

8.53 Background papers can be viewed by the ‘attachments’ on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137620>

8.54 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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51 Bruce Crescent, Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0148	REV

No: 9.
Number: H/2020/0149
Applicant: MR CRAIG ELLIS GOSFORTH PARK WAY GOSFORTH
BUSINESS PARK NEWCASTLE UPON TYNE NE12
8ET
Agent: RNJ PARTNERSHIP LLP MR SIMON NESTI 2
DIAMOND COURT KENTON NEWCASTLE UPON TYNE
NE3 2EN
Date valid: 04/05/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
associated external alterations
Location: 99 WINTERBOTTOM AVENUE HARTLEPOOL

PURPOSE OF REPORT

9.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

9.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

9.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

9.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

9.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

9.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

9.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 99 Winterbottom Avenue. The property would contain 1no. one-bedroomed flat on the ground floor (flat 1) and 1no. one-bedroomed flat on the first floor (flat 2). Access to refuse storage at the rear (north west) of the property for flat 1 and the side (eastern) for flat 2 would be via the main access door at the front for each flat.

9.8 The proposal would not include any external alterations aside from the replacement of 1no. door in the front elevation, from which flat 2 could be accessed; and 1no. door in the rear elevation, from which flat 1 could be accessed.

9.9 The application includes the bricking up 1no. door in the ground floor of the rear off-shoot of the host property (facing south west) to allow for the existing W.C. to be repurposed as a store room and to facilitate access to flat 1.

9.10 Internally, at ground floor the proposal would feature 1no. bedroom and a bathroom in place of the living room and kitchen at the ground floor (rear), with an open plan living room and kitchen being installed in the living space at the front. At first floor level, a kitchen and living room would be installed in place of the existing 2no. bedrooms at the front. The rear bedroom would remain and a bathroom would be installed in place of the existing W.C. the occupier of flat 2. The proposal would include the installation and removal of stud walls to facilitate the creation of hallways, as well as changes to the chimney breast at ground floor level to create a 'void'.

9.11 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

9.12 The application site is a south-east facing two-storey semi-detached property on Winterbottom Avenue, which is currently vacant. The site is situated on a main crossroads between Winterbottom Avenue (north to south), Warren Road (east to west) in a predominately residential area to the north of Warren Road, in the West View estate area. Adjoining to the south is 63 Warren Road, while 97 Winterbottom Avenue is adjacent to the north, both residential properties. To the east, beyond the main highway of Winterbottom Avenue are 102 Winterbottom Avenue and 61 Warren Road (which are adjoining properties). To the rear the application site is bounded by the main open grounds of West View Primary School, which is sited approximately 98m to the north/west. Beyond the crossroad junction to the south east is Iceland,

whilst a GP surgery and pharmacy are sited in the south (beyond the main highway of Warren Road). The host property includes a small garden to the front and a garden at the rear, which is accessed via a path to the side (north east). The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides (and additional landscaping and the presence of trees), whilst to the front the boundary treatment includes a wall with a height of approximately 1.3m.

PUBLICITY

9.13 The application has been advertised by way of neighbour letters (8) and a site notice. To date, there have been 21 objections, including 1 from a local ward councillor. It is of note that the 20 objections are a pro-forma response that individual neighbours have submitted collectively by way of a response to the application.

9.14 The concerns raised can be summarised as follows:

- Anti-social behaviour, including partying and playing loud music, particularly for elderly residents
- Noise nuisance, the proposed living room at first floor flat will adjoin a bedroom
- Queries regarding the amount of neighbours consulted by letters and the displaying of a site notice
- Residents had a meeting with councillors and oppose the proposals
- Proposal impacts the neighbourhood – from Bruce Crescent to Warren Road
- Long standing residents comprising owner occupiers and tenants but all have enhanced their properties over years
- Proposals would be detrimental to the area
- Proposed changes to a 2no. bedroom house would be better and more affordable, e.g. bedroom tax limitations
- Families in need of the existing housing stock

9.15 Background papers can be viewed by the ‘attachments’ on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137621>

9.16 The period for publicity has expired.

CONSULTATIONS

9.17 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness (‘to prevent and to relieve homelessness’) due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the ‘bedroom tax’ mean that accommodating single people in properties ‘too big for their needs’ results in a cut in their housing benefit or Universal Credit

Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as "general needs" accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

The premises will provide much needed accommodation for some of the most vulnerable members of society the premises therefore is required to provide a level of security to provide a safe and secure premise to live.

All replacement doors and accessible windows certified to PAS 24 2016.

Door viewer to all entrance doors Dusk Dawn to entrance doors.

Secure robust side gate.

It is also essential the premises is well managed and maintained both flats require to be secured internally from each other.

Cleveland Fire Brigade: I was consulting on all of these but was advised by our group manager to stop consulting on any that wouldn't fall under the RR(FS)O2005 so haven't done any that do not have communal spaces. They don't fall under our legislation so would never be inspected, our jurisdiction only relates to shared parts of 'blocks' of flats, like common entrances, halls, and stair ways. The majority of the ones being sent through have separate entrances for each flat and no communal space.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

9.18 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

9.19 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision
 HSG11: Extensions and Alterations To Existing Dwellings
 HSG2: Overall Housing Mix
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

9.20 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For

decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

PARA 001: Introduction

PARA 002: Permission determined in accordance with development plan

PARA 003: Introduction

PARA 007: Achieving sustainable development

PARA 008: Achieving sustainable development

PARA 010: Achieving sustainable development

PARA 011: The presumption in favour of sustainable development

PARA 012: The presumption in favour of sustainable development

PARA 038: Decision-Making

PARA 047: Determining Applications

PARA 059: Delivering a sufficient supply of homes

PARA 122: Achieving appropriate densities

PARA 124: Achieving well-designed places

PARA 127: Achieving well-designed places

PARA 130: Achieving well-designed places

PARA 150: Planning for Climate Change



PARA 212: Implementation

9.21 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations

Dwelling type	Ward											Total
	Burn Valley	De Bruijse	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds	-18.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.8
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications (the site being within the De Bruce ward).

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

9.22 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

9.23 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

9.24 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the De Bruce Ward (that the application site falls within).

9.25 It is noted that the application is one of a number of similar applications under consideration in the De Bruce Ward area (namely Winterbottom Avenue, Arkley Crescent, Bruce Crescent and Warren Road) and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative impact on the character of an area. However and as noted above, the proposed flats are still classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for such type of accommodation. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

9.26 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

9.27 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

9.28 The application site is located within Winterbottom Avenue (on the north east corner plot within the junction with Warren Road), a residential street in Hartlepool. It is of note that the proposal does not include any external alterations to the main principal elevation of the property, with the only change to the rear being the bricking up of a door in the off-shoot. As noted above, the works to the chimney are internal only.

9.29 It is considered that these alterations would not result in an appreciable change to the appearance of the existing dwelling, and would therefore remain in keeping with the design and character of other properties in the street scene. Furthermore, the Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

9.20 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

9.30 As detailed above, it is acknowledged that there are a number of applications for similar proposals throughout the streets of Winterbottom Road and nearby streets (including Arkley Crescent, Bruce Crescent and Warren Road), that are pending consideration. As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

9.31 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

9.32 It is acknowledged that neighbour representations have been received in respect of adverse impacts of the proposal on the amenity of neighbouring residential properties. The host property is a semi-detached property and as such adjoins to 63 Warren Road to the south west. It is noted that the only external alteration to the fabric of the building would be the bricking up of a door in the single storey off-shoot at the rear of the property.

9.33 As detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows nor alter the footprint of the existing dwelling by way of proposing extensions. Furthermore, such relationships are a characteristic of the area. Given the minor nature of the proposed alteration (to the external fabric), it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for the adjacent neighbour at No. 63 Warren Road or any neighbouring properties (including those at No. 97 and 102 Winterbottom Avenue, 61 Warren Road or other properties including West View Primary School at the rear, 'Iceland' to the south east and the surgery to the south) in terms of outlook, overbearing, overshadowing or overlooking.

9.34 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen at the ground floor of the property would become a bathroom and hallway to serve the occupier of flat 1. The living room would become a bedroom. It is therefore considered that habitable rooms would remain habitable and non-habitable rooms would remain non-habitable, and that the relationship between neighbouring properties would not change from that which is already established in the existing arrangement. It is considered direct views would not be achievable from the rooms in the rear elevation toward neighbouring properties or direct views into their rear garden amenity spaces. In terms of the other alterations to the layout, the existing bedrooms at the front of the first floor would become an open plan living space with a kitchen to serve the residents of flat 2 (remaining habitable room). As noted above, the rear relationship of rooms (bedroom and bathroom) would largely remain as per the existing layout. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into neighbouring properties, on balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides and rear (including Nos. 97 and 102 Winterbottom Avenue and Nos. 61 and 63 Warren Road). It is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa as a result of this proposed alterations to the room layout.

9.35 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with the adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard..

9.36 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

9.37 The site is located with an area consisting primarily of semi-detached residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

9.38 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

9.39 It is acknowledged that neighbour objections refer to matters of crime, drug use and anti-social behaviour. Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states "Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion".

9.40 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

9.41 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

9.42 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

9.43 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

9.44 The site is located outside of Flood Zones 2 and 3. The Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

9.45 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually (at the rear and side of the property), with access to this at the side of the main front of the host property. No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

9.46 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

9.47 In respect of the suggested discrepancy regarding neighbouring properties being consulted, it should be noted that consultation, including the sending of letters to properties adjoining the application site and the displaying of a site notice, was in full accordance with the manner specified in the amended Town and Country Planning (Development Management Procedure) Order 2015 (Article 15.5). A site notice was displayed on the nearest lamp-post to the application site on 11.06.2020. The application is therefore considered to be acceptable in respect of the above processes.

NON-PLANNING MATTERS

9.43 Property ownership and the occupation of rented properties are not material planning considerations and as such, no weight can be given to these matters.

CONCLUSION

9.44 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool

Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

9.45 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

9.46 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

9.47 There are no Section 17 implications.

REASON FOR DECISION

9.48 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/Typel/01 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500), and Drg. No. BS/19/90/Typel/02 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 6th May 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring property at 61 Warren Road shall be submitted to and approved in writing by the local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

9.49 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137621>

9.50 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0149	REV

No: 10.
Number: H/2020/0151
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 DIAMOND COURT KENTON NEWCASTLE UPON TYNE
 NE3 2EN
Date valid: 04/05/2020
Development: Change of use from 1no. dwellinghouse to 2no. flats with
 associated external alterations including installation of an
 access door and canopy to side
Location: 184 JESMOND GARDENS HARTLEPOOL
 HARTLEPOOL

PURPOSE OF REPORT

10.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

10.2 This application was deferred, along with another 9 applications (1 application was refused – 54 Belk Street, H/2020/0127), at the planning committee meeting on 5th August 2020 to allow the applicant and/or a representative to attend a future committee date committee to address Members' concerns and any questions.

10.3 The previous committee report has since been updated to include additional consultee responses from the Council's Planning Policy team, Housing Strategy and Housing Advice sections that are provided in the 'Consultations' section of the report below. These comments include commentary on the 'need' for flats in the identified wards/areas. Consideration regarding any potential 'cumulative' impact that may result from the proposals as well as the management of the uses has also been included in the main 'Planning Considerations' section below.

10.4 A number of similar planning applications (25no. in total) have been submitted by the applicant (Home Group, a housing association) within the Borough for a change of use from 1no. dwellinghouse to 2no. flats and to which a number of these applications (10no. in total) form part of the same planning committee agenda as the current application.

10.5 Since the previous committee meeting (on the 5th August 2020), 14no. of the above reference planning applications have been approved under delegated powers (3no. delegated decisions by officers, and 11no. delegated decisions by officers in

consultation with the Chair of the Planning Committee) in line with the Council's scheme of delegation.

10.6 The supporting Design & Access Statement for the applications indicates that the proposed scheme is part of the 'Move On Project' that is "intended to provide necessary accommodation and support to enable independent living, particularly targeted at those leaving homelessness services or domestic violence services". One of the applications relates to a proposal for the provision of a management hub (with a flat above) at 10 Greenwood Road (ref; H/2020/0152), which has been approved under delegated powers (decision date 21.08.20). The hub is intended to "provide on-site office space to support customers in nearby properties".

PROPOSAL

10.7 Planning permission is sought through this application for the change of use from a residential dwelling (C3 use class) to 2no. self-contained flats (C3 use class) at 6 Henderson Grove. The property would contain 1no. one-bedroomed flat on the ground floor (flat 1) and 1no. one-bedroomed flat on the first floor (flat 2). Access to refuse storage at the side (south) of the property would be via a side path.

10.8 The proposal would include the replacement of the canopy above the front door and the installation of an access door and canopy in the side (south) from which flat 2 would be accessed. The proposal would also replace the rear door with a window.

10.9 Internally, at ground floor the proposal would feature a bedroom in place of the existing kitchen/diner, with a kitchen being installed in the living space at the front. The existing bathroom at ground floor would be retained. At first floor level, an open plan living room and kitchen would be in place of the existing bedroom at the front. A bathroom would be installed in place of the existing rear bedroom on the southern side. The remaining bedroom (rear/east) would remain to serve the occupier(s). The proposal would include the installation and removal of stud walls to facilitate the creation of hallways.

10.10 The application has been referred to the planning committee due to the number of objections received, in line with the Council's Scheme of Delegation.

SITE CONTEXT

10.11 The application site is a west facing two-storey linked (end) property on Jesmond Gardens, which is currently vacant. The site is toward the northern extent of the road which runs north to south, from the A179 (Easington Road), with the eastern side being a predominately residential area. Adjoining to the north is 186 Jesmond Gardens (to make up a small terrace of 4 properties including the host property), whilst No. 182 abounds the site to the south, both residential properties. To the west, beyond the main highway of Jesmond Gardens, the supermarket Lidl (and car park) is situated to the front. To the rear the side of the rear garden of 61 Pine Grove abounds the site. The host property includes a small garden to the front and a garden at the rear. The rear garden is enclosed by a fence with an approximate height of 1.8m along the boundary on all three sides, whilst to the front the boundary treatment includes a hedge with a height of approximately 1.5m around the front garden on all three sides.

PUBLICITY

10.12 The application has been advertised by way of neighbour letters (10) and a site notice. To date, there have been 5 objections (2 of which did not cite any particular concerns).

10.13 The concerns raised can be summarised as follows:

- Flats poses safety risks for other residents in the street
- Tenants should be vetted
- Flats not suitable in the area
- Family area
- Noise and disturbance
- Antisocial behaviour – from young single people using drugs and partying

10.14 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137623>

10.15 The period for publicity has expired.

CONSULTATIONS

10.16 The following consultation replies have been received:

HBC Housing Advice: Hartlepool has a significant and concerning shortage of one bedroom properties and the council is unable to meet its statutory duties regarding homelessness ('to prevent and to relieve homelessness') due to shortages in suitable housing stock.

Whilst Hartlepool has an oversupply of 2 and 3 bedroom properties, Welfare Reform and the 'bedroom tax' mean that accommodating single people in properties 'too big for their needs' results in a cut in their housing benefit or Universal Credit Allowance. Tenants are unable to afford their rent, fall into debt and this ultimately results in a failed tenancy and eviction.

In 2019 the government released funding called 'The Move On Fund' with registered providers (social housing) able to bid for funding to develop accommodation that met local authority housing team needs, filling gaps in much needed provision. Home Group has a track record of being a good provider of accommodation with support services and can evidence managing vulnerable clients' needs. Their suggestion to convert low demand larger properties into one bedroomed accommodation would help significantly to manage single people housing needs.

Home Group has made plans to have on site staff through the provision of community offices, providing the ability to manage both tenant and wider community concerns.

In addition, the council's Housing Advice Team has secured funding to recruit specialist Tenancy Support Officers to work alongside providers to manage more complex cases. A 24/7 out of hours duty worker is always available outside of office hours.

Whilst there is concern that there is a risk in relation to both the needs of the client and the cumulative impact, I am reassured that –

- Home Group has allocated appropriate resources to manage these tenancies
- Tenancies will be of a much improved condition and aesthetically more appealing
- The council's housing advice service has acknowledged the need to make available additional support for any vulnerable clients to support Home Group and any other social housing provider that seeks to provide similar accommodation - funding has been secured to recruit skilled workers

That clients will not be medium or high level support needs (as this cohort needs to be supported within specialist provision). They will be for example single people who have become homeless or at risk of homelessness due to relationship breakdown, divorce and separation; they will be single people that may have lost their job and require more affordable accommodation; they will be single people fleeing domestic abuse; they will be working / low income single people.

The only additional issue I would add would be to stress that this accommodation will only be for Hartlepool residents and we have a lack of good quality, well managed single person accommodation that is also affordable. The people who will access this accommodation are already living in our communities in often very unsuitable and unstable settings and are not able to access the effective support they need without a stable address.

HBC Housing Strategy (summarised): This accommodation will not be allocated as “general needs” accommodation as the scheme is designed as move on from temporary or supported accommodation to provide a stepping stone into permanent accommodation.

However, our waiting list currently stands at 2205 households with 857 identifying as a single person household (39%).

I have looked at a snapshot of flats advertised on our allocations system from Jan – Aug 2020 and 184 could not be let from 386 adverts (48%)

However, as 39% of the waiting list are single people there is clearly a need for more of this type of accommodation.

HBC Building Control: I can confirm that a Building Regulation application is required for the works as described.

HBC Landscape Architect: There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer: In response to your consultation on the above application I have no objection to proposals in respect of surface water management or contaminated land.

HBC Public Protection: I have no objections to this application subject to a sound insulation condition to the party wall with the neighbouring property.

HBC Waste Management: No comments to make.

HBC Estates: No comments received.

HBC Traffic and Transport: There are no highway or traffic concerns.

There is no off street parking associated with this property, this is not considered an issue as car ownership is generally at a low level for occupants of these types of dwellings.

HBC Community Safety: These proposals will assist in easing the shortage of this type of accommodation in Hartlepool. With the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns.

HBC Arboricultural Officer: No comments received.

Cleveland Police: Police have no objections to this application but have the following recommendations in relation to crime prevention.

Although the premises will provide much needed accommodation for some of the most vulnerable members of society it is essential that all potential tenants are assessed in relation to their suitability to reside at the premises and a level of security is in place to provide a safe and secure premise to live.

The premises will be required to be well managed and maintained;

All replacement doors and accessible windows certified to PAS 24 2016;

Door viewer to all entrance doors both flats require to be secured internally from another Dusk Dawn to entrance doors;
Secure robust side gate capable of been locked from both sides required to deter unauthorised access to rear.

Cleveland Fire Brigade: I was consulting on all of these but was advised by our group manager to stop consulting on any that wouldn't fall under the RR(FS)O2005 so haven't done any that do not have communal spaces. They don't fall under our legislation so would never be inspected, our jurisdiction only relates to shared parts of 'blocks' of flats, like common entrances, halls, and stair ways. The majority of the ones being sent through have separate entrances for each flat and no communal space.

Tees Archaeology: Thank you for the consultation. There are no archaeological requirements for this application.

Northumbrian Water: Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

PLANNING POLICY

10.17 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

10.18 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

HSG1: New Housing Provision

HSG11: Extensions and Alterations To Existing Dwellings

HSG2: Overall Housing Mix

LS1: Locational Strategy

QP3: Location, Accessibility, Highway Safety and Parking

QP4: Layout and Design of Development

QP5: Safety and Security

QP6: Technical Matters

QP7: Energy Efficiency

SUS1: The Presumption in Favour of Sustainable Development

National Policy

10.19 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

PARA 001: Introduction

PARA 002: Permission determined in accordance with development plan

PARA 003: Introduction

PARA 007: Achieving sustainable development



PARA 008: Achieving sustainable development

PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 059: Delivering a sufficient supply of homes
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places
 PARA 150: Planning for Climate Change
 PARA 212: Implementation

10.20 Planning Policy comments: This is an extract from the 2015 SHMA which compares the current dwelling stock with market aspirations. The figures are based on the 2014 housing survey undertaken as part of the SHMA. It is broken down into Wards and house types. Where there is a green dot in indicates that there are sufficient (or more than) of that dwelling type with a red dot indicating there are insufficient to meet aspirations/need.

Table 5.9 Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations												
Dwelling type	Ward											
	Burn Valley	De Bruij	Fens and Rossmere	Foggy Furze	Hart	Headland and Harbour	Jesmond	Manor House	Rural West	Seaton	Victoria	Total
Detached house/cottage 1-3 Beds	-16.6	-8.5	-17.4	-17.2	-6.8	-17.0	-14.3	-18.9	-2.8	-13.4	-18.8	-14.1
Detached house/cottage 4 or more Beds	-20.8	-23.7	-18.6	-23.4	17.8	-21.3	-23.7	-24.7	17.6	-3.6	-24.8	-13.1
Semi-detached house/cottage 1-2 Beds	-2.7	5.8	3.0	1.9	0.4	0.5	4.9	10.4	-1.8	1.1	3.1	2.2
Semi-detached house/cottage with 3 Beds	5.3	33.5	32.8	23.9	10.6	-0.2	14.3	8.8	1.2	18.6	2.2	13.8
Semi-detached house/cottage 4 or more Beds	7.9	-0.1	2.0	2.3	1.5	-0.8	2.1	-1.8	0.7	-1.0	2.0	1.6
Terraced house/cottage 1-2 Beds	17.6	5.1	4.7	4.1	-2.0	3.0	2.3	25.6	-2.0	-0.8	28.2	7.9
Terraced house/cottage 3+ Beds	29.8	10.9	3.9	18.2	2.5	25.3	38.6	27.3	-0.1	7.4	30.9	17.4
Bungalow	-13.1	-12.7	0.1	-2.7	-15.4	-15.8	-10.9	-18.5	-2.3	-6.7	-16.9	-10.1
Flat	-5.4	-11.9	-10.5	-7.4	-9.1	23.2	-13.3	-8.2	-10.6	-3.6	-7.4	-6.4

 Insufficient dwellings available relative to aspiration
 Sufficient dwellings available relative to aspiration

In the Victoria Ward, where the majority of the properties are, the vast amount of properties are 1-2 bed and 3+bed terraced. You will see that there is a need for flats as indicated on the bottom line of the table.

There is also a need for flats in the other wards covered by the applications (the site being in the Jesmond ward).

I don't think that any of those percentages would totally change the streetscape/make up of the area to extent that would be of a significant concern.

PLANNING CONSIDERATIONS

10.21 The main issues for consideration in this instance are the appropriateness of the proposal in principle in terms of the policies and proposals held within the Hartlepool Local Plan (2018) and the NPPF (2019) including the principle of development, the impact on the character and appearance of the existing building

and surrounding area, the impact upon highway safety, impact on the amenity and privacy of neighbouring properties and crime and security. These and any other planning and non-planning matters are detailed below.

PRINCIPLE OF DEVELOPMENT

10.22 The host property currently benefits from an existing residential C3 use, and is situated within a residential street. The proposal is for the change of use to two flats which would retain the residential C3 use. As such the general principle of residential development in this location is considered to be acceptable in principle. The application site is located within walking distance of existing shops and services, and proximity to local bus services which provides access to the public transport network. Therefore, the site is considered to be in a sustainable location.

10.23 Both the Council's Planning Policy team and Housing Strategy section have provided information/comments demonstrating that there is a shortage of flats such as those proposed in the Jesmond Ward (that the application site falls within).

10.24 It is noted that the application is one of a number of similar applications under consideration throughout Hartlepool and it is acknowledged that the intensification of the same type of development (i.e. flats) within a street historically characterised by 3-4 bed properties, when considered together, has the potential to result in a cumulative change to the character of an area. However, this application is the only Home Group application currently under consideration in this Ward (Foggy Furze). Furthermore, as noted above, the proposed flats are classed as residential uses in planning terms and are considered to be an appropriate use in this area, bringing vacant buildings back into use whilst there is an identified need for this type of accommodation in this location. In light of the above, it is not considered that the any cumulative impact would result in a significant adverse impact on the character of the surrounding area. This view is supported by the Council's Planning Policy section.

10.25 Furthermore, the Council's Community Safety section have been consulted in respect of the proposal and consider that the proposals would assist in easing the shortage of this type of accommodation in Hartlepool. Furthermore, the Council's Planning Policy section has been consulted and has not raised any objections in respect of the proposed change of use.

10.26 In light of the above, the principle of development is considered to be acceptable subject to the consideration of all other material planning considerations as detailed below.

VISUAL AMENITY AND CHARACTER OF SURROUNDING AREA

10.27 The application site is located within Jesmond Gardens, a street that runs north to south Hartlepool comprising residential properties on the eastern side with Lidl, a care home and a sports pavilion interspersed with fields and open space on the western side. It is of note that the main external alteration of the proposal relates to the installation of a new access door in the side elevation of which there would be limited views from the street scene and to which the proposal is considered to respect the design and scale of the host property.

10.28 Overall, it is considered the proposed change of use would not detrimentally affect the street scene. The Council's Landscape Architect has had regard to the proposal and has no concerns with regard to the visual impacts.

10.29 The proposal would not increase the total number of bedrooms within the property and the use would remain residential which is considered to be acceptable in this location. In terms of wider impacts on the neighbourhood, it is not expected that the proposed change of use would create an increase in noise levels to the point of a significant adverse level.

10.30 As noted above, there is a demonstrable need for flats in the area, the principle of development is considered to be appropriate in this location and would not result in a significant cumulative impact. Given that the proposed flats would bring vacant dwellings back into a residential use, on balance, it is considered that the proposed change of use would not adversely affect the character of the street scene or significantly intensify the residential use of the area, even when considering the potential cumulative impact of the applications. This view is supported by the Council's Planning Policy section.

10.31 In light of the above considerations, the proposal is considered to be acceptable with respect to the impacts on the character and appearance of the existing building and surrounding area.

AMENITY OF NEIGHBOURING LAND USERS

10.32 The host property is a linked property and as such adjoins to 186 Jesmond Gardens to the north, with No. 182 abounding the site to the south. It is noted that the proposal includes the installation of a side access door in this elevation, and the replacement of a door with a window in the rear elevation. The relationship between neighbouring properties is such that there would be a separation distance of approximately 3m from the proposed door and canopy at the side of the host property to the side elevation (north) of the adjacent neighbour at No. 182 (south). A separation distance of approximately 22m would remain to the rear boundary (with 61 Pine Grove) between the proposed side door and canopy and this neighbour.

10.33 As detailed above, the existing relationship between windows at the host property and neighbouring properties is established and the proposal does not seek to introduce windows (aside from one which would replace the door in the rear elevation). Furthermore, such relationships are a characteristic of the area. Given the modest scale of the proposed side door and canopy and that it would serve a non-habitable room, on balance, it is considered that this element of the proposal would not result in an unacceptable loss of amenity and privacy for neighbouring land users to the rear (east) or to the adjoining properties to the north and south west in terms of outlook, overbearing and overshadowing. Given the boundary treatment to the rear is such that no direct views of neighbouring gardens could be achievable from the installed window proposed in the rear elevation, it is considered this would not result in any adverse impact on the amenity or privacy of these neighbours in terms of overlooking.

10.34 In terms of the alterations to the use of the existing rooms, it is noted that the existing kitchen/diner at the ground floor of the property would become a bedroom. It is acknowledged that the window serving this proposed bedroom would be approximately 0.3m from the boundary with the adjoining neighbour to the north (No. 186), and that as noted above, there is a boundary fence with a height of approximately 1.8m enclosing the rear garden of the host property along this northern boundary. Owing to this relationship it is considered that direct views would not be achievable from the proposed bedroom at flat 1 into the rear elevation of neighbouring properties or direct views into their rear garden amenity space. In terms of the other alterations to the layout, the existing bedroom at the front on the first floor would become a living space with kitchen to serve the residents of flat 2 (remaining a habitable room). As noted above, the ground floor of the two storey off-shoot at the rear would become a bathroom to serve residents of flat 1. Given that the relationship between the host property and neighbouring properties is already established, and the proposal would not seek to reduce separation distances or introduce windows which would allow for unacceptable direct views into adjacent neighbouring properties (Nos. 182 and 186 Jesmond Gardens), it is considered that the proposal would not result in an adverse loss of amenity and privacy for neighbouring properties. It is considered that no adverse overlooking could be achieved between flat 1 and flat 2 and vice versa. On balance, it is considered that there would not be any adverse impacts on the privacy of neighbouring properties to the sides (182 and 186 Jesmond Gardens), rear (61 Pine Grove) or front (including Lidl) as a result of this proposed alterations to the room layout.

10.35 It is acknowledged that the nature and layout of the proposed use has the potential to introduce greater levels of activity to areas within the property than the current use as a single dwelling as well as comings and goings. The Council's Public Protection team have been consulted upon the application and their response raises no objections to the application subject to noise insulation measures being conditioned for party walls with adjoining properties. It is considered that a planning condition is necessary to secure the noise insulation measures (mentioned above) and therefore, subject to this, the proposal is acceptable in this regard.

10.36 In conclusion, it is considered that the proposal would not cause any significant adverse impact on the amenity and privacy of neighbouring properties (including future occupiers of the flats proposed) subject to necessary planning conditions (as detailed above) as to warrant a refusal of the application in this instance and therefore, on balance, the proposal is acceptable in this regard.

HIGHWAY & PEDESTRIAN SAFETY & CAR PARKING

10.37 The site is located with an area consisting primarily of linked residential properties. In common with other dwellings in the neighbourhood, the site lacks in-curtilage parking accessible to the highway and would therefore be unable to provide for any off-street parking. The Council's Traffic and Transport section have been consulted with respect to the proposal and have not raised any concerns.

10.38 As noted above, consideration is also given the site's location close to public transport links. Therefore, the proposal is not considered to result in a significant

detrimental impact on parking and highway safety and is therefore deemed acceptable in this regard.

OTHER PLANNING MATTERS

Safety and Security

10.39 Section 17 of the Crime and Disorder Act 1998 requires the Local Planning Authority to exercise their functions with due regard to their likely effect on crime and disorder and to do all they reasonably can to prevent crime and disorder. This is further supported by Paragraph 91 of the NPPF states “Planning policies and decisions should aim to achieve healthy, inclusive and safe places which... are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion”.

10.40 In respect of this and as previously mentioned, it is noted that an application for a hub to support residents of the proposed flats is pending consideration by the Local Planning Authority. The Council's Housing Advice section have responded to say that they are confident that the applicant (the Home Group) has allocated appropriate resources to manage these tenancies (by way of providing a hub at 10 Greenwood Road, as previously mentioned). Furthermore, the Council's Housing Advice section have indicated that they would make available additional support for any vulnerable clients to support the Home Group.

10.41 Cleveland Police have confirmed that they would have no objections to the proposal subject to a number of safety and security measures, to include the provision of doors and windows secured to required standards, the provision of a door viewer, and robust gates. This advice can be relayed to the applicant via a suitable informative.

10.42 HBC Community Safety have offered no objections to the proposal and have commented that with the assurance that appropriate security measures and robust property management will be in place, there are no community safety concerns. It is therefore considered acceptable in this regard.

10.43 Ultimately matters of concern regarding future occupiers would be a management issue and could be considered through appropriate separate legislation to planning. The proposal is therefore considered acceptable in this regard.

Drainage + Contaminated Land

10.44 The site is located outside of Flood Zones 2 and 3. It is acknowledged that a neighbour objection has been received citing issues around drainage, however the Council's Engineering Consultancy were consulted in respect of the application and have confirmed they would have no objection to the proposal in respect of surface water management or contaminated land, therefore the proposal is considered to be acceptable in these respects.

Waste

10.45 The proposed use has the potential to generate a higher level of refuse/waste given the increased number of occupants. It is noted that provision is made for refuse storage to serve each self-contained flat individually, with access to this at the side of the property (south). No objections have been received from HBC Waste Management or HBC Public Protection in respect of waste facilities or this shared access, and therefore the proposal is considered acceptable.

RESIDUAL MATTERS

10.46 Cleveland Fire Brigade have confirmed that they have no representations to make in respect of the application but have provided advice in respect of Access and Water Supplies. Ultimately this is a building regulations matter and is beyond the remit of the Local Planning Authority. A suitable informative is recommended to make the applicant aware of this advice.

NON-PLANNING MATTERS

10.47 It is noted that neighbour objections have been received raising concerns that properties in the street are occupied by families and that there is a lack of vetting, with concerns expressed about the nature of potential tenants. The occupation of rented properties and the suitability of prospective tenants are not material planning considerations and as such, no weight can be given to these matters.

CONCLUSION

10.48 On balance and in light of the considerations detailed above, it is considered that the principle of the proposed change of use to two self-contained flats is acceptable. It is considered that the proposal would not give rise to adverse impacts upon the visual amenity, neighbour amenity (including any cumulative impact), highway safety, community safety or any other planning matter. Furthermore, the proposal would bring a vacant building back into use. It is therefore considered the development accords with policies HSG2, HSG11, QP4 and QP5 of the Hartlepool Local Plan (2018) and paragraphs 124, 127 and 130 of the National Planning Policy Framework 2019 and should be conditionally approved.

EQUALITY AND DIVERSITY CONSIDERATIONS

10.49 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

10.50 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

10.51 There are no Section 17 implications.

REASON FOR DECISION

10.52 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE, subject to the conditions below:

1. The development to which this permission relates shall be begun not later than three years from the date of this permission.
To clarify the period for which the permission is valid.
2. The development hereby permitted shall be carried out in accordance with the plans and details Drg. No. BS/19/90/TypeL/02 Rev A 'Floor Plans and Elevations Existing and Proposed' received by the Local Planning Authority on 29th April 2020; and Drg. No. BS/19/90/TypeL/02 Rev A 'OS Site Location Plan (scale 1:1250) and Block Plans (scale 1:500) received by the Local Planning Authority on 20th May 2020.
For the avoidance of doubt.
3. Prior to the development hereby approved being brought into use, a scheme demonstrating appropriate noise insulation between the application site and the adjoining neighbouring properties at 186 Jesmond Gardens shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the agreed scheme shall be implemented prior to the occupancy of the development hereby approved and retained for the life of the development.
In the interests of the amenities of the occupants of neighbouring properties.
4. The development hereby approved shall be used as 2no. flats as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 or in any provision equivalent to that Order in any statutory instrument revoking or re-enacting that Order with or without modification.
For the avoidance of doubt and in the interests of the amenities of the occupants of neighbouring properties.

BACKGROUND PAPERS

10.53 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137623>

10.54 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>
except for such documents that contain exempt or confidential information.

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184 Jesmond Gardens, Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 20.7.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0151	REV

No: 11.
Number: H/2020/0104
Applicant: BARRATT DAVID WILSON HOMES NE THE WATERMARK GATESHEAD NE11 9SZ
Agent: BARRATT DAVID WILSON HOMES NE LTD MRS AMY WARD BARRATT HOUSE THE WATERMARK GATESHEAD NE11 9SZ
Date valid: 12/05/2020
Development: Section 73 application for amendments to planning permission H/2019/0352 (for approval of reserved matters of planning permission H/2015/0528 (outline planning permission for up to 220 residential dwellings with associated access)) comprising house type substitutions to 92no. plots and associated amendments to plot hard and soft landscaping, and minor alterations to site landscaping and bin stand locations.
Location: LAND AT QUARRY FARM ELWICK ROAD HARTLEPOOL

PURPOSE OF REPORT

11.1 An application has been submitted for the development highlighted within this report; accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

'Quarry Farm 2' (current application site)

11.2 H/2015/0528 - Outline planning permission was granted on 12th October 2018 for up to 220 residential dwellings with associated access, all other matters reserved. The application was approved subject to a number of planning conditions and the completion of a s106 legal agreement that secured contributions/obligations towards built sports (£55,000), sport pitches (£49,123.80), education (£638,676), highway contribution (£2,640,000), provision of 17 onsite affordable houses, on-site play facility and on-site SANGS (3.3 ha) and Ecology mitigation contribution (£55,000) (and an obligation to provide householders with an information pack) an obligation relating to the provision, maintenance and long term management of play facilities, recreational facilities (eg TrimTrail), open space including SANGS landscaping and paths, an obligation to retain hedges on western and northern side of site, an obligation to make provision for footpath links, an obligation relating to the provision, maintenance and long term management of SUDS, an obligation relating to securing a training and employment charter/local labour agreement, an obligation to deliver and implement a travel plan. The s106 agreement was flexible should the grant funding for the Elwick By Pass (GSJ) be successful and allow for the recycling of contributions to meet other obligations identified (in relation to Affordable Housing

and Education) should they not be required in whole or in part to meet the original purpose.

11.3 H/2019/0352 – An application seeking approval of reserved matters of planning application H/2015/0528 for outline planning permission for up to 220 residential dwellings with associated access, all other matters reserved, relating to the development, appearance, landscaping, layout (including internal roads) and scale was approved on 23/01/2020.

PROPOSAL

11.4 This Section 73 application seeks minor material amendments to planning permission H/2019/0352 (approval of reserved matters of planning permission H/2015/0528 for up to 220 dwellings) comprising house type substitutions to 92no. plots and associated amendments to plot hard and soft landscaping, and minor alterations to site landscaping and bin stand locations.

11.5 Three previously approved housetypes - Kenley, Maidstone, and Derwent are proposed to be substituted by the following 2020 housetypes - Denford, Maidstone, Ellerton, and Denby. The submitted Design and Access Statement (addendum) states that “the proposed housetypes sit to the same footprints as their current counterparts so do not adjust the currently approved site layout, maintaining the same approved street arrangement, placemaking and individual plot positioning”.

11.6 It is understood that works have commenced on site as part of approvals H/2015/0528 + H/2019/0352.

11.7 The application has been referred to the planning committee due to the number of objections received (more than 2), in line with the Council's Scheme of Delegation.

SITE CONTEXT

11.8 The application site is an area of approximately 11.3 hectares of agricultural land on the edge of Naisberry Park. To the north of the site is Worset Lane, a narrow ‘country lane’, with High Throston golf club beyond. An existing reservoir, screened by trees, immediately abuts the north western corner of the site. To the west, the site is bounded by a strip of existing trees which run in a north to south direction, and beyond this are agricultural fields. The eastern boundary is immediately abutted by trees and an existing pedestrian footpath which connects Elwick Road and Worset Lane. Beyond the footpath are the rear boundaries of residential properties within the estate of Naisberry Park. The site is bounded to the south by phase 1 of the Quarry Farm development, beyond this development is Elwick Road. The site gently slopes from the north west corner, with panoramic views towards the coastline, albeit with a steeper gradient toward the south of the site. The site generally levels out again where it meets the boundary with Quarry Farm phase 1 that has been completed (Elwick Grove).

PUBLICITY

11.9 The application has been advertised by way of neighbour letters, site notices and press advert. To date, there have been 5 objections received.

11.10 The concerns raised can be summarised as follows:

- Increase in in traffic, highway safety, parking and access
- Loss of green space
- Increase in flooding
- Ecological concerns
- Noise and light pollution
- Increased flood risk
- Increase in anti-social behaviour
- Inappropriate placement of path
- Loss of green belt
- Loss of views
- Reduction in value of properties

11.11 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137259>

11.12 The period for publicity has expired.

CONSULTATIONS

11.13 The following consultation replies have been received:

HBC Traffic and Transport; There are no highway concerns with the amended plans.

HBC Landscape Architect; There are no landscape and visual objections to the proposed development.

HBC Flood Risk Officer; In response to your consultation on the above s73 application to amend a number of house types I have no objection to proposals in respect of contaminated land surface water management or contaminated land.

Tees Archaeology; Thank you for the consultation. There are no archaeological considerations for this application.

HBC Ecology; I have studied the Landscape Strategy Plan Revision N and have no Ecology issues.

HBC Countryside Access Officer; No further comments to make but ask all to refer to previous comments – H/2015/0528 and H/2019/0352.

HBC Public Protection; No comments received

HBC Arboricultural Officer; No comments received

Northumbrian Water; Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

Northern Gas Networks; Northern Gas Networks acknowledges receipt of the planning application and proposals at the above location.

Northern Gas Networks has no objections to these proposals, however there may be apparatus in the area that may be at risk during construction works and should the planning application be approved, then we require the promoter of these works to contact us directly to discuss our requirements in detail. Should diversionary works be required these will be fully chargeable.

We enclose an extract from our mains records of the area covered by your proposals together with a comprehensive list of precautions for your guidance. This plan shows only those mains owned by Northern Gas Networks in its role as a Licensed Gas Transporter (GT). Privately owned networks and gas mains owned by other GT's may also be present in this area. Where Northern Gas Networks knows these they will be represented on the plans as a shaded area and/or a series of x's. Information with regard to such pipes should be obtained from the owners. The information shown on this plan is given without obligation, or warranty, the accuracy thereof cannot be guaranteed. Service pipes, valves, siphons, stub connections, etc., are not shown but their presence should be anticipated. No liability of any kind whatsoever is accepted by Northern Gas Networks, its agents or servants for any error or omission. The information included on the enclosed plan should not be referred to beyond a period of 28 days from the date of issue.

Cleveland Police; I have no further comments.

Cleveland Fire Brigade; Cleveland fire Brigade offers the following representations regarding the development as proposed.

The following plots are considered to be outside the maximum prescribed distance from the adopted highway as stated in ADB paragraph 13.1:

- Plots 20, 21, 22 and 23.
- Plots 54, 55 and 56.
- Plots 62, 63, 64 and 65.
- Plots 105 and 106.
- Plots 127, 128, 129, 130 and 131.
- Plots 148 and 149.
- Plots 185.

As per Table 13.1 Note 1; not all Fire Appliances are standardised, and it should be noted that Cleveland Fire Brigade now utilise a Magirus Multistar Combined Aerial Rescue Pump (CARP), which has a vehicle weight of 17.5 tonnes. This is greater than the specified weight detailed within ADB Vol 1, Section B5: Table 13.1.

It should be confirmed that ‘shared driveways’ and ‘emergency turning head’ areas meet the minimum carrying capacity requirements as per ADB Vol 1, Section B5: Table 13.1, and in line with the advice provided regarding the CARP, above.

Access and water supplies should meet the requirements as set out in Approved Document B, volume 1: 2019, Section B5 for Dwellings.

Further comments may be made through the building regulation consultation process, as required.

Hartlepool Rural Neighbourhood Plan Group (HRNPG); Thank you for consulting HRNPG with regard to the above application. The application site is outside the Hartlepool Rural Neighbourhood Plan area, but the increase in traffic from the development will have a serious detrimental impact on the rural area.

Elwick is especially vulnerable as the road through the village still affords a short cut for traffic entering and exiting the South bound carriageway of the A19. The Group would therefore expect, as promised, that Elwick by-pass is provided as is required by the very specific Local Plan policy HSG5a: Quarry Farm Housing Site which states:

‘No development will be permitted prior to the implementation of the grade separated junction and bypass to the north of Elwick Village unless otherwise agreed with Highways England and the Borough Council.

The development will be expected to contribute, on a pro-rata basis, to strategic infrastructure provision including the grade separated junction and bypass to the north of Elwick Village.’

There is no sign of a grade separated junction or Elwick bypass. The rural population would trust, if not Highways England, their own Borough Council to ensure the gross inconvenience, environmental and safety concerns of their existing constituents are addressed urgently and certainly before any new building makes matters worse.

The location of this development is also likely to have an impact on the A179/A19 junction, which is already being stressed due to the closure of the central reservation gaps on the A19 which had served Elwick and Dalton Piercy. HRNP Policy T1 – Improvements to the Highway Network is therefore valid with regard improvements already urgently required to routes through Elwick and Hart Parishes.

“Policy T1 – Improvements to the Highway Network

Where development proposals are shown, through evidence to be required to contribute towards any of the following schemes so as to make the development acceptable, appropriate financial contributions will be sought through a planning obligation:

1. Improvement of the A179/A19 junction
2. The dualling of the A179
3. Improved village approach roads and junctions to the A179, A689 and A19

4. Alleviating the impact on the villages of the increase in traffic arising from new development in Hartlepool.
5. Appropriate measures to discourage traffic related to any new development on the edge of Hartlepool from using minor roads through the villages in the Plan.
6. Measures that promote good driver behaviour, such as speed cameras.”

The above improvements must be designed, as far as possible, to be in keeping with the rural setting

“Local Plan Policy QP4 – The Borough Council will seek to ensure all developments are designed to a high quality and positively enhance their location and setting.

In particular, that development should:

- Be of an appropriate layout, scale and form that positively contributes to the Borough and reflects and enhances the distinctive features, character and history of the local area.
- Respect the surrounding buildings, structures and environment.
- Use an appropriate mix of materials and colour.
- Sustain and/or enhance the historic environment and heritage assets including archaeological remains, and their settings.

Where development is likely to have an impact upon existing infrastructure, or require new infrastructure, the applicant will be required to provide such infrastructure in accordance with policy QP1, the Planning Obligations SPD and the Local Infrastructure Plan.

Proposals relating to residential development should be in accordance with the Residential Design SPD.”

Nothing is being done to alleviate the impact of increased traffic on the villages or to discourage increased traffic using the minor roads.

Residential Design SPD section D includes the aim of creating locally distinctive developments – Barratt Homes are not even trying to meet this. The amended house types are still standard house types which can be found on their developments anywhere in the country.

HBC Waste Management; No comments received.

HBC Public Health; No comments received.

Environment Agency; No comments received

Natural England; No comments received

Hartlepool Water; No comments received.

Highways England; (summarised) Thank you for consulting Highways England on the above amendment to a reserved matters application. This reiterates conditions we placed on this development at outline stage. Similarly here, with this being a reserved matters application and matters affecting the Strategic Road Network already decided. I would wish to remind you of conditions placed at outline stage.

PLANNING POLICY

11.14 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

Hartlepool Local Plan (2018)

11.15 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

CC1: Minimising and adapting to climate change
 HSG1: New Housing Provision
 HSG5A: Quarry Farm Housing Site
 INF1: Sustainable Transport Network
 INF2: Improving Connectivity in Hartlepool
 LS1: Locational Strategy
 QP3: Location, Accessibility, Highway Safety and Parking
 QP4: Layout and Design of Development
 QP5: Safety and Security
 QP6: Technical Matters
 QP7: Energy Efficiency
 SUS1: The Presumption in Favour of Sustainable Development

National Policy

11.16 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significant and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

PARA 001: Introduction

PARA 002: Permission determined in accordance with development plan

PARA 003: Introduction
 PARA 007: Achieving sustainable development
 PARA 008: Achieving sustainable development
 PARA 010: Achieving sustainable development
 PARA 011: The presumption in favour of sustainable development
 PARA 012: The presumption in favour of sustainable development
 PARA 038: Decision-Making
 PARA 047: Determining Applications
 PARA 062: Delivering a sufficient supply of homes
 PARA 064: Delivering a sufficient supply of homes
 PARA 091: Promoting healthy and safe communities
 PARA 108: Considering Development Proposals
 PARA 111: Considering Development Proposals
 PARA 122: Achieving appropriate densities
 PARA 124: Achieving well-designed places
 PARA 124: Achieving well-designed places
 PARA 127: Achieving well-designed places
 PARA 130: Achieving well-designed places
 PARA 150: Planning for Climate Change
 PARA 153: Planning for Climate Change
 PARA 212: Implementation

HBC Planning Policy comments

11.17 Planning policy are satisfied with the proposed amendments to the landscaping and siting of bins stores on the site, as long as any amendments do not result in a loss of proposed green space which would prohibit the site from meeting the criteria 4 of HSG5a which seeks to ensure that 3ha of multifunctional green infrastructure is provided on the site.

11.18 With regards to the proposed house type substitutions, planning policy have no concerns with regards to the updated version of the Maidstone to be included on the site, however the Kenley and Derwent houstypes benefit from aesthetically pleasing features such as detailing to the frontage of the property, porch, bay window and a hipped roof, and the styles which are to be replacing these, the Denford, Ellerton and Denby, seem to be more simplistic and lack some of the features that make the others stand out. There are concerns that as the proposed substitutions constitute a large proportion of the houses to be developed on the site, that the overall architectural standard on the site will be reduced and a large amount of the house types will be very similar, with little architectural characteristics to make them stand out. It is understood that as a volume housebuilder, that Barratt may be changing or updating their portfolio of house types, however it is thought that the retention of some of the previous house types, particularly the Derwent which is a very good standard design, would help boost the site and provide a good variety of house styles and designs and that their replacements are too similar and will result in a scheme which lacks architectural variety.

PLANNING CONSIDERATIONS

11.19 The principle of residential development (and the proposed access) has already been established through the extant outline planning permission (H/2015/0528). Furthermore, the layout, scale, appearance and landscaping has been approved through extant reserved matters approval H/2019/0352 to which this proposal seeks to make minor material amendments. As noted above, the application site is an allocated housing site within the Hartlepool Local Plan (2018) as identified by Policy HGS5a.

11.20 The principle of development remains acceptable and therefore the main issues for consideration in this instance are the appropriateness of the proposal in terms of the policies and proposals held within the Development Plan and in particular the impact on the visual amenity of the application site and the character and appearance of the surrounding area, amenity and privacy of existing and future occupiers of the application site and neighbouring properties, and highway and pedestrian safety. These and all other planning and residual matters are set out and considered in detail below.

VISUAL AMENITY OF THE APPLICATION SITE AND THE CHARACTER AND APPEARANCE OF THE SURROUNDING AREA

11.21 The proposed changes resulting from this application are considered to be fairly minor, predominantly substitution of house types and subsequent amendments to hard and soft landscaping. The proposed substitutions would affect 92 out of the proposed 220 dwellings on the site and are generally considered to be in keeping with the overall site layout and scale.

11.22 Whilst not objecting to the application, the Council's Planning Policy team has raised some initial concerns that the appearance of the site might be detrimentally impacted upon as a result of some of the house type substitutions, owing to concerns that the houses on the site may lack architectural distinction and a number of the proposed house types were more basic in nature than previously approved. However, on balance, it is thought that the general appearance and the style of the proposed house types would remain in keeping with the previously approved and retained house types and as such, the amendments are deemed to be acceptable in this instance.

11.23 No objections have been received from the Council's Landscape Architect or Arboricultural Officer to the amendments.

11.24 It is considered on balance that the proposals as amended are considered to be acceptable with respect to the impact on the visual amenity of the application site, in accordance with the relevant paragraphs of the NPPF (2019), the relevant policies of the Hartlepool Local Plan (2018), and the Council's adopted Residential Design SPD (2019), as identified above. The relationship between the neighbouring properties remains similar and achieves the requisite minimum separation distances as set out in Policy QP4 and the Council's Residential Design Guide SPD.

AMENITY AND PRIVACY OF EXISTING AND FUTURE OCCUPIERS OF THE APPLICATION SITE AND NEIGHBOURING PROPERTIES

11.25 Policy QP4 (Layout and Design of Development) of the Hartlepool Local Plan (2018) stipulates that the Borough Council will seek to ensure all developments are designed to a high quality and that development should not negatively impact upon the relationship with existing and proposed neighbouring land uses and the amenity of occupiers of adjoining or nearby properties by way of general disturbance, overlooking and loss of privacy, overshadowing and visual intrusion particularly relating to poor outlook. Proposals should also ensure that the provision of private amenity space is commensurate to the size of the development.

11.26 As above, policy QP4 also stipulates that, to ensure the privacy of residents and visitors is not significantly negatively impacted in new housing development, the Borough Council seeks to ensure adequate space is provided between houses. The following minimum separation distances must therefore be adhered to:

- Principal elevation (habitable room window) to principal elevation (habitable room window) - 20 metres.
- Gable (blank or non-habitable room window) to principal elevation (habitable room window) - 10 metres.

11.27 The above requirements are reiterated in the Council's recently adopted Residential Design SPD (2019).

11.28 It is considered that the proposed layout remains in conformity with the minimum separation distances set out in Policy QP4 and the Council's recently adopted Residential Design SPD (2019) and that were approved as part of H/2019/0352.

11.29 As per the previously approved reserved matters scheme (H/2019/0352), whilst there remain some instances where certain windows do not meet the minimum separation distances set out above, it is considered that these can be addressed through the use obscure glazing/restricted opening of the affected windows and provision of satisfactory boundary treatments without having a detrimental impact on the amenity of future occupiers (i.e. where a habitable room has 2 windows/a dual aspect), and a suitable planning conditions are therefore recommended to secure this, where appropriate.

11.30 Due to the minor nature of the proposals and that satisfactory separation distances are maintained, in line with the requirements of Policy QP4 and the Residential Design Guide SPD, it is not considered any of the proposed amendments to the scheme, including substitution of proposed house types and subsequent amendments to soft and hard landscaping, would have any appreciable impact on the amenity or privacy of existing neighbouring properties and/or future occupiers.

11.31 No objections have been received from the Council's Public Protection team. Hours of construction/deliveries and a construction management plan were secured

through separate planning conditions on the approved outline application and remain applicable to the current application.

11.32 In view of the above it is considered that the proposed amendments are acceptable with respect to the impact on the amenity and privacy of neighbouring land users, and is in accordance with paragraph 127 of the NPPF (2019) and policy QP4 of the Hartlepool Local Plan (2018).

HIGHWAY SAFETY

11.33 Some of the objections received, including those from the Hartlepool Rural Neighbourhood Group, relate to highways issues such as the impact of the development on the rural area and the volume of traffic using the highway in and out of the development.

11.34 Matters with respect to the impact of the development on the strategic and local road networks and the proposed access to the site were considered in detail and, where appropriate, mitigation was secured by virtue of planning conditions and obligations within the s106 legal agreement associated with outline planning permission H/2015/0528. With respect to reference to the requirement for the grade separated junction at the A19 and the Elwick bypass, these remain requirements however the s106 legal agreements allow for 220 dwellings at the allocated Quarry Farm 2 site (the current application site) and 208 dwellings on the first phase of High Tunstall (an allocated housing site) to be built prior to such highway infrastructure being in place. Both sites are however required to make pro-rata contributions towards the identified highway works.

11.35 The sole vehicular access into the site (save for an emergency access from Worset Lane to the north west) is from Reedston Road, and the Council's Highways, Traffic and Transport section confirmed at the time that the carriageway is of sufficient width to accommodate the development and there are no anticipated issues with the capacity and safety at its junction with Cairnston Road. Accordingly, the access was approved as part of the extant planning permission H/2015/0528 and such matters therefore do not form part of the consideration of this s73 application for minor material amendments to the previously approved reserved matters scheme (H/2019/0352).

11.36 The proposed amendments to the scheme do not increase the number of dwellings to be provided on site and the access to the development remains unchanged. The Council's Traffic and Transport section have been consulted on the application and have raised no objection to the proposed development in terms of highway safety, access or parking. The proposal is therefore acceptable in this respect.

OTHER PLANNING MATTERS

11.37 With respect to matters of rights of way and footpath connections, crime/fear of crime, flooding and drainage, contaminated land, landscape and ecology, no concerns or objections have been received from technical consultees and these matters have been previously considered (as part of H/2019/0352) and satisfactorily

addressed through previous planning conditions and legal obligations on the outline permission (H/2015/0528) that remain applicable to this application. The application and overall scheme is therefore considered to remain acceptable with respect to these matters.

DEVELOPER OBLIGATIONS

11.38 The original outline approval (H/2015/0528) was subject to a Section 106 Agreement which secured a number of planning obligations and financial contributions as detailed in the planning 'background' section to this report.

OTHER MATTERS

11.39 With respect to matters of fire safety and access, gas and electricity infrastructure, these matters were considered and addressed through the consideration of the previous reserved matters approval to which the current application is not considered to materially affect the consideration of such matters. The application is therefore considered to be acceptable with respect to these matters.

Non-material objections

11.40 Additional concerns have been raised by a number of objectors that are non-material to this application (i.e. they do not relate to planning, they are not material considerations, they are subject to separate legislative control or they were considered as part of the outline planning permission and therefore are not relevant to this application), namely;

- Air pollution / vehicle emissions from future occupiers
- Loss of views
- Property devaluation
- Loss of green belt (the land is not allocated green belt).

CONCLUSION

11.41 The application is considered on balance to be acceptable with respect to the abovementioned relevant material planning considerations and is considered to be in accordance with the relevant identified policies of the adopted Hartlepool Local Plan (2018) and relevant paragraphs of the NPPF (2019) and the Hartlepool Residential Design SPD (2019). The development is therefore recommended for approval subject to the conditions set out below.

EQUALITY AND DIVERSITY CONSIDERATIONS

11.42 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

11.43 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

11.44 There are no Section 17 implications.

REASON FOR DECISION

11.45 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is acceptable as set out in the Officer's Report.

RECOMMENDATION – APPROVE subject to the following conditions;

1. The development hereby approved shall be carried out in accordance with the following approved plan(s) and details;

RES/732 LP/01 Rev A (Location Plan)
BRAD 00CD (Radleigh Classic (det))
BALD 00CD (Alderney Classic (Det))
BKNR 00CD (Kennford Classic (Det))
BKEY 00HD (Kingsley Classic (Det – Hipped))
SSG1H8 (SINGLE – ELEVATIONS)
SSG1H8 (SINGLE – SETTING OUT PLANS)
SSG1H8 (SINGLE – FLOOR PLAN)
SSG1H8 (SINGLE – ROOF PLAN)
SDG1H8 (DOUBLE – ELEVATIONS)
SDG1H8 (DOUBLE – SETTING OUT PLANS)
SDG1H8 (DOUBLE – FLOOR PLAN)
SDG1H8 (DOUBLE – ROOF PLAN)
received 30th July 2019 by the Local Planning Authority;

BMMS 00CE (Moresby Classic (End))
received 15th November 2019 by the Local Planning Authority;

BMMS 00CD (Moresby Classic (Det))
received 18th November 2019 by the Local Planning Authority;

BLLE 00HE (Ellerton),
BDNF 00HE (Denford),
BDBY 00HD (Denby),
received 13th March 2020 by the Local Planning Authority;

1588-1-1 Rev N (Landscape Strategy Plan),
RES732-BHA-B1-ZZ-DR-A-SL01 Rev Q (Proposed Site Layout),
RES731-BHA-B1-ZZ-DR-A-BTP01 Rev N (Proposed Site Boundary Treatment),

RES732-BHA-B1-ZZ-DR-A-MP01 Rev K (Proposed External Material on Site Plan),
RES732-BHA-B1-ZZ-DR-A-PP01 Rev I (Proposed Parking Site Plans),
RES732-BHA-B1-ZZ-DR-A-SL03 Rev A (Site Layout – 2020 Housetype Plot Substitutions), received 28th April 2020 by the Local Planning Authority;

BDNF 00CI (Denford Classic (Mid)),
BMAI 00CI (Maidstone Classic (Mid)) Rev F,
BMAI 00HE (Maidstone Classic (End-Hipped)) Rev A, received 11th May 2020 by the Local Planning Authority.

For the avoidance of doubt.

2. Notwithstanding the proposals detailed in the Design and Access Statement/submitted plans and prior to the occupation of the dwellings hereby approved, details of proposed hard landscaping and surface finishes (including the proposed car parking areas, footpaths and any other areas of hard standing to be created) shall be submitted to and agreed in writing by the Local Planning Authority. This will include all external finishing materials, finished levels, and all construction details confirming materials, colours, finishes and fixings to Local Planning Authority standards. The scheme shall be completed to the satisfaction of the Local Planning Authority in accordance with the agreed details prior to the occupation of any of the dwellings hereby approved. Any defects in materials or workmanship appearing within a period of 12 months from completion of the total development shall be made-good by the owner as soon as practicably possible.
To enable the local planning authority to control details of the proposed development, in the interests of visual amenity of the area.
3. The boundary enclosures hereby approved shall be implemented in accordance with the following plans and details; RES731-BHA-B1-ZZ-DR-A-BTP01 Rev N (Proposed Site Boundary Treatment) received 28th April 2020 by the Local Planning Authority, prior to the occupation of the dwellings(s) or completion of the development, whichever is the sooner.
For the avoidance of doubt and in the interests of visual amenity and the amenity of neighbouring land users and future occupiers.
4. Prior to the commencement of development above ground level, a scheme for the obscure glazing and restricted opening (max. 30 degrees) of the following proposed windows (plot numbers as identified on plan RES732-BHA-B1-ZZ-DR-A-SL01 Rev Q (Proposed Site Layout) received 28th April 2020 by the Local Planning Authority) shall be first submitted to and approved in writing by the Local Planning Authority;

Plot 2 – 1no. first floor east facing side elevation en-suite window
Plot 8 – 1no. first floor south facing side elevation en-suite window
Plot 21 – 1no. first floor north facing side elevation en-suite window
Plot 45 – 1no. first floor south facing side elevation bathroom window
Plot 48 – 1no. first floor north facing side elevation bathroom window

Plot 61 – 1no. first floor north-west facing side elevation en-suite window
 Plot 66 – 1no. first floor south-west facing side elevation en-suite window
 Plot 93 – 1no. first floor north-east facing side elevation en-suite window
 Plot 108 – 1no. first floor south facing side elevation en-suite window
 Plot 121 – 1no. first floor east facing side elevation en-suite window
 Plot 125 – 1no. first floor south facing side elevation en-suite window
 Plot 127 – 1no. first floor south west facing stairwell/landing window
 Plot 141 – 1no. first floor north facing side elevation bathroom window
 Plot 142 – 1no. first floor south facing side elevation bathroom window
 Plot 151 – 1no. first floor south facing side elevation bedroom window
 Plot 153 – 1no. first floor south facing side elevation bathroom window
 Plot 192 – 1no. ground floor north facing side elevation wc window
 Plot 193 – 1no. ground floor south facing side elevation wc window

The windows shall be glazed with obscure glass to a minimum of level 4 of the 'Pilkington' scale of obscuration or equivalent. Thereafter the windows shall be installed in accordance with the approved details and prior to the occupation of each respective plot and shall remain for the lifetime of the development hereby approved. The application of translucent film to the windows would not satisfy the requirements of this condition.

To prevent overlooking in the interests of the privacy of future occupiers.

BACKGROUND PAPERS

11.46 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137259>

11.47 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>

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Quarry Farm Two, Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 27.8.2020
	SCALE 1:3,500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0104	REV

No: 12.
Number: H/2020/0102
Applicant: MR G REDHEAD THE GREEN ELWICK HARTLEPOOL TS27 3ED
Agent: MR G REDHEAD ELWICK HOUSE THE GREEN ELWICK HARTLEPOOL TS27 3ED
Date valid: 27/04/2020
Development: Erection of two storey dwelling with detached garage (resubmitted application)
Location: LAND ADJACENT TO ELWICK HOUSE THE GREEN ELWICK HARTLEPOOL

PURPOSE OF REPORT

12.1 An application has been submitted for the development highlighted within this report accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

12.2 The following applications are relevant to the current proposals:

12.3 H/2018/0390 – Erection of two storey dwellinghouse with detached double garage, refused 07/02/19.

12.4 H/2019/0321 – Erection of two storey dwellinghouse with detached double garage (resubmitted application), refused 29/10/19 for the following reasons;

- 1. In the opinion of the Local Planning Authority, the proposed development by virtue of its scale and design would detract from the setting of the adjacent locally listed building, Elwick House, causing less than substantial harm to a non-designated heritage asset without any identifiable public benefit to outweigh that harm. This is in conflict with paragraphs 196 and 197 of the NPPF, Local Plan policies QP4, HE1 and HE5, and Rural Neighbourhood Plan policies HA1 and HA4.*
- 2. In the opinion of the Local Planning Authority, insufficient detail of the proposed alterations to the southern boundary wall of the application site to form a new vehicle access has been provided. It is not therefore possible to determine whether further harm would be caused to the character and appearance of the wider street scene and the setting of the locally listed building. This is in conflict with paragraphs 196 and 197 of the NPPF, Local Plan policies QP4, HE1 and HE5, and Rural Neighbourhood Plan policies HA1 and HA4.*

PROPOSAL

12.5 Planning permission is sought to subdivide the plot in order to erect a new dwelling in the side garden area to the east of the existing house of Elwick House. A new access is proposed to serve the new dwelling, a section of the existing boundary wall would be removed to facilitate this. This application is the third submission of a very similar nature submitted by the applicant, the first of which was refused under officer delegation (H/2018/0390), the second was refused by Planning Committee in October 2019 (H/2019/0321).

12.6 The difference between this application and those previously refused relate to the dimensions of the proposed dwelling, as set out below:

- 2018 application (H/2018/0390) – dwelling proposed was 15.6m in width, 8.65m in height.
- 2019 application (H/2019/0321) – dwelling proposed was 13m in width, 7.1m in height.
- 2020 application (current application) – dwelling proposed is 11.6m in width, 7.2m in height.

12.7 As such, this application differs from the most recently refused in that the dwelling would be 1.4m narrower but 0.1m higher.

12.8 The application has been called to Planning Committee at the request of the Chair of Planning Committee, in line with the Council's scheme of delegation.

SITE CONTEXT

12.9 The application site is located at the eastern extent of the village, Elwick House being the eastern most house on the northern side of the main road running through the village. The application site forms the side garden to Elwick House, which is a locally listed building occupying a generous plot.

12.10 Elwick House is a late 19th Century villa constructed in three bays with ground floor bay windows and central portico with canopy. The property was used in 1913 as a convalescent holiday home for sick children.

12.11 There are neighbouring dwellings to the west and south of the site, to the east and north is open countryside. The boundary of the application site forms the development limits of the village as identified in the Local Plan.

12.12 There are a number of mature trees on the site; those noted to be of the most importance by the Council's Arboricultural Officer are those along the southern site frontage. The southern boundary is also defined by a brick wall with coping and recessed gate piers, a lower section of wall at the site entrance has railings above and there are metal gates securing the driveway.

PUBLICITY

12.13 The application has been advertised by way of 4 neighbour letters and a site notice. To date, one objection has been received from a neighbouring occupier.

12.14 The concerns raised are:

- Property would be outside village boundaries/development limits,
- Previous applications have been refused and reasons for refusal remain valid.

12.15 Background papers can be viewed by the ‘attachments’ on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137243>

12.16 The period for publicity has expired.

CONSULTATIONS

12.17 The following consultation replies have been received:

HBC Heritage & Countryside Manager – The application site is within the setting of a locally listed building (heritage asset) outside of Elwick Village. Policy HE1 of the Local Plan states that the Borough Council will seek to preserve, protect and positively enhance all heritage assets.

The National Planning Policy Framework (NPPF) looks for local planning authorities to take a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset (para. 197, NPPF).

Policy HE5 of the Local Plan states that the Borough Council will support the retention of heritage assets on the List of Locally Important Buildings. Where a proposal affects the significance of a non-designated heritage asset a balanced judgment should be weighed between the scale or the harm or loss against the public benefits of the proposal.

The building is significant architecturally due to its design as a residential villa within the context of Elwick Village and the historic interest of the building as it was once used as a convalescent holiday home.

The proposal is a resubmission of a previous application for a dwelling on the site. The proposal appears to be substantially the same as the previous submission made, albeit the width of the property has been reduced slightly and the design of the entrance to the site appears to have altered. The design of the house and the adjacent garage does not seem to have changed. Given the similarities between this application and the previous one the comments made are broadly the same.

The host dwelling is currently a substantial single buildings set within generous grounds with a smaller, coach house type structure to the rear, which also has

permission to be used as living accommodation. The open space and buildings on site provide a good example of a dwelling of that period.

As with the previous applications it is considered that locating a large house on this site in close proximity to the host building would result in the property losing part of its setting as the once substantial garden is reduced. In addition the hierarchy of buildings, which currently exists on the site, would also be lost. It is also still contended that the presence of development would not only change the character of the garden, it would also extend development further out into the open space which surrounds the village.

It is also noted the entrance appears to have been altered to replicate that of the host property. Introducing an identical entrance rather than a secondary, access more subservient in appearance further dilutes the hierarchy of structures within the site.

Discussions have taken place in the past regarding planting and screening of the proposal however density of planting can be variable and difficult to control and would not mitigate the impact of new development as it could be cut back or removed at any time.

It is considered that the proposal will affect the significance of the non-designated heritage asset. In such instances a balanced judgement is required having regard to the scale of harm or loss and the significance of the heritage asset. In this instance the proposal will impact on the setting of the dwelling, by virtue of the loss of the garden area causing less than substantial harm.

HBC Traffic & Transport – There are no highway or traffic concerns. The new access will need a drive crossing, this should be constructed in accordance with the HBC Specification and installed by a NRASWA accredited contractor. The existing 20 mph speed limit sign would need relocating.

HBC Countryside Access Officer – There is no information to imply that there is any data relating to any recorded or unrecorded public rights of way and/or permissive paths running through, abutting to or being affected by the proposed development of this site.

HBC Engineering Consultancy – Contaminated land – I have no objection in this respect and ask that you include our standard unexpected contamination condition on any permission issued for proposals. Surface water management – I have no objection in this respect and ask that you include our basic surface water condition on any permission issued for proposals.

HBC Landscape Architect – The resubmitted application includes drawing no. 6, which provides details of the existing and proposed boundary wall to the front of the property. This element of the development is not referenced in the Arboricultural Implications Assessment.

The curved wall of the proposed new entrance is within the construction exclusion zones identified for trees T11 and T12 and it unclear how the wall could be

constructed without negatively impacting on the existing trees. Trees T11 and T12 are identified in the arboricultural assessment as Tree Quality Assessment A1 and of Good condition.

The design of the new entrance should be reconsidered to minimise the impact on the existing trees. Full construction details on any entrance including foundations should be provided.

Update 30/06/20 – The current iteration of the entrance appears to simply remove 2 panels of the wall. As stated previously, the boundary wall is high quality and a significant landscape feature at the entrance to the village.

Full construction details of the proposed works would be required, including brick and coping detailing, and mortar specification. Particular attention would need to be given to treatment of the coping to the brick piers at either side of the entrance.

HBC Ecology – Biodiversity enhancement – NPPF (2018) paragraph 170 d) includes the bullet point: Planning policies and decisions should contribute to and enhance the natural and local environment by: d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

The site is in an area that supports bats, which would benefit from the availability of artificial roost bricks. The area is also adjacent to open countryside which supports declining birds such as house sparrow, tree sparrow and starling. These can be helped through the provision of integral nest boxes, so one of each should be conditioned.

The dwellings should be built with an integral bat roost brick, to allow bats safe roosting. The bat brick should be installed at a minimum height of 4m, preferably in the gable end (house or garage). This can be built into the wall as a brick (rendered if required) or into the ridge of the roof. The dwellings should also be built with an integral bird nest box brick for either sparrows or starlings, to be >3m above ground level (house or garage).

HBC Public Protection – No comments received.

Tees Archaeology – Thank you for the consultation. I can confirm that the proposed development is outside the historic core of Elwick and the archaeological potential is low. There are therefore no archaeological requirements.

Cleveland Fire Brigade – offers no representations regarding the development as proposed.

Cleveland Police – Police have no concerns in relation to crime and disorder regarding this application.

Northumbrian Water – Northumbrian Water actively promotes sustainable surface water management across the region. The developer should develop their surface water drainage solution by working through the following, listed in order of priority:

- Discharge into ground (infiltration)
- Discharge to a surface water body
- Discharge to a surface water sewer, highway drain, or another drainage system
- As a last resort, discharge to a combined sewer

Northern Gas Networks – No objections.

Elwick Parish Council - We were surprised that the owners have made yet another application given the previous two were rejected on what we believe to be very valid grounds. We also note that none of the concerns raised by the Parish Council to the two earlier applications, in 2018 and 2019 respectively, have been addressed in this latest application. These are:

(a) The line of sight on exiting the proposed site is very limited, with vehicles coming up the hill, often at speed, around a blind corner from the east.

(b) The site is in very close proximity to a Locally Listed Heritage Asset and Elwick villagers regard the former 'Crippled Children's Home' as an important part of the Elwick heritage. The land on which the applicant wishes to develop a new dwelling is an integral part of this Heritage Asset. Development here would therefore be in breach of the 'made' Hartlepool Rural Neighbourhood Plan, Policy HA4: Protection and Enhancement of Locally Important Buildings, Clause 5, Conserve or Enhance the Setting.

(c) The main road from the A19 and village to Hartlepool runs along the south side of the development and is prone to severe flooding, which has been reported to HBC on many occasions. Whilst the applicant denies that flooding occurs on the land itself, the main garden wall at the south side collapsed a few years ago, (possibly before the current owner purchased the building), due to being undermined by the constant flow of water from the natural springs that exist to the north/north- east of the site. The flow of water from the site has increased since the current owners removed several trees to allow for the proposed development of the site. In winter the road here becomes very dangerous due to the surface water freezing on the road and several accidents have occurred.

Finally, Elwick Parish Council was not impressed by the thinly-veiled threat that the alternative to approval would be the demolition of a fine, historic, locally-listed building with crass indiscriminate development.

Before any consideration is given to granting planning permission these issues need to be fully addressed.

Hartlepool Rural Plan Working Group – no comments received.

PLANNING POLICY

12.18 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

Local Policy

12.19 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

Policy	Subject
SUS1	The Presumption in Favour of Sustainable Development
LS1	Locational Strategy
CC1	Minimising and Adapting to Climate Change
QP3	Location, Accessibility, Highway Safety and Parking
QP4	Layout and Design of Development
QP5	Safety and Security
QP7	Energy Efficiency
HSG1	New Housing Provision
HE1	Heritage Assets
HE3	Conservation Areas
HE5	Locally Listed Buildings and Structures

Hartlepool Rural Neighbourhood Plan (2018)

12.20 The following policies in the adopted Hartlepool Rural Neighbourhood Plan 2018 are relevant to the determination of this application:

GEN1 Development Limits

H1 Housing Development

HA1 Protection and Enhancement of Heritage Assets

HA4 Protection and Enhancement of Locally Important Buildings

National Policy

12.21 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significant and demonstrably outweigh the benefits. The following paragraphs are relevant to this application:

Para	Subject
002	Introduction
007	Achieving sustainable development
008	Achieving sustainable development
009	Achieving sustainable development
010	Achieving sustainable development
011	The presumption in favour of sustainable development
012	The presumption in favour of sustainable development
038	Decision making
047	Determining applications
124	Creation of well-designed places
127	Creation of well-designed places
130	Refusal of poor design
150	Planning for climate change
153	Planning for climate change
190	Proposals affecting heritage assets
192	Proposals affecting heritage assets
193	Considering potential impacts
212	Implementation

PLANNING CONSIDERATIONS

12.22 The main issues for consideration in this instance are the appropriateness of the proposal in terms of the policies and proposals held within the Development Plan and in particular the principle of development, the design of the proposals and impact on the character and appearance of the area and locally listed building, the impact of the proposals on the amenity of neighbouring land users and highway safety. These and any other matters are considered as follows.

PRINCIPLE OF DEVELOPMENT

12.23 The application site is within the development limits of Elwick village and therefore the principle of residential development is acceptable, subject to the consideration of relevant material planning considerations detailed below.

IMPACT ON THE LOCALLY LISTED BUILDING

12.24 The application site is substantial, the garden area befitting the scale of the locally listed building of Elwick House, it is therefore apparent that a dwelling of sorts could be accommodated within the site proposed. The Council's Heritage and Countryside Manager has previously advised that some form of development could be achieved without detracting from the setting of the heritage asset, providing it is of an appropriate appearance and scale so that it respects the locally listed building and does not disrupt the hierarchy of buildings on the site.

12.25 The dwelling proposed is substantial of five panel construction to the front with canopy with columns over the front door and chimney stacks to both east and west side elevations. Quoin detailing is included and timber sliding sash windows with stone sills. A large single storey flat roof projection is proposed to the rear. A

detached double garage is proposed, to be positioned to the western side, set back from the front elevation of the dwelling itself.

12.26 It is acknowledged that the proposed dwelling would be lower in height than Elwick House and that the slight changes in levels across the site would mean the proposed dwelling would sit at a lower level than the existing property. Notwithstanding this, scale is not limited solely to height. The proposed property is a substantial 'executive' style home, it is notably wider than Elwick House and although some attempt to replicate features of the existing property has been made, the use of columns to either side of the front door and substantial chimney stacks suggest a grander, more significant property that competes with Elwick House in terms of the hierarchy of buildings on the site. The modest reduction in the width of the proposed dwelling, since the previously refused application was considered, does little to alter this impact.

12.27 Officers have relayed these concerns to the applicant and provided guidance on what scale and style of property could potentially be achieved on the site without detracting from the setting of the locally listed building. These include something of a relatively simple, more subservient style that might suggest an ancillary development within the plot over time, rather than a large modern building being imposed within the site that would significantly alter the setting of the locally listed building.

12.28 It is noted that substantial trees along the front boundary are to be retained and would offer a screening effect to some degree. This in itself does not mean there is not a change in the setting of a building and how the setting would be experienced. Elwick House is a substantial property that would be expected to benefit from a large garden area, it would not be unknown that large properties may have had ancillary outbuildings or even dwellings built within their grounds over time; however these would have remained secondary to the principal house. In this case, if the dwelling as proposed were built, Elwick House would no longer be of primary significance on the site as well as losing some of its grounds.

12.29 The boundary wall to the frontage of the site is a notable feature within the street scene and its recessed panel design is noted in the local listing description. A new access point is proposed which would require a new opening in this boundary wall, the details initially submitted included new piers to flank either side of the new entrance. Concerns were raised by the Council's Heritage and Countryside Manager that this would further erode the hierarchy of buildings by suggesting a building of equal importance to Elwick House. In addition, the Council's Landscape Architect raised concerns about the proposals having a negative impact on the trees across the site frontage and requested further details, including an assessment of the works on the trees.

12.30 As an alternative, revised plans omitting the previously proposed piers have been submitting, these suggest just removing a section of the existing wall. The Council's Landscape Architect does not consider this to be a satisfactory treatment given the design quality of the wall, but also notes a lack of detail as to how these works would be finished. The lack of detail with regards to works to the boundary wall was a reason for refusal when the last application was considered; it is not considered the applicant has overcome this concern.

12.31 Overall, the identified impacts of the proposed development are considered to cause less than substantial harm to the setting of the heritage asset and there are no apparent public benefits of doing so that would outweigh such harm. This would be contrary to the requirements of the NPPF and Local Plan policies.

IMPACT ON THE CHARACTER OF THE SURROUNDING AREA

12.32 Given the edge of village location of the site, any development in this location would have some impact on the landscape. At present, when entering the village from the east the first views on the northern side of the road are of a property with a substantial plot with mature trees within it, albeit the majority of these are towards the site frontage with less screening afforded by planting along the eastern boundary. Gaps in hedging along the roadside also allow views of the site to be achieved, particularly when travelling towards the village from the east.

12.33 The introduction of an additional property would bring the built form further east, closer to towards the countryside beyond. The Council's Landscape Architect has identified that the impact of this should be softened by supplementing the landscaping along the eastern boundary. A scheme of tree planting has been proposed, which it is noted would assist in this, however it is advised that the applicant ensures this meets with the requirements of BS583:2012, as this could have an impact on a future Building Regulations application. In principle, subject to suitable conditions to protect trees during construction and ensure the implementation of the landscaping scheme, the proposals are acceptable in this regard, however the applicant should be aware if changes in the layout or form of development were required under Building Regulations this may have implications for any planning permission that were granted.

12.34 Notwithstanding the above, it is considered that such planting would not provide satisfactory mitigation to address or overcome the identified impact on the setting of the locally listed building.

AMENITY AND PRIVACY OF NEIGHBOURING LAND USERS

12.35 Given the open countryside to the north and east of the site, there are no neighbouring occupiers that are considered to be affected by the proposals in terms of light, aspect or privacy in these areas.

12.36 The amenity and privacy of the neighbouring property to the west of Elwick House would not be adversely affected due to the location of the proposed dwelling, with the existing dwelling between the two.

12.37 Elwick House itself has secondary windows to the eastern side elevation, there are also windows proposed in the western side elevation of the proposed property to serve a utility room at ground floor and two en-suite bathrooms at first floor. These windows would also be secondary in nature, with the bathrooms likely to be opaque glazed. Given the nature of the windows concerned, it is not considered the proposals would negatively affect the host property in terms of privacy, loss of light or overbearing design to such a degree to warrant refusal, though a condition

requiring opaque glazing and limiting the opening of the first floor windows may be appropriate if the application were considered acceptable in other respects.

12.38 The neighbouring property to the south is positioned directly opposite Elwick House, it is not therefore considered there would be direct overlooking from windows in the proposed dwelling, and in any event there would be a separation between the two of approximately 45m with the boundary wall and mature trees retained. In this context it is not considered there would be any loss of privacy, nor would there be a loss of light or overbearing appearance.

HIGHWAY SAFETY AND CAR PARKING

12.39 Concerns have been raised from Elwick Parish Council in respect of highway safety. The subdivided plot would still provide for two plots with sufficient space available to park cars. The Council's Traffic and Transport team have confirmed that one additional dwelling would not significantly increase traffic in the area and the location of the proposed access would be acceptable subject to the relocation of an existing traffic sign reducing the speed limit on the road to a position east of the new dwelling. On this basis, the proposed development is not considered to have a significant impact on highway safety or parking and is therefore acceptable in this regard.

OTHER PLANNING MATTERS

12.40 Concerns have been raised from Elwick Parish Council in respect of flooding and drainage in the area. In response, the Council's Flood Risk Officer has confirmed that details of surface water drainage would be required and this could have been dealt with via condition had the application been considered acceptable in all respects. No objections have been received from Northumbrian Water. A standard unexpected contamination condition would also have been recommended had the application been considered acceptable in all respects.

12.41 The Council's Ecologist has confirmed there are no survey requirements with respect to the proposed development but that in accordance with the requirements of the NPPF to achieve biodiversity enhancements the provision of bat boxes would need to have been secured by condition had the application been considered acceptable in all respects.

12.42 No objections have been received from technical consultees in respect of public rights of way and archaeology.

PLANNING BALANCE AND OVERALL CONCLUSION

12.43 Although the principle of subdividing the plot of Elwick House to construct an additional dwelling is acceptable, this could only be supported if a dwelling of an appropriate scale and design was proposed. The development currently proposed, despite the changes made since the previous applications were refused, remains of a scale that is so substantial it detracts from the character, appearance and setting of the locally listed building.

12.44 In addition, a lack of detail has been provided to demonstrate that the existing boundary wall can be suitably modified to create a new access and driveway to serve the proposed dwelling that does not detract from the character and appearance of the wider area. The proposals are therefore considered to result in less than substantial harm to the heritage asset. No public benefits have been identified that would outweigh that harm and therefore the proposals are considered unacceptable and in conflict with Local Plan policies QP4, HE1 and HE5 and the requirements of the NPPF.

EQUALITY AND DIVERSITY CONSIDERATIONS

12.45 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

12.46 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

12.47 There are no Section 17 implications.

REASON FOR DECISION

12.48 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is not acceptable as set out in the Officer's Report.

RECOMMENDATION – REFUSE for the following reasons;

1. In the opinion of the Local Planning Authority, the proposed development by virtue of its scale and design would detract from the setting of the adjacent locally listed building, Elwick House, causing less than substantial harm to a non-designated heritage asset without any identifiable public benefit to outweigh that harm. This is in conflict with paragraphs 196 and 197 of the NPPF, Local Plan policies QP4, HE1 and HE5, and Rural Neighbourhood Plan policies HA1 and HA4.
2. In the opinion of the Local Planning Authority, insufficient detail of the proposed alterations to the southern boundary wall of the application site to form a new vehicle access has been provided. It is not therefore possible to determine whether further harm would be caused to the character and appearance of the wider street scene and the setting of the locally listed building. This is in conflict with paragraphs 196 and 197 of the NPPF, Local Plan policies QP4, HE1 and HE5, and Rural Neighbourhood Plan policies HA1 and HA4.

BACKGROUND PAPERS

12.49 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137259>

12.50 Copies of the applications are available on-line:
<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>

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Land at Elwick House, Elwick Village Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 27.8.2020
	SCALE 1:1,000	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0102	REV

No: 13.
Number: H/2020/0084
Applicant: MR E ARMSTRONG REGENT SQUARE HARTLEPOOL TS24 0QW
Agent: MR E ARMSTRONG 10 REGENT SQUARE HARTLEPOOL TS24 0QW
Date valid: 23/04/2020
Development: Installation of composite front entrance door and UPVC frame (retrospective application)
Location: 10 REGENT SQUARE HARTLEPOOL

PURPOSE OF REPORT

13.1 An application has been submitted for the development highlighted within this report accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

13.2 The following planning applications are associated with the site:

H/1982/0145 – Erection of kitchen extension – Approved 04/05/1982.

H/2020/0123 – Listed building consent application for the installation of composite front entrance door and UPVC frame (retrospective application) – pending consideration.

PROPOSAL

13.3 The application seeks retrospective planning permission for the installation of a composite front entrance door and uPVC frame at 10 Regent Square. The door is blue in colour with a white uPVC frame and is understood to have replaced a traditional 4-panel, solid timber door.

13.4 The application has been brought to the planning committee in line with the Council's scheme of delegation having regard to the recommendation and the retrospective nature of the application.

SITE CONTEXT

13.5 The application site is a mid-terrace, two storey property on Regent Square in the Headland, Hartlepool. The site is a Grade II listed building and is within the Headland Conservation Area. The surrounding area is typified by two and three storey residential properties.

PUBLICITY

13.6 The application has been advertised by way of site notice, press notice and neighbour letters (4). To date, no responses have been received.

13.7 The period for publicity has expired.

CONSULTATIONS

13.8 The following consultation replies have been received:

Heritage and Countryside Manager – The application site is a grade II listed building located in the Headland Conservation Area, both of which are recognised as designated heritage assets. Policy HE1 of the Local Plan states that the Borough Council will seek to preserve, protect and positively enhance all heritage assets.

In considering applications for listed buildings the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The National Planning Policy Framework (NPPF) looks for local planning authorities to take account of the significance of a designated heritage asset and give, 'great weight' to the asset's conservation (para 193 and 194, NPPF).

Policy HE4 of the local plan states the Borough Council will seek to 'conserve or enhance the town's listed buildings by resisting unsympathetic alterations, encouraging appropriate physical improvement work, supporting appropriate and viable proposals to secure their re-use and restoration.

When considering any application for planning permission that affects a conservation area, the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area. The NPPF goes further in seeking positive enhancement in conservation areas to better reveal the significance of an area (para. 200, NPPF). It also looks for local planning authorities to take account of the desirability of new development making a positive contribution to local character and distinctiveness (paras. 185 & 192, NPPF).

Further to this at a local level, Local Plan Policy HE3 states that the Borough Council will, 'seek to ensure that the distinctive character of conservation areas within the Borough will be conserved or enhanced through a constructive conservation approach. Proposals for development within conservation areas will need to demonstrate that they will conserve or positively enhance the character of the conservation areas.

The Headland Conservation area forms the original settlement of Hartlepool, established during the seventh century as a religious centre and later becoming important as a port. Its unique character derives from its peninsula location and from the Victorian domestic residential architecture.

Two-storey is the most common building height in the Headland but those buildings on the main frontages to the sea front are often three storey. The detail and standard

joinery evident on the Headland contributes to its unique character. Windows are usually vertical sliding sash containing a single pane of glass, sometimes divided by a single vertical glazing bar. Horns are also evident on sash windows for decoration and strength. Some of the earlier type of multi-paned sash windows are found on lesser windows on rear elevations or to basements. Canted bay windows are also a feature of the Headland, sometimes running up the front elevation from basement to attic, or in other instances forming a single projecting oriel window at first floor. Front doors are two or four panelled set in a door case which may be of a simple design or may be more decorative with fluted Doric columns. There are examples of later Edwardian architecture which differ from the earlier Victorian houses by the use of more elaborate joinery, to doors, and windows with multi-paned upper lights and fixed sash lower lights.

The conservation area is currently considered to be at risk under the criteria used by Historic England. Policy HE7 of the Local Plan sets out that the retention, protection and enhancement of heritage assets classified as 'at risk' is a priority for the Borough Council.

The application is for the removal of a timber door and its replacement with a composite four panelled door, with the upper two panels glazed. The door is fixed in a UPVC frame

Generally composite doors have a more regular surface finish and colour, and the ageing process differs significantly between composite material and painted timber. The former retains its regularity of form, colour and reflectivity with little change over time. Newly painted timber is likely to go through a wider range of change and appearance over time. A composite door will differ significantly in appearance both at the outset and critically as it ages from one constructed in wood.

In this case the door which has been installed is considerably different from the door it replaced.

The timber door was a solid four panelled door, slightly wider than the door which has replaced it. The panelling featured bolection moulding and there was a round door knob. The frame itself was narrow with moulding detailing to the transom constructed in timber. The replacement door is narrower with fielded panels to the lower part of the door. There is no detailing to the transom and there is a lever handle. In addition the finish on the door appears to have a timber effect to it.

It is considered that the proposal will cause less than substantial harm to the designated heritage asset (NPPF, 196). This is because the design of the door which is currently installed is not of an appropriate style as would be expected to be seen on an early 19th century property, further to this it is of a modern construction and does not have the finer detailing of a timber door.

No information has been provided to demonstrate that this harm will be outweighed by the public benefits of the proposal.

Hartlepool Civic Society - Hartlepool Civic Society Object to this retrospective application as it is contrary to Local Plan Policies-

HE1 - The Borough Council will seek to preserve, protect and positively enhance all heritage assets. This door fails to Preserve and /or enhance the special character, distinctiveness, setting and townscape in a manner which is appropriate to its significance; it is not of high quality design which has a positive impact on the heritage asset. There is no substantial public benefit.

HE3 Conservation Areas The design, materials, finishes and decoration is not sympathetic to and/or complementary to the character and appearance of the conservation area; and fails to retain original features of special architectural interest such as entrances and architectural details;

HE4 Listed Buildings The Borough Council will seek to conserve or enhance the town's listed buildings by resisting unsympathetic alterations, encouraging appropriate physical improvement work, supporting appropriate and viable proposals to secure their re-use and restoration In determining applications for listed buildings and structures. This proposal does not: Use traditional materials in sympathetic and complementary designs which are in keeping with the character and special interest of the Heritage asset. There is no substantial public benefit.

The conservation area is currently considered to be at risk under the criteria used by Historic England. Policy HE7 of the Local

Plan sets out that the retention, protection and enhancement of heritage assets classified as "at risk" is a priority for the Borough Council.

Historic England - On the basis of the information available to date, in our view you do not need to notify or consult us on this application under the relevant statutory provisions, details of which are enclosed. If you consider that this application does fall within one of the relevant categories, or you have other reasons for seeking our advice, please contact us to discuss your request.

PLANNING POLICY

13.9 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

Local Policy

13.10 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

Policy	Subject
CC1	Minimising and adapting to Climate Change
SUS1	Presumption in Favour of Sustainable Development
LS1	The Locational Strategy
QP3	Location, accessibility, highway safety and parking
QP4	Layout and Design of Development
QP5	Safety and Security
QP6	Technical matters

QP7	Energy Efficiency
HE1	Heritage assets
HE3	Conservation areas
HE4	Listed Buildings and Structures
HE7	Heritage at Risk

National Policy

13.11 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significant and demonstrably outweigh the benefits.

13.12 The following paragraphs are relevant to this application:

Para	Subject
2	Primacy of the Development Plan
7	Three dimensions to sustainable development
8	Achieving sustainable development
9	Pursuing sustainable development
10	Achieving sustainable development
11	Planning law and development plan
12	Status of the development plan
38	Decision-Making
47	Determining Applications
124	Well-designed places
127	Achieving well-designed places
130	Refusal of poor design
150	Planning for Climate Change
153	Planning for Climate Change
190	Proposals affecting heritage assets
192	Proposals affecting heritage assets
193	Considering potential impacts
194	Considering potential impacts
196	Less than substantial harm
212	Implementation

HBC Planning Policy Comments

13.13 The property is located within the Headland conservation area, and is a grade II listed building and so is a recognised heritage asset. The suite of heritage policies within the Local Plan seek to preserve, protect and positively enhance all heritage assets. There are concerns that the materials that have been installed are not in keeping with the character of the conservation area, and there is less than substantial harm to the listed building and the wider conservation area as a result of this.

13.14 The NPPF stipulates that if there is evidence to demonstrate that any harm caused to a designated heritage asset can be outweighed by the public benefits of a proposal, then the proposal may be considered acceptable. In this instance, there is no evidence to demonstrate such benefits. As a result of this, the introduction of materials on the building that are alien to the conservation area and are not in keeping with the character is a cause for concern, and is contrary to policies HE1, HE3, HE4 of the Local Plan and to the NPPF.

PLANNING CONSIDERATIONS

13.15 The main material planning considerations when considering this application are the impact on the character and appearance of the listed building and surrounding conservation area and the impact on the amenity of neighbouring land users.

IMPACT UPON DESIGNATED HERITAGE ASSETS (INCL. THE CHARACTER SETTING AND APPEARANCE OF THE LISTED BUILDING AND THE CONSERVATION AREA)

13.16 The host property comprises a grade II listed two storey building located in the Headland Conservation Area, both of which are considered to be designated heritage assets in regard to the determination of the application.

13.17 In considering applications for listed buildings the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. When considering any application for planning permission that affects a conservation area, the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

13.18 Policy HE1 of the Local Plan states that the Borough Council will seek to preserve, protect and positively enhance all heritage assets. Policy HE4 of the Local Plan states the Borough Council will seek to 'conserve or enhance the town's listed buildings by resisting unsympathetic alterations, [and] encouraging appropriate physical improvement work.'

13.19 The National Planning Policy Framework (NPPF) looks for local planning authorities to take account of the significance of a designated heritage asset and give, 'great weight' to the asset's conservation (para 193 and 194, NPPF). The National Planning Policy Framework (NPPF) goes further in seeking positive enhancement in conservation areas to better reveal the significance of an area

(para. 200, NPPF). It also looks for local planning authorities to take account of the desirability of new development making a positive contribution to local character and distinctiveness (paras. 185 & 192, NPPF).

13.20 Further to this at a local level, Local Plan Policy HE3 states that the Borough Council will, 'seek to ensure that the distinctive character of conservation areas within the Borough will be conserved or enhanced through a constructive conservation approach. Proposals for development within conservation areas will need to demonstrate that they will conserve or positively enhance the character of the conservation areas.'

13.21 The Headland Conservation area forms the original settlement of Hartlepool, established during the seventh century as a religious centre and later becoming important as a port. As identified in the comments received from the Council's Heritage and Countryside Manager above, its unique character derives from its peninsula location and from the Victorian domestic residential architecture.

13.22 The detail and standard joinery evident on the Headland contributes to its unique character. Front doors are considered to be two or four panelled set in a door case which may be of a simple design or may be more decorative with fluted Doric columns. There are examples of later Edwardian architecture which differ from the earlier Victorian houses by the use of more elaborate joinery, to doors, door cases and windows with multi-paned upper lights and fixed sash lower lights.

13.23 The conservation area is considered to be at risk due to the loss of traditional detailing such as windows and doors. Policy HE7 of the Local Plan sets out that the retention, protection and enhancement of heritage assets classified as 'at risk' is a priority for the Borough Council.

13.24 This is a retrospective application for the installation of a composite front entrance door and uPVC frame.

13.25 The Council's Heritage and Countryside Manager has advised that composite doors have a more regular surface finish and colour, and the ageing process differs significantly between composite material and painted timber. The former retains its regularity of form, colour and reflectivity with little change over time. Newly painted timber is likely to go through a wider range of change and appearance over time. A composite door will differ significantly in appearance both at the outset and critically as it ages from one constructed in wood. For this reason the door is not considered to be appropriate for use on listed buildings or within the conservation area and would result in a less than substantial harm to the designated heritage assets.

13.26 The NPPF requires works that would result in less than substantial harm to the significance of a designated heritage asset is weighed against any public benefits of the proposal. The Council's Heritage and Countryside Manager has identified these works as being less than substantial harm to the designated heritage assets, namely the Grade II listed building of No. 10 Regent Square and the Headland Conservation Area.

13.27 No justification for the need for removal of the original timber door or what clear public benefit there could be to justify these works has been provided by the applicant (as required by the NPPF). Therefore, in this instance, it is considered that the identified 'harm' to the designated heritage assets would warrant a refusal of the application.

13.28 The applicant was made aware of the concerns of the Council's Heritage and Countryside Manager and Hartlepool Civic Society however the Applicant has made the decision to continue with the current application as submitted.

AMENITY OF NEIGHBOURING OCCUPIERS

13.29 It is not considered that the works carried out have a significant negative impact on the amenity and privacy neighbouring occupiers given the nature, scale and siting of the door in relation to neighbouring properties.

CONCLUSION

13.30 It is considered that the composite door and uPVC frame cause less than substantial harm to the significance of the listed building and conservation area by virtue of the design, detailing and use of materials. Furthermore, insufficient information has been provided to demonstrate that this harm is outweighed by any public benefits. It is therefore considered the development detracts from the character and appearance of the Grade II listed building of No. 10 Regent Square and the Headland Conservation Area, contrary to policies HE1, HE3, HE4, HE7 of the Hartlepool Local Plan (2018) and paragraphs 124, 130, 185, 190, 192 and 200 of the National Planning Policy Framework 2019.

EQUALITY AND DIVERSITY CONSIDERATIONS

13.31 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

13.32 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

13.33 There are no Section 17 implications.

REASON FOR DECISION

13.34 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is not acceptable as set out in the Officer's Report.

RECOMMENDATION – REFUSE for the following reason;

01. In the opinion of the Local Planning Authority, it is considered that the composite door to the front of the property causes less than substantial harm to the Grade II listed building of No. 10 Regent Square and the Headland Conservation Area by virtue of the design, detailing and use of materials. Furthermore, insufficient information has been provided to demonstrate that this harm is outweighed by any public benefits. It is therefore considered the development detracts from the character and appearance of the listed building and the Headland Conservation Area, contrary to policies HE1, HE3, HE4, HE7 of the Hartlepool Local Plan (2018) and paragraphs 124, 130, 185, 190, 192 and 200 of the National Planning Policy Framework 2019.

BACKGROUND PAPERS

13.35 Background papers can be viewed by the ‘attachments’ on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=136958>

13.36 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>

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10 Regent Square, Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 27.8.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0084 H/2020/0123	REV

No: 14.
Number: H/2020/0123
Applicant: MR E ARMSTRONG REGENT SQUARE HARTLEPOOL
TS24 0QW
Agent: MR E ARMSTRONG 10 REGENT SQUARE
HARTLEPOOL TS24 0QW
Date valid: 23/04/2020
Development: Listed building consent application for the installation of
composite front entrance door and UPVC frame
(retrospective application)
Location: 10 REGENT SQUARE HARTLEPOOL

PURPOSE OF REPORT

14.1 An application has been submitted for the development highlighted within this report accordingly Hartlepool Borough Council as Local Planning Authority is required to make a decision on this application. This report outlines the material considerations in relation to the proposal and presents a recommendation.

BACKGROUND

14.2 The following planning applications are associated with the site:

H/1982/0145 – Erection of kitchen extension – Approved 04/05/1982.

H/2020/0084 – Installation of composite front entrance door and UPVC frame (retrospective application) – pending consideration.

PROPOSAL

14.3 Retrospective Listed Building Consent is sought for the installation of a composite front entrance door and uPVC frame at 10 Regent Square. The door is blue in colour with white uPVC frame and is understood to have replaced a traditional 4-panel, solid timber door.

14.4 The application has been brought to the planning committee in line with the Council's scheme of delegation having regard to the recommendation and the retrospective nature of the application.

SITE CONTEXT

14.5 The application site is a mid-terrace, two storey property on Regent Square in the Headland, Hartlepool. The site is a Grade II listed building and is within the Headland Conservation Area. The surrounding area is typified by two and three storey residential properties.

PUBLICITY

14.6 The application has been advertised by way of site notice, press notice and neighbour letters (4). To date, no responses have been received.

14.7 The period for publicity has expired.

CONSULTATIONS

14.8 The following consultation replies have been received:

Heritage and Countryside Manager – The application site is a grade II listed building located in the Headland Conservation Area, both of which are recognised as designated heritage assets. Policy HE1 of the Local Plan states that the Borough Council will seek to preserve, protect and positively enhance all heritage assets.

In considering applications for listed buildings the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The National Planning Policy Framework (NPPF) looks for local planning authorities to take account of the significance of a designated heritage asset and give, 'great weight' to the asset's conservation (para 193 and 194, NPPF).

Policy HE4 of the local plan states the Borough Council will seek to 'conserve or enhance the town's listed buildings by resisting unsympathetic alterations, encouraging appropriate physical improvement work, supporting appropriate and viable proposals to secure their re-use and restoration.'

When considering any application for planning permission that affects a conservation area, the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area. The NPPF goes further in seeking positive enhancement in conservation areas to better reveal the significance of an area (para. 200, NPPF). It also looks for local planning authorities to take account of the desirability of new development making a positive contribution to local character and distinctiveness (paras. 185 & 192, NPPF).

Further to this at a local level, Local Plan Policy HE3 states that the Borough Council will, 'seek to ensure that the distinctive character of conservation areas within the Borough will be conserved or enhanced through a constructive conservation approach. Proposals for development within conservation areas will need to demonstrate that they will conserve or positively enhance the character of the conservation areas.'

The Headland Conservation area forms the original settlement of Hartlepool, established during the seventh century as a religious centre and later becoming important as a port. Its unique character derives from its peninsula location and from the Victorian domestic residential architecture.

Two-storey is the most common building height in the Headland but those buildings on the main frontages to the sea front are often three storey. The detail and

standard joinery evident on the Headland contributes to its unique character. Windows are usually vertical sliding sash containing a single pane of glass, sometimes divided by a single vertical glazing bar. Horns are also evident on sash windows for decoration and strength. Some of the earlier type of multi-paned sash windows are found on lesser windows on rear elevations or to basements. Canted bay windows are also a feature of the Headland, sometimes running up the front elevation from basement to attic, or in other instances forming a single projecting oriel window at first floor. Front doors are two or four panelled set in a door case which may be of a simple design or may be more decorative with fluted Doric columns. There are examples of later Edwardian architecture which differ from the earlier Victorian houses by the use of more elaborate joinery, to doors, door cases and windows with multi-paned upper lights and fixed sash lower lights.

The conservation area is currently considered to be at risk under the criteria used by Historic England. Policy HE7 of the Local Plan sets out that the retention, protection and enhancement of heritage assets classified as 'at risk' is a priority for the Borough Council.

The application is for the removal of a timber door and its replacement with a composite four panelled door, with the upper two panels glazed. The door is fixed in a UPVC frame.

Generally composite doors have a more regular surface finish and colour, and the ageing process differs significantly between composite material and painted timber. The former retains its regularity of form, colour and reflectivity with little change over time. Newly painted timber is likely to go through a wider range of change and appearance over time. A composite door will differ significantly in appearance both at the outset and critically as it ages from one constructed in wood.

In this case the door which has been installed is considerably different from the door it replaced.

The timber door was a solid four panelled door, slightly wider than the door which has replaced it. The panelling featured bolelection moulding and there was a round door knob. The frame itself was narrow with moulding detailing to the transom constructed in timber. The replacement door is narrower with fielded panels to the lower part of the door. There is no detailing to the transom and there is a lever handle. In addition the finish on the door appears to have a timber effect to it.

It is considered that the proposal will cause less than substantial harm to the designated heritage asset (NPPF, 196). This is because the design of the door which is currently installed is not of an appropriate style as would be expected to be seen on an early 19th century property, further to this it is of a modern construction and does not have the finer detailing of a timber door.

No information has been provided to demonstrate that this harm will be outweighed by the public benefits of the proposal.

Historic England - On the basis of the information available to date, in our view you do not need to notify or consult us on this application under the relevant statutory provisions, details of which are enclosed. If you consider that this application does fall within one of the relevant categories, or you have other reasons for seeking our advice, please contact us to discuss your request.

PLANNING POLICY

14.9 In relation to the specific policies referred to in the section below please see the Policy Note at the end of the agenda.

Local Policy

14.10 The following policies in the adopted Hartlepool Local Plan 2018 are relevant to the determination of this application:

Policy	Subject
CC1	Minimising and adapting to Climate Change
SUS1	Presumption in Favour of Sustainable Development
LS1	The Locational Strategy
QP3	Location, accessibility, highway safety and parking
QP4	Layout and Design of Development
QP5	Safety and Security
QP6	Technical matters
QP7	Energy Efficiency
HE1	Heritage assets
HE3	Conservation areas
HE4	Listed Buildings and Structures
HE7	Heritage at Risk

National Policy

14.11 In February 2019 the Government issued a revised National Planning Policy Framework (NPPF) replacing the 2012 and 2018 NPPF versions. The NPPF sets out the Governments Planning policies for England and how these are expected to be applied. It sets out the Government requirements for the planning system. The overriding message from the Framework is that planning authorities should plan positively for new development. It defines the role of planning in achieving sustainable development under three overarching objectives; an economic objective, a social objective and an environmental objective, each mutually dependent. At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking, this means approving development proposals that accord with an up-to-date development plan without delay or, where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date, granting permission unless policies within the Framework provide a clear reason for refusal or any adverse impacts of doing so would significant and demonstrably outweigh the benefits.

14.12 The following paragraphs are relevant to this application:

Para	Subject
2	Primacy of the Development Plan
7	Three dimensions to sustainable development
8	Achieving sustainable development
9	Pursuing sustainable development
10	Achieving sustainable development
11	Planning law and development plan
12	Status of the development plan
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153	Planning for Climate Change
190	Proposals affecting heritage assets
192	Proposals affecting heritage assets
193	Considering potential impacts
194	Considering potential impacts
196	Less than substantial harm
212	Implementation

HBC Planning Policy Comments

14.13 With regards to the retrospective application for a composite front door entrance and UPVC frame at 10 Regent Square, there are concerns from a policy perspective. The building is located within the Headland Conservation Area and is itself a Grade II listed building, and so policies HE3 and HE4 must be considered. With particular reference to policy HE4, it is considered that in determining applications for listed buildings, proposals are expected to use traditional materials in sympathetic and complementary designs which are in keeping with the character and special interest of the heritage asset. There are concerns that the materials that have been used to replace the traditional wooden features are not appropriate given the heritage asset status of the building and the wider conservation area, as such materials result in different finishes and do not reflect the styles that would have been used when the building was first constructed.

14.14 Alongside this, the comments of the Heritage and Countryside manager indicate that the proposal is thought to result in less than substantial harm to the heritage asset, and national policy indicates that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. As there is no information provided with the application to detail the public benefits of this proposal, the national policy test has not been met. Therefore, it is considered that the proposal, in causing less than substantial harm to the heritage asset, is contrary to policies HE1, HE3 and HE4, alongside national policy.

PLANNING CONSIDERATIONS

14.15 The main issues for consideration in this instance are the impact of the proposal on the character and setting of the listed building.

IMPACT ON CHARACTER AND THE SETTING OF THE LISTED BUILDING

14.16 The host property comprises a grade II listed two storey building which is set within the Headland Conservation Area, both of which are considered to be designated heritage assets in regard to the determination of the application.

14.17 In considering applications for listed buildings the 1990 Act requires a local planning authority to pay special attention to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

14.18 Policy HE1 of the Local Plan states that the Borough Council will seek to preserve, protect and positively enhance all heritage assets. Policy HE4 of the Local Plan states the Borough Council will seek to 'conserve or enhance the town's listed buildings by resisting unsympathetic alterations, [and] encouraging appropriate physical improvement work.'

14.19 The National Planning Policy Framework (NPPF) looks for local planning authorities to take account of the significance of a designated heritage asset and give, 'great weight' to the asset's conservation (para 193 and 194, NPPF).

14.20 The Headland Conservation area forms the original settlement of Hartlepool, established during the seventh century as a religious centre and later becoming important as a port. As identified in the comments received from the Council's Heritage and Countryside Manager above, its unique character derives from its peninsula location and from the Victorian domestic residential architecture.

14.21 The detail and standard joinery evident on the Headland contributes to its unique character. Front doors are considered to be two or four panelled set in a door case which may be of a simple design or may be more decorative with fluted Doric columns. There are examples of later Edwardian architecture which differ from the earlier Victorian houses by the use of more elaborate joinery, to doors, door cases and windows with multi-paned upper lights and fixed sash lower lights.

14.22 The proposal is a retrospective Listed Building Consent application for the installation of composite front entrance door and UPVC frame.

14.23 The Council's Heritage and Countryside Manager has advised that composite doors have a smoother more regular surface finish and colour, and the ageing process differs significantly between composite material and painted timber. The former retains its regularity of form, colour and reflectivity with little change over time. Newly painted timber is likely to go through a wider range of change and appearance over time. A composite door will differ significantly in appearance both at the outset and critically as it ages from one constructed in wood. In addition to this the doors are constructed differently and therefore the finer detailing found in moulding and

frame or just the basic construction of the door is not replicated in a composite door or its frame. For this reason the door is not considered to be appropriate for use on listed buildings or within the conservation area.

14.24 The NPPF requires works that would result in less than substantial harm to the significance of a designated heritage asset is weighed against any public benefits of the proposal. The Council's Heritage and Countryside Manager has identified these works as being less than substantial harm to the designated heritage assets, namely the Grade II listed building of No. 10 Regent Square (and the Headland Conservation Area).

14.25 No justification for the need for removal of the original timber door or what clear public benefit there could be to justify these works has been provided by the applicant (as required by the NPPF). Therefore, in this instance, it is considered that the identified 'harm' to the designated heritage asset(s) would warrant a refusal of the application.

14.26 The applicant was made aware of the concerns of the Council's Heritage and Countryside Manager however the Applicant has made the decision to continue with the current application.

CONCLUSION

14.27 It is considered that the composite door and uPVC frame cause less than substantial harm to the significance of the listed building by virtue of the design, detailing and use of materials. Furthermore, insufficient information has been provided to demonstrate that this harm is outweighed by any public benefits. It is therefore considered the development detracts from the character and appearance of the Grade II listed building of No. 10 Regent Square and the Headland Conservation Area, contrary to policies HE1, HE3, HE4 and HE7 of the Hartlepool Local Plan (2018) and paragraphs 124, 130, 185, 190, 192 and 200 of the National Planning Policy Framework 2019.

EQUALITY AND DIVERSITY CONSIDERATIONS

14.28 There is no evidence of equality or diversity implications.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

14.29 The Crime and Disorder Act 1998 requires local authorities to consider crime and disorder reduction in the exercise of all their duties, activities and decision-making.

14.30 There are no Section 17 implications.

REASON FOR DECISION

14.31 It is considered by Officers that the proposal in the context of relevant planning policies and material planning considerations is not acceptable as set out in the Officer's Report.

RECOMMENDATION – REFUSE for the following reason;

01. In the opinion of the Local Planning Authority, it is considered that the composite door to the front of the property causes less than substantial harm to the Grade II listed building of No. 10 Regent Square by virtue of the design, detailing and use of materials. Furthermore, insufficient information has been provided to demonstrate that this harm is outweighed by any public benefits. It is therefore considered the development detracts from the character and appearance of the listed building and its setting within the Headland Conservation Area, contrary to policies HE1, HE3, HE4, HE7 of the Hartlepool Local Plan (2018) and paragraphs 124, 130, 185, 190, 192 and 200 of the National Planning Policy Framework 2019.

BACKGROUND PAPERS

14.32 Background papers can be viewed by the 'attachments' on the following public access page:

<http://eforms.hartlepool.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=137463>

14.33 Copies of the applications are available on-line:

<http://eforms.hartlepool.gov.uk:7777/portal/servlets/ApplicationSearchServlet>

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10 Regent Square, Hartlepool

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THIS PLAN IS FOR SITE IDENTIFICATION PURPOSE ONLY

HARTLEPOOL BOROUGH COUNCIL	DRAWN JB	DATE 27.8.2020
	SCALE 1:500	
Dept of Regeneration & Neighbourhoods Civic Centre, Victoria Road, Hartlepool TS24 8AY	DRG.NO H/2020/0084	REV H/2020/0123

POLICY NOTE

The following details a precis of the overarching policy documents (including relevant policies) referred to in the main agenda. For the full policies please refer to the relevant document, which can be viewed on the web links below;

HARTLEPOOL LOCAL PLAN POLICIES

<https://www.hartlepool.gov.uk/localplan>

HARTLEPOOL RURAL NEIGHBOURHOOD PLAN

https://www.hartlepool.gov.uk/downloads/file/4876/hrnp_2016-2031_-_made_version_-_december_2018

MINERALS & WASTE DPD 2011

https://www.hartlepool.gov.uk/info/20209/local_plan/317/tees_valley_minerals_and_waste_development_plan_documents_for_the_tees_valley

REVISED NATIONAL PLANNING POLICY FRAMEWORK (NPPF) 2019

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

ILLUSTRATIVE EXAMPLES OF MATERIAL PLANNING CONSIDERATIONS

Material Planning Considerations	Non Material Considerations
<i>Can be taken into account in making a planning decision</i>	<i>To be ignored when making a decision on a planning application.</i>
<ul style="list-style-type: none"> Local and National planning policy 	<ul style="list-style-type: none"> Political opinion or moral issues
<ul style="list-style-type: none"> Visual impact 	<ul style="list-style-type: none"> Impact on property value
<ul style="list-style-type: none"> Loss of privacy 	<ul style="list-style-type: none"> Hypothetical alternative proposals/sites
<ul style="list-style-type: none"> Loss of daylight / sunlight 	<ul style="list-style-type: none"> Building Regs (fire safety, etc.)
<ul style="list-style-type: none"> Noise, dust, smells, vibrations 	<ul style="list-style-type: none"> Land ownership / restrictive covenants
<ul style="list-style-type: none"> Pollution and contaminated land 	<ul style="list-style-type: none"> Private access disputes
<ul style="list-style-type: none"> Highway safety, access, traffic and parking 	<ul style="list-style-type: none"> Land ownership / restrictive covenants
<ul style="list-style-type: none"> Flood risk (coastal and fluvial) 	<ul style="list-style-type: none"> Private issues between neighbours
<ul style="list-style-type: none"> Health and Safety 	<ul style="list-style-type: none"> Applicants personal circumstances (unless exceptional case)
<ul style="list-style-type: none"> Heritage and Archaeology 	<ul style="list-style-type: none"> Loss of trade / business competition (unless exceptional case)
<ul style="list-style-type: none"> Biodiversity and Geodiversity 	<ul style="list-style-type: none"> Applicants personal circumstances (unless exceptional case)
<ul style="list-style-type: none"> Crime and the fear of crime 	
<ul style="list-style-type: none"> Planning history or previous decisions made 	

(NB: These lists are not exhaustive and there may be cases where exceptional circumstances require a different approach)

PLANNING COMMITTEE

16 September 2020



Report of: Assistant Director (Environment and Neighbourhood Services)

Subject: UPDATE ON CURRENT COMPLAINTS

1. PURPOSE OF REPORT

1.1 To update members with regard to complaints that have been received and investigations that have been completed. Investigations have commenced in response to the following complaints:

1. The erection of a large structure/extension at the rear of a residential property in Butterstone Avenue.
2. The felling of trees on land off Elwick Road.
3. The erection of a fence at the front of a residential property in Meadowgate Drive.

1.2 Investigations have been completed as a result of the following complaints:

1. The erection of an outbuilding in the rear garden of a residential property in Oxford Road. A retrospective planning application seeking to regularise the development has since been approved.
2. The erection of a timber outbuilding at a residential property in Kingsley Avenue. The height of the outbuilding has now been reduced in accordance with permitted development.
3. Running a car repair and sales business at a residential property in Kingsley Avenue. No evidence of a car repair and sales business was established.
4. Non-compliance with a condition relating to working hours at a residential development site at land off Coniscliffe Road. The site is now operating in accordance with the working hours condition.

5. The change of use from a shop to a café at a commercial premises in Elizabeth Way. Permitted development rights apply in this case.

2. RECOMMENDATION

- 2.1 Members note this report.

3. CONTACT OFFICER

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AUTHOR

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The Move On Fund

OFFICIAL

Why?

We have 900 properties across Hartlepool

The vast majority are 2, 3 and 4 bedroom properties

We have a high volume of empty properties in Hartlepool. The highest across Teesside, Sunderland and Durham

Our lettings activity demonstrates there is little to no demand for the larger properties, and a higher demand for 1 bedroom accommodation

Due to working in partnership with HBC, we know this is a need across the whole of Hartlepool

We have worked in Hartlepool for over 30 years, providing Social Housing & Supported Accommodation

We are committed to helping Hartlepool's housing strategy and to address the issues welfare reform has created in Hartlepool

Our promise to customers is to provide them safe, quality and affordable housing



How?



The Move On Fund capital grant funding will be used to transform and convert current high turnover, empty stock into quality properties.

This will reduce the oversupply of 3 bed units and providing additional smaller units to our portfolio.

We will also create a hub office in the heart of our estate and in addition we will provide a full staff team of approximately 7 full time Housing Support Workers and a Senior Manager.

Properties will be furnished and decorated to a high standard, encouraging people to take ownership and feel proud of where they live, investing in their community

What are the benefits?



We will provide intensive housing support to customers moving into our properties.

Our office hub and additional office in West View will provide a drop in service for the whole local community to support customers in our estates.

Address concerns around ASB - we will provide access to noise nuisance technology.

Additional presence on the estate will increase trust and confidence in order for people to report concerns.

Our wider approach is to invest in Hartlepool, improve our property standards across the whole of Hartlepool.

Over the next 3 years we will be investing an additional £3m through our planned programme.

Who is the Move On Fund For?

People in Hartlepool who are in housing need, for example:

- People who may have been made homeless or are struggling due to the impact of Covid19
- People who may have had relationship breakdowns (divorce/ separation)
- Young people being forced to leave home or young people leaving care/ foster placements
- People fleeing domestic abuse
- People with mental health needs
- People who are recovering from substance misuse issues and are engaging with health care professionals/support agencies.
- People who are inadequately housed or over crowded



Who is the Move On Fund For?

The Move on Fund properties are for :

- Hartlepool residents - single people/ couple's or small families
- People who require low to medium support
- Hartlepool already commission support for people with higher needs- we will not move people in with high support needs
- People who are ready to move on from specialist supported accommodation and have completed a successful support pathway



How we will manage and support the estates?



- We will provide individual intensive housing management support, based upon the persons needs for anywhere up to 2 years
- We will have a 24 hours response, with on call managers available to deal with incidents



Thank you for listening.

Any questions/comments?

Move On Fund – Hartlepool Background & supporting information

1.0 Summary

The purpose of this report is to provide Planning Committee and Councillors with more information on the Move on Fund scheme consisting of remodelling 25 properties in West View and Clarence Estates, Hartlepool.

The scheme has been developed alongside Hartlepool Council who have supported the development of this project.

Subject to planning approval, we now have a local contractor ready to commence and deliver this piece of work.

2.0 Introduction - The 'Move On Fund'

Homes England's Move on Fund is intended to provide necessary accommodation and support to enable independent living.

Across Hartlepool there is a growing demand for smaller 1 & 2 bedroomed affordable housing to help accommodate smaller, single person households of all ages. This will help people of all ages avoid under occupation, paying bedroom tax and the stress of getting into debt.

Home Group have over 360 properties in West View and Clarence Estates (80%), however we are aware that there is a major oversupply of 3 bedroom properties in these areas but only 9x1 bed flats properties in the whole of the area.

With competition from new build affordable housing in Hartlepool and the introduction of the bedroom tax this has led to higher debt issues and turnover within the estates. Empty properties often suffer from vandalism and break ins which then require boarding up with permascreeen and sitex doors. Defined as 'broken window syndrome' this can lead to further deterioration and housing market collapse, something Home Group proactively wish to tackle working with Hartlepool Council.

The average turnover over the last 3 years has exceeded 12%, leading to lower demand and local management issues. Voids in the Clarence estate for example can sometimes reach 20%.

With growing demand and pressure on support networks, providing good quality homes will help provide shelter to those desperately in need of a home, providing stability and improve the wellbeing of our customers.

The government via 'Homes England' are working with Home Group to provide more appropriately sized affordable housing in Hartlepool.

The Move on Project will inject a further £3m of investment into the Clarence and West View Estates as part of a wider £6m package of works being proposed over the next 5 years.

This capital grant funding will be used to transform and convert current high turnover, void stock into high quality 'as good as new' flats whilst reducing the oversupply of 3 bed houses and providing additional smaller units to help accommodate residents of Hartlepool.

3.0 The Client Base and process

Please see supporting MS PowerPoint document provided by Operations.

Following the introduction of bedroom tax, 1 bedroom properties are now desperately needed to help Hartlepool residents avoid falling into debt, being evicted and becoming homeless.

This investment is ringfenced and must be used to create **Hub** and **Transition** properties. Hub properties will be designed to provide more concentrated support for customers who require this. Transition properties will be a 'next step' and provide support on a less intensive basis and customers will have the option to remain in their property when they are ready to have the support removed.

Hartlepool HUB Office @ 10 Greenwood Road on the Clarence Estate will be created by using one of the remodelled units as a Home Group office on the estate. The Hub Office will provide on-site office space to support customers in nearby properties.

Additional to the Move on Scheme – Home Group are also currently investigating if we can provide a new Home Group Office with the West View Estate.

Having two new offices within these estates will increase staff presence and enabling us greater ability to tackle ASB.

Home Group will attend the planning committee on the 16th September to answer questions.

4.0 Areas & Properties

The project will sub-divide & convert 25 existing voids (15 in Clarence, 8 in West View and 2 elsewhere) into 50 flats (7x2bed + 42x1bed + 1hub office), helping Hartlepool to create an additional 25 smaller affordable properties. Please note this represents less than 5% of the total of these estates. The Move On properties have been carefully dispersed throughout these estates.

Works will also be completed to improve the standard of each estate, design out anti-social behaviour, reduce oversupply of 3 bed units and the constant turnover of voids.

Physical & social benefits of this regeneration:

- Improved quality and enhanced security measures will ensure customers are safe and secure in their homes. Decoration, flooring, white goods and furniture are provided to help support customers.
- Property intervention will deliver regeneration, thereby improving the quality of life for existing and new customers, reducing ASB and appearance of these estates.

In respect of the sound transmission between the properties at party walls. The conversion work will be carried out in accordance with the Building Regulations and in compliance with Part E Resistance to Sound (Specifically E1 protection against sound transfer from separating walls and floors). This is likely to entail improvement to the acoustic performance of the existing party walls which will entail the provision of an independently framed wall lining including sound insulation and improved sound insulation to floors within flats. The design and specification of the work will be in compliance with current Building Regulations.

4.0 Investment & Timescales:

Home Group have recently made significant investment in both estates with new roofing, doors and electrics.

The Move on Project will inject **£3m of investment** into the Clarence and West View Estates as part of a wider £6m package of works being proposed over the next 5 years.

The Move on Project had a delivery deadline of 31st **March 2021** set by Homes England. Due to Covid we are discussing an extension to this deadline.

5.0 99 Winterbottom Avenue

The construction cost to convert this property from a 3 bedroom house to 2x 1 bedroom flats is over £88,000 including preliminaries, overheads and profit and a proportion of the provisional sums. The costs exclude professional fees and VAT.

Please note that this property does require major works anyway. The property has major damp issues and requires the removal of concrete floor and replacement incorporating insulation and damp proof membrane linked to damp proof course.

6.0 Environmental benefits & tackling fuel poverty

This project includes the provision of solar PV on the roofs of Move on Fund properties helping to reduce customers electric bills.

7.0 Community Benefits from the Contractor

This scheme presents an opportunity for us to deliver a range of social value outcomes in Hartlepool.

1. Educating Local Secondary Schools including work experience and employment opportunities for local school leavers.
2. Primary Schools – construction programme in primary schools.
3. Employing local apprentices who will utilise this scheme for their training and development.

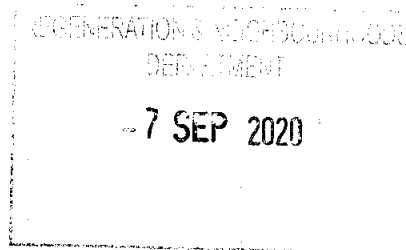
End of Document

SCANNED

- 7 SEP 2020

Mr S Brogden
97 Winterbottom Avenue
Hartlepool
TS24 9JA
5TH September 2020

Hartlepool Borough Council
Regeneration & Neighbourhoods
Civic Centre
Hartlepool
TS24 8AY



Ref :- H/2020/0149

Statement to be read to the Planning Committee

Mr Stephen Brogden

Objection to Development H/2020/0149

This written statement is submitted to the planning committee for consideration as the objector to the above development does not have the ability to be able to attend this meeting to discuss this application via remote.

Statement

As the resident living next door to this proposed development, I wish to express my objections in the strongest possible terms for the Home Group to convert the property detailed in this planning reference number (H/2020/0149) which is currently a 3 bed family home into two separate dwellings consisting of two one bedroomed apartments.

Taking into consideration the current levels of housing stock available in this area, neither West View or indeed any other part of the town requires such developments to be taking place, taking away valuable housing stock that is very much in demand by families who want to live & settle in the area & by carving up perfectly good family homes into one bedroomed flats serves no legitimate purpose whatsoever given the availability of One Bedroomed properties that are already available to rent in the local area classed as long term vacant.

In the West View area alone, there is clearly an oversupply of one bedroomed homes that are struggling to be re-let, this is evident by looking at the current stock available to rent through "compass" the choice based lettings scheme, where on average there are between 15-20 one bedroomed homes available to rent every week, some of which take months sometimes longer to be tenanted, indicating the oversupply of one bedroomed properties is profound & likely to be made significantly WORSE should these particular developments get the go ahead by the committee today.

By allowing such developments to be approved, with others being proposed in the area this will not only serve to make issues with both the oversupply of vacant one bed properties in the area significantly WORSE than it already is, but will also increase the occurrences of anti-social behaviour in the local vicinity of those developments, in an area that's already experiencing significant problems with a visible lack of police presence due to cutbacks & vacant properties becoming a magnet for vandals & copper thieves.

The community in west view has always had a good balance of family homes in relation to the residents it needed to cater for, & the very aspect of the close knit community we have is now seemingly at risk by the Home Groups plans to take away family homes for the purposes of conversion into smaller dwellings which are simply not needed in this community & will eventually mean families will be forced to move out of the West

View area as the supply of much needed family homes will reduce considerably should these proposals be given the go-ahead by the council today.

I have to also make it clear that in relation to the above planning reference number, this property has only ever seen since it was built just three tenants since originally being built in 1936, all of whom were long term tenants who utilised the home as it was intended for (as a family home), the property has stood empty since October 2019 after the previous tenant passed away due to illness & the family at the property were forced to move on, however for clarification, the property was in fact advertised through the Compass Choice Based Lettings Scheme shortly after becoming vacant in November 2019, where a number of people did bid for this particular property, one such applicant needed a bigger home had family that lived just meters away from the property & realistically should have been successfully shortlisted for the property, however upon that applicant contacting the Home Group its claimed that they had were unsuccessful for the property & the property advertised to someone else.....

The property has been vacant ever since.....

The assertions made by the Home Group that these properties are long term vacant properties that are being underused are claims that are made totally without any evidence whatsoever, as there is well founded evidence to show that these properties are indeed very much in demand, & an overly rigid & inflexible housing policy in the allocation of these properties to families is to blame for the Home Groups failure to have these properties tenanted in a reasonable amount of time, not to mention clear failings within the Choice Based Lettings system "Compass" largely being responsible for applicants failing to successfully acquire these much needed family homes !

Councillors are respectfully asked to look at the online Compass Choice Based Lettings system itself under the heading "changes are coming" where by the services own admission, in a statement made on its website over proposed changes to the CBL system which should have taken place in early 2020 it reads.....

Why are these changes happening?

Customers have told us that the current Compass system is no longer fit for purpose. We have listened and both the Tees Valley Lettings Partnership and Thirteen have agreed that we need something new. The new Digital Lettings Platforms will be modern and customer friendly and make applying for a home easier and quicker for all customers.

Ime putting to the committee that it's not an oversupply of family homes that's the issue here, but rather a failed system that's inadequately utilising the current social housing stock to its fullest potential being the critical issue, meaning families who need these homes are struggling to gain access to them through a failed housing allocations system that should be scrapped creating the false impression of an "oversupply" three bed family homes when there is clearly a demand for such properties in the town.....

Council' policy on "deferring" the applications at a previous meeting

With regards to the Home Group being offered a "deferral" of these applications at the last meeting & between then & now, several other similar developments submitted by the Home Group being approved by council officers, I have to question the councils policy on allowing such treatment to be given to a social landlord to be effectively given a second crack at the whip to get the rest of their developments pushed through who for clarification have had at least half of their applications already "approved" by council officers, despite almost all of those developments receiving at least two objections from nearby residents, their failure to attend the first meeting should mean their applications heard on that day being "refused"

Councillors wanted answers to important issues & the Home Group failed to address them, they should have not been allowed a "second chance" ..

This in my opinion has now placed councillors at this meeting today in a very difficult position in deciding on these applications, as effectively Council Officers have effectively made decision for you on your behalf, making it very difficult if not impossible for you now to reject these proposals, as half of those developments have already been approved by council planning officers against the well founded concerns of those residents who have objected.

This is in my opinion is the reason why this now looks to be an absolute "whitewash", & reinforces the assertion that the council is pushing these developments through via the "back door" totally ignoring residents' concerns, & leaving local elected councillors to mop up the collateral damage afterwards.

The entire development submitted by the Home Group albeit in numerous separate applications despite only some receiving just two objections on some applications regardless should have all been heard together (in bulk), as they in effect represent the bigger part of the housing groups larger development strategy which is to effectively change the balance of social housing availability in the town.

Something I believe is not in the better interests of the residents in the area, but simply a commercial decision made by the Home Group to engineer their own housing surplus due to a failed housing system to gain access to millions of pounds of government money pot to house so called homeless & victims of domestic violence, without showing the council any evidence whatsoever of just how many people they intend to house, & most importantly how they will house victims of domestic abuse in a small apartment, when in most cases most of those victims have children making, a one bed flat totally unsuitable housing conditions for such tenants.

"undersupply" of one bed properties

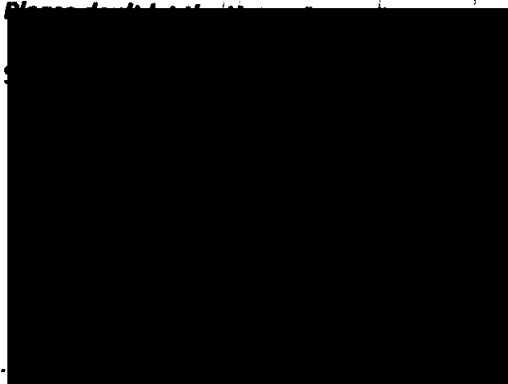
I must finally refute the assertions made by your HBC Planning Officer Stephanie Bell that there is an "undersupply" of one bed properties in the area, as this simply does not reflect the evidence of what housing stock is currently available & lying empty in the area.

Not to mention the fact that the Home Group is claiming an oversupply of three bed social housing in the area.....

So if that's the case.....why has another Social Landlord just recently been given permission to build 31 family homes at Newholm Court if the town supposed to have an "oversupply" of family homes?

I therefore ask councillors to please take on board the concerns of not just myself, but the concerns of the community & reject these applications which have been proposed by the Home Group.....

Please find below a list of properties in the area which are currently empty & available for use by the community.....



97 WINTERBOTTOM AVE

97 winterbottom Avenue

84 WINTERBOTTOM AVE

73 WINTERBOTTOM AVE

82 WINTERBOTTOM AVE

77 winterbottom Avenue

86 winter bottom Ave



94 WINTERBOTTOM AVE



88 WINTERBOTTOM AVENUE
PRIVATE HOME OWNER



73 WINTERBOTTOM AVE

73 winterbottom Ave 1524914

83 WINTERBOTTOM AV

Mr Mrs B Robinson

91 WINTERBOTTOM AVE

95 WINTERBOTTOM AVE

Samuel Sowerby

93 Winterbottom Avenue

81 Winterbottom Ave

79 Winterbottom AVE

79 "

6/9-2020

6/9/2020

6/9/2020

The background is a dark blue gradient with a subtle pattern of white dots. Overlaid on the left side are several concentric circles and a large circular scale with degree markings from 140 to 260. Some circles have arrows indicating a clockwise direction.

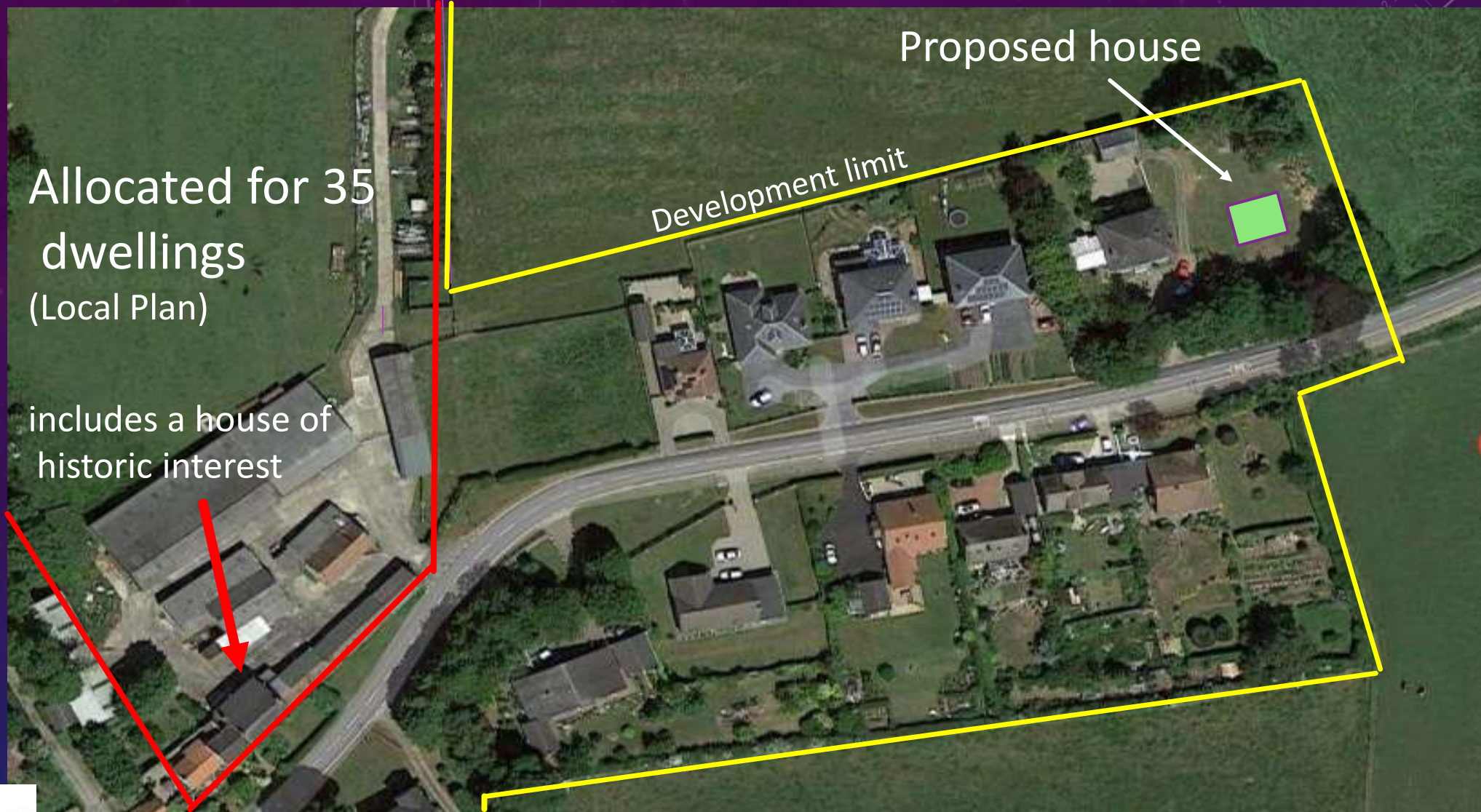
LAND ADJACENT TO ELWICK HOUSE

H/2020/0102

Reasons given for recommendation for refusal are :

- #1. the host property would lose its setting
- #2. due to the scale & design the hierarchy of buildings would be lost.
- #3. affects its significance by the loss of its garden area

Planners agree that a building is acceptable in principle



The row of houses is outside the conservation area
It is within the Development limit

#1. The Setting

Buildings of historic interest



#1. The Setting

Distancing of buildings of historic interest in Elwick



0 metres



0 metres



5 metres



0 metres



0 metres



6 metres



0 metres



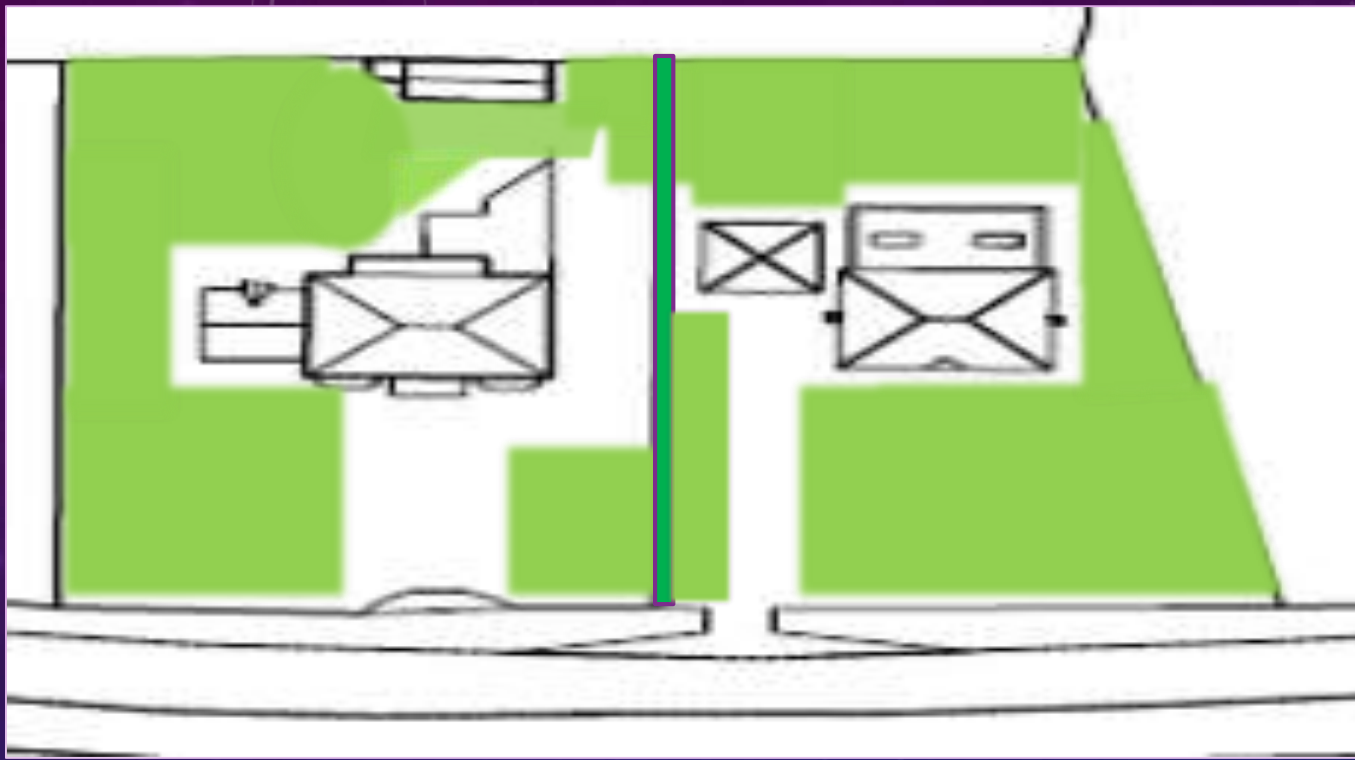
0 metres



16 metres

Elwick House

#1. Setting



The host property will retain a substantial 1/3 acre plot with a large front lawns, a large rear lawn, 17 mature trees, rear decking & patio area, a two storey coach house and parking for a 12 cars.

The proposed house in its 1/3 acre plot will have space for similar. It does already have 16 mature trees plus the agreed four extra trees to be planted. There will be a tall beech hedge between the plots.

The existing garden is unkept because it is too big to maintain.

The Elwick Gardens development housing density ratio has 8 houses in this same space (incl its green spaces)

#1. The Setting

From the front road

all trees at the front have TPO's



Approach



Left



In front



Right

From the rear the proposed house is completely screened.

A planting scheme of the addition of 4 extra oak trees to the side is agreed



Proposed house location

#2. Hierarchy of buildings – Scale

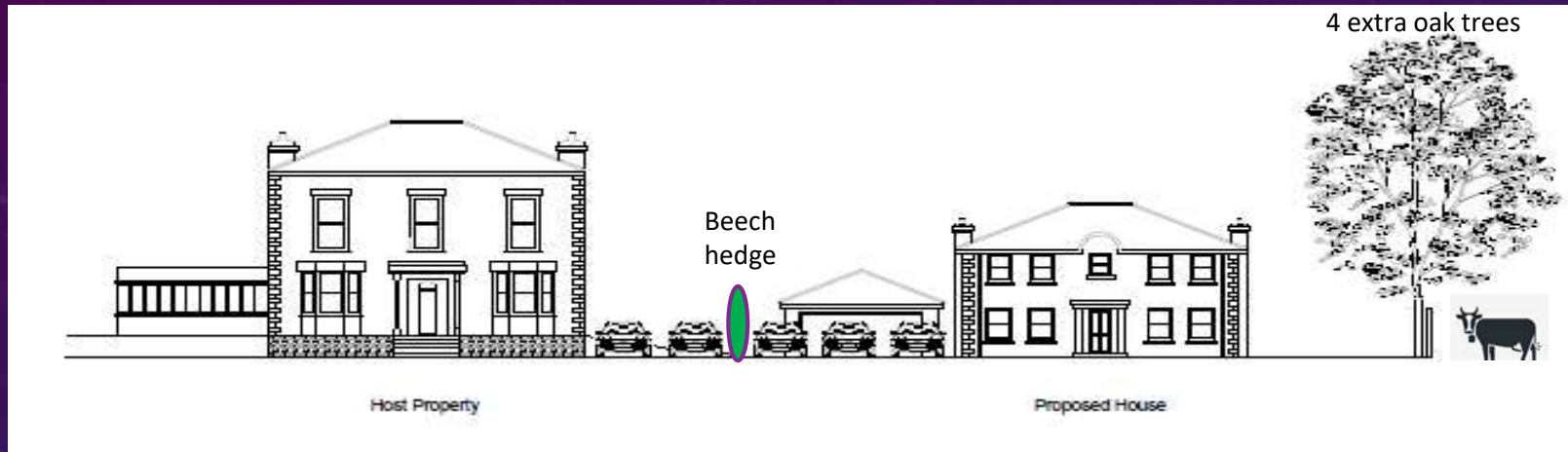


The proposed house is suitably sized for its location (the neighbouring 3 are all larger)

The nearest house to Elwick House is not the proposed house

It is positioned on the end and does not affect any other property

#2. Hierarchy of the buildings - Scale & Spacing



Spacing

There is a large space of 16m between the two houses. A tall beech hedge is the boundary

Scale

The proposed house is narrower than the host property

The proposed house is significantly lower than the host property

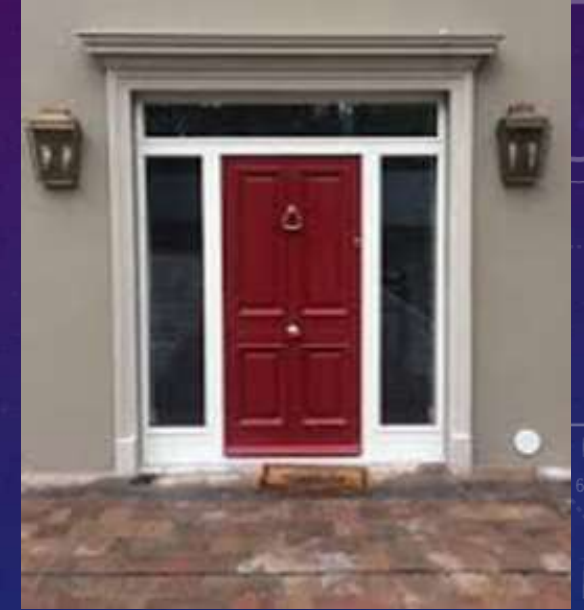
The proposed house does not sit on top of the 5 steps up to the front door level



#3. Hierarchy - Design



Host property



Proposed house

The proposed house is not trying to compete with the architectural design.
It is sympathetic & subservient to the host.

#2. Design compatibility

common features - 'respecting the local vernacular'

Host property



Proposed property



Immediate neighbours



Conservation area houses



Rendered walls	✓
Sash windows	✓
Chimneys	✓
Slate tiles	✓
Hipped roof	✓
Corner stones	✓

Rendered walls	✓
Sash windows	✓
Chimneys	✓
Slate tiles	✓
Hipped roof	✓
Corner stones	✓

Rendered walls	✓
Sash windows	✓
Chimneys	✓
Slate tiles	✓
Hipped roof	✓
Corner stones	✓

Rendered walls	✓
Sash windows	✓
Chimneys	✓
Slate tiles	✓
Hipped roof	
Corner stones	✓

Summary

The location is outside the conservation area and in the village envelope

There are no other neighbouring property than the host property

Planners have agreed that the garden area is suitable for a dwelling

#1. Setting - the proposed house is suitably distanced away from the host property

#1. Setting - it is comprehensively screened from all sides

#2. Hierarchy - The proposed house is of a suitable scale, smaller and much lower than its host

#2. Hierarchy - The proposed house is of a suitable design. It is sympathetic & subservient and the hierarchy is unchallenged

#3. Loss of garden – is not harming the host property. There is ample space