

COMMITTEE REPORT

Date: 19 April 2012 **Ward:** Dringhouses And Woodthorpe
Team: Major and Commercial Team **Parish:** Dringhouses/Woodthorpe Planning Panel

Reference: 12/00939/FUL
Application at: National Trust Regional Office, Goddards, 27 Tadcaster Road Dringhouses, York
For: Part change of use from office (Use B1) to a visitor attraction
By: Mrs Jenny Ludman
Application Type: Full Application
Target Date: 26 April 2012
Recommendation: Approve

1.0 PROPOSAL

1.1 The application relates to the National Trust owned Goddards site. Access into the site is through the gatehouse, which fronts Tadcaster Road, the access road then leads to the main house and it's gardens, and there is a car parking area to the north of the main house. The house is grade 1 listed, it was built in 1926-27 by Brieley for Katherine and Noel Goddard Terry. It is recognised as the finest surviving work by the architect.

1.2 The site is surrounded by the quiet residential area of St Edwards Close to the south, the Knavesmire to the east and the grounds of the Marriott Hotel to the north. It is within the Tadcaster Road Conservation Area.

1.3 Planning permission was granted in 1983 for a change of use to convert the buildings on site from residential to office use. The permission was exclusive to the National Trust. Before 1983 the site was still resided at by the Terry family. The gatehouse reverted back to residential use from offices in 1999.

1.4 Planning permission is sought to use part of the main house as a visitor attraction. This would allow public access to ground and first floor rooms, those which are of the most historic and architectural interest.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Areas of Archaeological Interest: Dringhouses Area

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Conservation Area: Tadcaster Road

Listed Buildings:

- Grade 1; Goddards 27 Tadcaster Road
- Grade 2 Star; 25 Tadcaster Road

2.2 Policies:

CYV1	Criteria for visitor related development
CYGP1	Design
CYHE3	Conservation Areas
CYHE4	Listed buildings

3.0 CONSULTATIONS

Highway Network Management

3.1 The access is currently 3.5m wide which only allows for single vehicular passage. In order to provide safe passage of vehicles and to prevent congestion on Tadcaster Road associated with vehicles entering or exiting the site officers recommended that the access is increased to 5m wide, from the back of the highway up to the gate house.

Public consultation

3.2 A public consultation event was held on site in Sept 2011 and attended by 87 persons. All were in favour of the visitor attraction, and saw the proposed use as an important part of York's history. Feedback asked that the site could be made available for local residents, providing community facilities, and it was suggested the outdoor space would be suitable for events and functions.

Publicity

3.3 No written representations to date.

4.0 APPRAISAL

4.1 Key issues

- Principle of the proposed use
- Amenity of surrounding occupants
- Impact on heritage assets
- Highway Network Management

Relevant planning policy

4.2 One of the core planning principles in the National Planning Policy Framework (NPPF) is to promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas. The framework advises that proposals are expected to conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations. Development proposals will be expected to sustain and enhance the significance of heritage assets and put them to viable uses consistent with their conservation.

4.3 The NPPF advises that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Therefore significant weight should be placed on the need to support economic growth through the planning system. To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. Sustainable economic development involves promoting cities' tourism industry and economy when there is no adverse impact on amenity and the setting

4.4 Local Plan policy V1: Visitor related development advises that visitor related development will be encouraged provided; there are adequate servicing arrangements, the site is accessible by public transport, highway safety would not be compromised, and where the proposals would have no adverse impact on amenity and the setting.

4.5 Local Plan policy E3b seeks to retain an adequate supply of office space within the city, both in terms of size and type. According to E3b premises in office use will only be granted permission for a different use if it is demonstrated that there are adequate alternative facilities within the city.

Principle of the proposed use

4.6 The opportunity has arisen to enable part of the site to be used as a visitor attraction/community facility as the National Trust has a reduced need for office

space, as more staff work from home and other offices. It is proposed to open up rooms on the ground and first floor to the public. The gardens are already open to the public, for recreation, but potentially the permission could allow these to be used for events etc.

4.7 Around 250 sq m of office space within the building would be lost to allow the proposed use. The building was constructed as a family home and is grade 1 listed. The scheme would keep the building in viable use, ensure its preservation and open it to the public. These are significant benefits for the listed building, in compliance with the thrust of the National Planning Policy Framework which seeks to encourage sustainable economic development. The loss of office space would not have a material impact on the overall supply of space in the city. According to the York Enterprise database there are similar sized premises available in the city, the typology of which ranges from small historic buildings in the city centre, to purpose built premises, both in the city and within business parks around. Overall the economic and heritage benefits of the scheme outweigh the loss of office space.

4.8 The scheme is deemed to comply with Local plan policy V1:-

- Servicing arrangements - there would not be a material change in servicing arrangements. There would potentially be some additional deliveries for the ancillary tea rooms, the times of which can be covered by condition.
- Accessibility - the site is on local bus routes from the city centre and also the Coastliner route which runs from Leeds.
- Highway safety would not be compromised; the access will be widened where possible. Further details are at 4.12.
- Impact on amenity and the setting - discussed in 4.9 - 4.10.

Amenity of surrounding occupants

4.9 There are houses to the southwest of the application site. The type of use applied for would give the applicants flexibility to use the main building and its gardens for a variety of events. As such it is deemed that conditions are necessary, to control opening hours in the interests of amenity, asking that the premises is not open to the public after 20:00 hours (it is only intended to open the premises to the public between 9:30 and 16:30). Times of deliveries (for catering) and any playing of recorded/audible music can also be controlled.

4.10 The car park area is to the north of the site, adjacent to the car park that serves the hotel to the north. The car park area is around 75m from the rear elevation of 73 Tadcaster Road and screened by surrounding trees. The existing car park and access arrangements would remain. There could be occasions when there would be more traffic in comparison to the extant office use. However given the site

circumstances and proposed opening hours it is not considered that there would be a material impact on the amenity of surrounding occupants.

Impact on heritage assets

4.11 The proposals have a positive impact on the listed building in that they will keep it in a viable use which will increase public enjoyment and understanding of its historic and architectural importance. No works to the listed building are proposed. Highway Network Management have suggested minor adjustments to the access onto Tadcaster Road, to make it wide enough for 2 cars to pass. The works can be dealt with as a condition in order to strike a balance between improving the access and preserving the garden setting. Proposals are considered to sustain the character and appearance of the conservation area.

Highway Network Management

4.12 The site has 30 car parking spaces for typical use, overspill areas can accommodate a further 40 spaces. The offices will have 35 hot-desks for staff. To manage traffic, visitors (apart from disabled persons) will be required to gain advance permission from the National Trust to bring their vehicle into the site. This information will be portrayed in the National Trust handbook and a condition is suggested so the applicants develop and adhere to a travel plan which will include traffic management.

4.13 The access is only a single lane although there are opportunities for cars to pass, at the site entrance and immediately beyond the gatehouse. A condition is suggested to increase the access road immediately within the site, an area of around 5m by 5m would enable cars to enter and exit the site simultaneously.

4.14 The National Planning Policy Framework requires planning to deliver development which reduces the need to travel and encourages sustainable travel. Travel plans are recommended as a tool to promote sustainable travel. It would be reasonable to require the applicants to develop a travel plan to promote bus travel and cycling to the site, by informing visitors and providing adequate cycle parking. The applicants propose that they restrict private car travel, as visitors need to book in advance to secure access. This measure can also be contained within the travel plan. The site is accessible by public transport given its location on a main bus route from the city centre.

5.0 CONCLUSION

5.1 Approval is recommended. The proposal constitutes the type of sustainable economic development the National Planning Framework seeks to deliver; the development would enhance the viability of, and secure the conservation of a grade

1 listed building, the site can be accessed by sustainable transport modes and there would not be undue harm to the setting or the amenity of surrounding occupants.

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years

2 PLANS1 Approved plans - Proposed floor plans 101C, 102C, 103C

3 The use hereby permitted shall not be open to customers outside the hours of 8:30 - 20:00 each day of the week.

Reason: To protect the amenity of nearby occupants.

4 A travel plan, developed and implemented in line with local and national guidelines (see Department for Transport good practice guidelines), shall be submitted and approved in writing by the Local Planning Authority prior to first opening of the facility hereby approved. The development shall thereafter operate in accordance with the aims, measures and outcomes of said Travel Plan. In particular the travel plan shall include traffic management measures for guests and details of provision for covered and secure cycle parking.

Reason: To encourage sustainable travel in accordance with paragraph 36 of the National Planning Policy Framework and policy T13a of the City of York deposit Draft Local Plan.

5 The facility hereby approved shall not come into operation until details of works to widen the junction between the internal access road and the highway have been approved in writing by the Local Planning Authority, and the development shall not come into use until that junction has been constructed in accordance with the approved plans (the works shall allow two vehicles to pass on the access road).

Reason: In the interests of road safety.

6 Upon completion of the development, delivery vehicles to the development shall be confined to the following hours:

Monday to Saturday 08.00 to 18.00

Sundays and Bank Holidays 09.00 to 17:00

Reason: To protect the amenity of local residents and businesses.

7 There shall be no playing of recorded or amplified music which would be

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audible beyond the site boundary.

Reason: To protect the amenity of nearby residents.

7.0 INFORMATIVES:

REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to the supply of office space within the city, impact on heritage assets, amenity and highway safety. As such the proposal complies with Policies GP1, HE3, HE4 and V1 of the City of York Development Control Local Plan.

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