

**13. FULL APPLICATION - CONVERSION OF EXISTING ATTACHED DOMESTIC GARAGE TO UTILITY AND DINING ROOM AT BEGGARS REST, TOWN LANE, BRADWELL. (NP/DDD/ 0623/0699/GB)**

**APPLICANT: MRS Z KNOX ADCOCK**

**Summary**

1. The proposals comprise minor external alterations to the detached bungalow to allow for the conversion of the attached garage to additional living space.
2. The works would result in the loss of the existing garage space as an off-street parking space. There are no significant design issues arising from the proposals.
3. The Bradwell Neighbourhood Plan resists the loss of any off-street parking within the plan area and consequently the Parish Council has raised objection to the application.
4. Officers consider the loss of the off-street parking space to be a theoretical one as the garage has not been used for vehicle storage for many years, and is arguably of a width not suitable for modern vehicles.
5. The application is therefore recommended for conditional approval.

**Site and Surroundings**

6. The application site is a small detached bungalow known as Beggars Rest which stands in a tight curtilage to the southern part of the open space towards the north of the village centre defined by Main Road, Gore Lane and Town Lane. The dwelling is the only building to stand within the triangular island defined by these roads delineating the recreation ground which is otherwise publicly accessible. The application dwelling stands approximately 45m north west from the junction between Main Road and Town Lane
7. The building is considered to date from the early to mid-20<sup>th</sup> Century, is single storey with rendered external walls and brown concrete tiled roof. It is simple in form with an attached flat roofed, single-width garage to the north-west elevation. The building fronts Town Lane, but is not prominent with low limestone walling and hedging to the street boundary.
8. The building is modest in scale with two bedrooms and a footprint to the dwelling (excluding the existing garage) of 9.5m x 7m with a small front porch. The attached flat roofed garage has a footprint of 9m x 3m. The shallow driveway between the garage and pavement fronts to Town Lane and offers a single off street parking space.
9. The building stands within Bradwell Conservation Area.
10. The dwelling stands opposite an open field which falls down to the west of Town Lane. Mixed character and density housing continues then to the north along the west of Town Lane. To the east over the recreation ground is Bradwell Fire Station. Otherwise the application site stands as freestanding building with no immediate residential neighbours, although standing well-within the settlement.

**Proposal**

11. The proposal comprises the conversion of the attached flat roofed garage to create a separate dining room with utility room to the rear (east).

12. To accommodate the conversion the flat roof of the garage would require raising by approximately 550mm. The front up-and-over garage door would be replaced by a single window within a smaller opening to match the windows to the main house.
13. It is likely that the proposals to convert the garage to additional internal living space would otherwise constitute permitted development if the increase in roof height was not required.

#### 14 **RECOMMENDATION:**

**That the application be APPROVED subject to the following conditions -**

1. **Standard time limit**
2. **Carry out in accordance with specified approved plans**
3. **door opening to match existing in terms of finish and recess from the external walls**
4. **External driveway parking space to be maintained as an external parking space to Beggars Rest at all times.**

#### **Key Issues**

- 15 The impact of the development on the appearance of the built environment and Bradwell Conservation Area.
- 16 The implications of the proposals on off-street parking and compliance with the Bradwell Neighbourhood Plan.

#### **History**

17. No pertinent planning history.

#### **Consultations**

##### **Derbyshire County Council Highways**

18. No Objection on highway safety grounds. The consultation response noted 'the proposed conversion results in the loss of the existing single garage. The existing driveway appears to be adequate for the parking of a single vehicle. Whilst typically 2no off-street parking bays should be provided to serve a two-bedroom dwelling, on the basis that the driveway will be retained and the availability of unrestricted on-street parking on Town Lane, it is not considered that the slight under provision of off-street parking would warrant a highways safety objection. Accordingly, subject to a minimum of 1no. parking space being retained within the site, the Highway Authority has no objections to the proposal.'

##### **Bradwell Parish Council**

19. Object to the proposals. It states, 'Bradwell Parish Council have a policy T2 from the neighbourhood plan: **Policy T2: The removal of any current car parking facilities, both public and private, will be strongly opposed.**
20. **Derbyshire Dales District Council** – No response received.

#### **Representations**

21. No representations received.

## **Main Policies**

22. Relevant Core Strategy policies: GSP1, GSP3, L3, T7
23. Relevant Development Management policies: DS1, DM1, DMC3, DMC4, DMC5, DMC8., DMH7, DMT8
24. Bradwell Neighbourhood Plan: T2
25. National Planning Policy Framework

The National Planning Policy Framework (NPPF) was revised in September 2023. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the Authority's Core Strategy 2011 and the Development Management Policies 2019. Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. It is considered that in this case there is no significant conflict between prevailing policies in the Development Plan and Government guidance in the NPPF.

26. Paragraph 176 of the NPPF states that 'great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.'
27. Para 177 explains that when considering applications for development within National Parks, the Broads and Areas of Outstanding Natural Beauty, permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:
  - (a) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
  - (b) the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

## **Core Strategy**

28. Policy GSP1 sets out the broad strategy for achieving the National Park's objectives having regard to the Sandford Principle, (that is, where there are conflicting desired outcomes in achieving national park purposes, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of socio-economic benefits). GSP1 also sets out the need for sustainable development and to avoid major development unless it is essential, and the need to mitigate localised harm where essential major development is allowed.
29. Policy GSP3 sets out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.

30. Policy L3 seeks to conserve and enhance archaeological, architectural, artistic and historic assets.
31. DS1 supports extensions to existing buildings in principle, subject to satisfactory scale, design.
32. T7 relates to minimising the adverse impact of motor vehicles. It notes that residential parking will be the minimum required for operational purposes, taking into account environmental constraints and future requirements.

#### Development Management Policies

33. DM1 sets out a presumption in favour of sustainable development in the context of National Park Purposes.
34. The Development Management Policies DPD requires a high standard of design (DMC3) including consideration of access, utility services and vehicle parking
35. DMC5 requires any heritage asset's significance to be identified and conserved or enhanced through development
36. DMC5 requires proposals to have regard to the significance of any designated or non-designated heritage asset it may affect, proportionate to the level of significance and why the proposals are desirable or necessary
37. DMC8 relates to Conservation Areas and requires development proposals to preserve or enhance the particular qualities of the particular heritage asset.
38. DMT8 addresses residential off-street parking. It states that off-street car parking for residential development should be provided unless it can be demonstrated that on-street parking meets highway standards and does not negatively impact on the visual and other amenity of the local community. This should be either within the curtilage of the property or allocated elsewhere. Full details of the appropriate range of parking provision for residential developments can be found within the Parking Standards at Appendix 9. It goes on to state that off-street car parking space provided as part of a development will be protected where there is evidence that loss of such space would exacerbate local traffic circulation problems.

### **Assessment**

#### Principle

39. The proposal for the improvement to a dwellinghouse is acceptable in principle under policies DS1 and DMH7.

#### Design and Appearance and Effect on Bradwell Conservation Area

40. The proposal comprises relatively limited physical alteration to the external dimensions or appearance of the building and no material change to its overall massing. The proposals would not increase the existing footprint of the bungalow. Whilst not a traditional design component across the National Park, the existing flat-roofed garage is not untypical for the heritage of the application site, and overall has a very low visual prominence in the street scene, consequent to a slightly lower level of the bungalow to the pavement and boundary hedges. The raising of the existing flat roof to the garage by 550mm to allow for habitable space to be created within the converted garage is considered to result in a negligible change to the building's prominence or overall massing.

41. Officers have considered whether the provision of necessary ceiling height below a pitched roof structure would be a reasonable and viable alternative option to that proposed. However, given that the garage extends along the gable of the bungalow and extends beyond the full width of the bungalow the provision of a pitched roof would require a relatively convoluted link and massing, and an overall increase to the scale of this non-traditional building.
42. In respect to design issues the proposals are considered to have a neutral or very minor adverse effect to a non-material degree on the character of the property. Changes to the street scene would be minimal and tightly localised. Consequently, any harmful effect on the special qualities of Bradwell Conservation Area would also be neutral. As such it is considered that the works would serve to preserve the character of the Conservation Area, if not enhance it, and in doing so satisfy policy DMH8.
43. It is considered in visual and design terms, and in respect to the heritage significance of the vicinity that the proposals would satisfy policies GSP3 and DMC3, and would in relation to Conservation Area considerations preserve the Conservation Area in accordance with DMC8.

#### Parking and Highways Considerations

44. The National Park Core Strategy (T7) and Development Management Policies DPD (DMT8) recognise the need for adequate residential off-street parking in development proposals that meet the minimum required unless there is evidence that on-street parking would not exacerbate local traffic circulation problems. Existing off-street parking should be maintained unless it can be demonstrated that on-street parking does not negatively impact on the visual and other amenity of the local community.
45. The Bradwell Neighbourhood Plan is a component of the adopted development plan and as such carries weight in planning determinations within its area. Policy T2 of the adopted Bradwell Neighbourhood Plan states that the removal of any current car parking facilities, both public and private, will be strongly opposed.
46. Supporting text to the policy sets out the community concern about parking within Bradwell. It notes that there is strong concern in the village that there is congestion caused by excessive on-street parking, which inhibits the free flow of traffic and impedes access for emergency services. It notes that the community considers that the congestion problem warrants stringent controls on parking provision for all new development and the imposition of higher standards of provision than are generally required by the Highway Authority.
47. Supporting text also notes that it is important that there is retention of existing public and private parking arrangements.
48. The proposed conversion of the garage to habitable space would result in the removal of the ability of the existing garage to provide an off-street parking space. With the removal of that space, the property would have capacity for a single off-street parking space on the existing driveway.
49. In consultation with the application agent, officers have considered whether there would be capacity within the site to expand the driveway to afford an additional off-street parking space to off-set the loss of the garage space. It is considered that this would not be reasonably possible as a consequence of the depth of space between the highway access to Town Lane, and the forward projecting porch bungalow, and as such the need for a widened access, removal of boundary wall and loss of otherwise limited garden space and still result in limited manoeuvring space. Officers consider this would also be detrimental to the extent of existing screening of the dwelling from Town Lane.

50. In considering the implications of the loss of the single off-street parking space within the garage, it is necessary to have regard to the material change this may have on on-street parking within Bradwell. The applicant has provided a statement which confirms that the current garage has not been used as an off-street parking space for many years, both by the applicant and prior to that by the previous occupants. As a consequence of the age of the building the garage opening is considered to be narrow at 2.1m, with internal garage width at 2.75m, (although this meets parking design standards set out at Appendix 9 of the DMPDPD). The garage has therefore been used for domestic storage space rather than off-street parking for an extended period of time. Officers consider the statement of use of the garage to be genuine. It is therefore the case that the conversion of the garage is not considered by officers to result in the loss of an off-street parking space in practical terms. A theoretical loss would arise however.
51. The bungalow is two bed roomed and parking standards would generally require 2 off-street parking spaces to be provided. However, Derbyshire Highway Authority response has stated that whilst typically 2no off-street parking bays should be provided to serve a two-bedroom (and three bedroom) dwelling, on the basis that the driveway will be retained and the availability of unrestricted on-street parking on Town Lane, it is not considered that the slight under provision of off-street parking would warrant a highways safety objection. It is also of note that the dwelling can be considered to be at the lower end of the parking standard requirement for 2- and 3-bedroom properties.
52. Town Lane is not a main thoroughfare through Bradwell. Existing parking on Town Lane is unrestricted and parking thereon by a potential additional vehicle would not be likely to lead to a material change to congestion or restriction on flow through the village, or impede access by emergency vehicles which are at the heart of the Neighbourhood Plan's response to parking provision. Other dwellings to the west of Town Lane are both dispersed and generally provided with ample off-street parking.
53. Having regard to the development plan context overall, to which the Neighbourhood Plan may be seen to afford less flexibility than that set out with T7 and DMT, it is considered that the long-term use of the garage for purposes other than parking is a material consideration in the determination of this application. Officers consider that the proposed works would not in effect remove an active parking space and consequently that the proposals would have a neutral impact on on-street parking.
54. The Parish Council has been contacted to explain that officers were inclined towards an approval of the proposals given the evidence stated above, and to invite withdrawal of the objection. The Parish Council has responded and expressed its maintenance of the original objection.

## **Conclusion**

55. In conclusion, the proposals would have neutral impact upon the building and street scene, and consequently the heritage significance of the Conservation Area would be preserved, complying with principal policies DMC3 and DMC8.
56. The loss of a theoretical off-street parking space through conversion of the garage can be found to be broadly incompatible with the development plan. However, in the absence of Highway Authority concern, and having regards to the character and parking capacity of Town Lane, and that the garage has not been used for parking over an extended period it is considered that these material considerations justify a positive determination of the proposals in this instance.
57. Given the particular circumstance of the application, a decision to approve the proposals would not be considered to set precedent within the Bradwell Neighbourhood Plan area.
58. Officers therefore recommend approval of the proposals subject to conditions.

## **Human Rights**

59. Any human rights issues have been considered and addressed in the preparation of this report.
60. List of Background Papers (not previously published) Nil
61. Planning Officer – Graham Bradford