



*St Edmundsbury*  
BOROUGH COUNCIL

# DEV/SE/18/041

## Development Control Committee 1 November 2018

### Planning Application DC/18/1220/FUL – 2 & 4 Mill Road, Haverhill

<b>Date Registered:</b>	23.07.2018	<b>Expiry Date:</b>	17.09.2018 – EOT 02.11.2018
<b>Case Officer:</b>	Kerri Cooper	<b>Recommendation:</b>	Approve Application
<b>Parish:</b>	Haverhill	<b>Ward:</b>	Haverhill South
<b>Proposal:</b>	Planning Application - (i) Change of use from financial and professional services (A2) on first floor (2a and 4a) to 3no. flats (C3) with ground floor access to Mill Road; (ii) internal and external alterations		
<b>Site:</b>	2 & 4 Mill Road, Haverhill		
<b>Applicant:</b>	Mr Fowler		

#### **Synopsis:**

Application under the Town and Country Planning Act 1990 and the (Listed Building and Conservation Areas) Act 1990 and Associated matters.

#### **Recommendation:**

It is recommended that the Committee determine the attached application and associated matters.

#### CONTACT CASE OFFICER:

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## **1.0 Background:**

**1.1 The application is referred to the Development Control Committee following consideration by the Delegation Panel. It was referred to the Delegation Panel at the request of Councillor Paula Fox (Ward Member) and the Town Council's view is contrary to the recommendation of approval by the Local Planning Authority.**

## **2.0 Proposal:**

2.1 Planning permission is sought for the change of use of first floor from financial and professional services (Class A2) to 3no. flats (Class C3) with associated internal and external alterations.

## **3.0 Site Details:**

3.1 The application site comprises a two storey building situated in Haverhill Town Centre and Housing Settlement Boundary. The site is on the corner of Mill Road and Camps Road, with retail use located at ground floor and financial and professional use at first floor level. The site is surrounded by varying uses.

## **4.0 Planning History:**

<b>Reference</b>	<b>Proposal</b>	<b>Status</b>	<b>Decision Date</b>
DC/15/1306/ADV	Application for Advertisement Consent - 1no. internally illuminated fascia sign, 2 no. non illuminated fascia signs, 1 no. internally illuminated hanging sign and 4 window vinyl graphics	Application Granted	21.08.2015
SE/08/0071	Advertisement Application - Provision of (i) 2 no. non-illuminated fascia signs to front elevation; (ii) 1 no. non-illuminated fascia sign to side elevation and (iii) 1 no. non-illuminated double sided projecting sign to front elevation (Revised scheme)	Application Granted	21.02.2008
E/99/2650/A	Advertisement Application - Provision of non-illuminated sign on north elevation	Application Granted	27.09.1999
E/99/2101/A	Advertisement Application - Provision of non-illuminated signs on first floor of north and east elevations	Application Refused	29.07.1999

E/89/1309/P	Change of use from first floor storage to office	Application Granted	07.04.1989
E/87/3256/P	Alterations and erection of two storey extension to form additional shop and office accommodation	Application Refused	01.12.1987
E/81/1598/P	Erection of storage extension to no. 2 shop with alterations to no. 4 shop	Application Granted	13.05.1981
E/80/2296/P	Use of first floor for office purposes	Application Granted	03.07.1980
E/78/3673/P	Reconstructed stock room paper store and sorting area - renewal	Application Granted	28.12.1978
E/78/2838/P	Renewal - change of use from residential to offices	Application Granted	12.10.1978
E/76/3265/P	Reconstructed stock room paper store and sorting area - renewal	Application Granted	12.01.1977
E/74/2873/P	Change of use from residential to office use	Application Refused	06.03.1975
E/74/2686/P	Continued use of stockroom, paper store and sorting area	Application Granted	05.12.1974

## **5.0 Consultations:**

- 5.1 Environment and Transport – Highways: No objection, subject to conditions.
- 5.2 Environment Team: No objection.
- 5.3 Public Health and Housing: No objection, however advise amendments and clarification required.

## **6.0 Representations:**

- 6.1 Town Council: Object to application following concerns and points raised by Public Health and Housing.
- 6.2 Ward Member: Councillor Fox has concerns regarding the change of use to flats due to impact on parking, inadequate cycle storage and size of flat 1. Therefore, requested that the application be referred to the Delegation Panel.
- 6.3 Neighbours: No representations received.

**7.0 Policy:** The following policies of the Joint Development Management Policies Document, the St Edmundsbury Core Strategy 2010 & Vision 2031 Documents have been taken into account in the consideration of this application:

- Policy DM1 Presumption in Favour of Sustainable Development
- Policy DM2 Creating Places Development Principles and Local Distinctiveness
- Policy DM7 Sustainable Design and Construction
- Policy DM22 Residential Design
- Policy DM35 Proposals for main town centre uses
- Policy DM46 Parking Standards
- Core Strategy Policy CS1 - St Edmundsbury Spatial Strategy
- Core Strategy Policy CS2 - Sustainable Development
- Core Strategy Policy CS3 - Design and Local Distinctiveness
- Vision Policy HV1 - Presumption in Favour of Sustainable Development
- Vision Policy HV2 - Housing Development within Haverhill

## **8.0 Other Planning Policy:**

8.1 National Planning Policy Framework (2018)

## **9.0 Officer Comment:**

9.1 The issues to be considered in the determination of the application are:

- Principle of Development
- Impact on Visual Amenity and Character of the Area
- Impact on Neighbouring Amenity
- Impact on Highway Safety
- Other Matters

9.2 The NPPF was revised in July 2018 and is a material consideration in decision making from the day of its publication. Paragraph 213 is clear however that existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of the revised NPPF. Due weight should be given to them according to their degree of consistency with the Framework; the closer the policies in the plan to the policies in the Framework, the greater weight that may be given. The Policies set out within the Joint Development Management Policies have been assessed in detail and are considered sufficiently aligned with the provisions of the 2018 NPPF that full weight can be attached to them in the decision making process.

### Principle of Development

9.3 Policy DM35 states that within the town centres, as defined on the policies maps, support will be given, subject to compliance with other policies, to proposals for main town centre uses such as the following:

- i. shopping (Use Class A1);*
- ii. financial and professional services (A2);*
- iii. food and drink (A3, A4, A5);*

*iv. leisure, culture, arts, tourism and more intensive sport and recreation including D2 uses;*

*v. business (B1) offices;*

*vi. visitor accommodation; and*

*in addition to the main town centre uses above:*

*vii. health facilities and other community uses;*

*viii. residential, A2 or B1 uses on upper floors.*

9.4 The proposed scheme comprises the change of use of the first floor from financial and professional services (Class A2) to 3no. flats (Class C3). The ground floor retail use is to be retained.

9.5 It is considered that the use of upper floors in town centres can provide additional accommodation for those wanting to live in a town, as well as enabling first floors of units to be occupied whilst improving the vitality of a town and on this basis the principle of the development should be supported subject to assessment against other policies.

#### Impact on Visual Amenity and Character of the Area

9.6 Policy DM22 states that all residential development proposals should maintain or create a sense of place and/or character by basing design on an analysis of existing buildings and landscape and utilising the characteristics of the locality to create buildings and spaces that have a strong sense of place and distinctiveness.

9.7 The proposed development involves modest changes to the external appearance of the building. The alterations include the replacement of the windows and provision of a window in the side elevation.

9.8 Due to the nature of the site and the existing built form, the proposed development will be in keeping with the character and appearance of the area.

#### Impact on Neighbouring Amenity

9.9 No. 18-6 Mill Road form a terrace of residential properties. Adjacent to the site, on the opposite side of Mill Road is a public house, with a retail unit and residential properties located to the rear of 2 and 4 Mill Road.

9.10 The proposed window in the rear elevation has been omitted following the comments from Public Health and Housing regarding potential disturbance from future occupants from the existing air conditioning unit.

9.11 Given the mix of uses surrounding the site and the nature of the proposed development, it is not considered that there would be an adverse impact on neighbouring amenity by virtue of overlooking or disturbance.

#### Impact on Highway Safety

9.12 The size of the development and the nature of the use means that such a proposal would ordinarily require some vehicle parking to be provided on site. However, in this particular case due to the close proximity of bus and rail services, as well as the provision of shops and medical services, Suffolk

County Highways have recommended approval of this application subject to the provision of cycle storage in the absence of any on-site parking. This is due to the sustainable town centre location, noting in any event that as a change of use of the upper floors only, no opportunity exists to provide dedicated car parking on this site anyway. A plan detailing external cycle storage has been submitted, showing sufficient space. Cycle storage and bin storage is located to the rear of the site, positioned 10metres away and accessed via a footpath.

- 9.13 On this basis, and notwithstanding the ostensible conflict with the parking guidance, noting the lack of an objection from the County Council as Highway Authority on any grounds of highway or pedestrian safety, it is not considered that the lack of dedicated on site car parking is a matter that would withstand the scrutiny of an appeal were this application to otherwise be refused on such grounds.

#### Other Matters

- 9.14 Comments have been raised regarding space standards of flat 1 of the proposed scheme by the Ward Member and Public Health and Housing. The unit is designed to be occupied by a single person which alleviates the concerns raised by Public Health and Housing. The National Space Standards provide guidance to Local Authorities when considering developments but this is not a policy at present. The standards for a 1bedroom, 1 person, single storey property with a shower would be 37m<sup>2</sup>. Flat 1 measures approximately 32.5m<sup>2</sup>. Flats 2 and 3 comply with the National Space Standards. Therefore it is for each application to be assessed on its own merits. In this context and case, the proposals seeks to utilise an existing building and 1no. flat is marginally below space standards (which are only guidance, and not otherwise adopted policy in any event). As such, in the planning balance it is not considered this is significant as to warrant the application being refused solely on this ground.

#### **10.0 Conclusion:**

- 10.1 In conclusion, the principle and detail of the development is considered to be acceptable and in compliance with relevant development plan policies and the National Planning Policy Framework.

#### **11.0 Recommendation:**

- 11.1 It is recommended that planning permission be **APPROVED** subject to the following conditions:

- 1 The development hereby permitted shall be begun not later than 3 years from the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the following approved plans and documents:

Application Form received 22<sup>nd</sup> June 2018  
Planning Statement received 23<sup>rd</sup> July 2018  
Email Correspondence received 20<sup>th</sup> September 2018  
Location Plan received 22<sup>nd</sup> June 2018  
Site Plan – AV/2270/5 received 22<sup>nd</sup> June 2018  
Existing Elevations – AV/2270/2 received 22<sup>nd</sup> June 2018  
Proposed Elevations – AV/2270/3 V2 A received 20<sup>th</sup> September 2018  
Existing and Proposed Floor Plans – AV/2270/1 V2 A received 20<sup>th</sup> September 2018

Reason: To define the scope and extent of this permission.

- 3 Demolition or construction works shall not take place outside 0800 hours to 1800 hours Mondays to Fridays and 0800 hours to 1300 hours on Saturdays and at no time on Sundays, public holidays or bank holidays.

Reason: To protect the amenity of occupiers of adjacent properties from noise and disturbance, in accordance with policies DM2 and DM14 of the West Suffolk Joint Development Management Policies Document 2015, Chapter 15 of the National Planning Policy Framework and all relevant Core Strategy Policies.

- 4 The use shall not commence until the area(s) within the site shown on Drawing No. AV/2270/5 for the purposes of secure cycle storage have been provided and thereafter those areas shall be retained and used for no other purposes.

Reason: To ensure that sufficient space for secure cycle storage is provided and maintained.

- 5 The areas to be provided for storage of Refuse/Recycling bins as shown on Drawing No. AV/2270/5 shall be provided in its entirety before the development is brought into use and shall be retained thereafter for no other purpose.

Reason: To ensure that refuse recycling bins are not stored on the highway causing obstruction and dangers for other users.

- 6 No individual dwelling hereby approved shall be occupied until the optional requirement for water consumption (110 litres use per person per day) in Part G of the Building Regulations has been complied with for that dwelling.

Reason: To improve the sustainability of the dwellings in accordance with policy DM7 of the Joint Development Management Policies (2015)

## **12.0 Documents:**

- 12.1 All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online [DC/18/1220/FUL](https://www.suffolk.gov.uk/DC/18/1220/FUL)