
2024/0239

Mr D Robinson

Conversion of building to 8no. flats

66A High Street, Goldthorpe, Rotherham, S63 9LQ

Site description

The building is a former Job Centre and animal training centre with a dwelling at first floor, located close to the Asda supermarket on the southern edge of Goldthorpe town centre. The two storey flat roofed brick building is on the corner of Lesley Road and High Street. Terraced houses facing on to Melton Avenue overlook the rear of the site which comprises 7 car parking spaces and bin storage area. The site, which is slightly elevated from the High Street side, has a small brick boundary wall and some landscaped grounds including large mature trees on the Eastern boundary line and North-Eastern corner. Immediately to the south is a house that is attached to the Union Jack Memorial Club. High Street is a bus route and there is also a Railway Station a short distance away off Barnsley Road.

Previous planning history

2018/0656: Change of use from Job Centre (A2) to Sui Generis (15 bedroom HMO) – Withdrawn

2018/1126: Change of use from Job Centre (A2) to 9 apartments with manager's office, associated parking and amenity space – Approved with conditions (Decided at PRB)

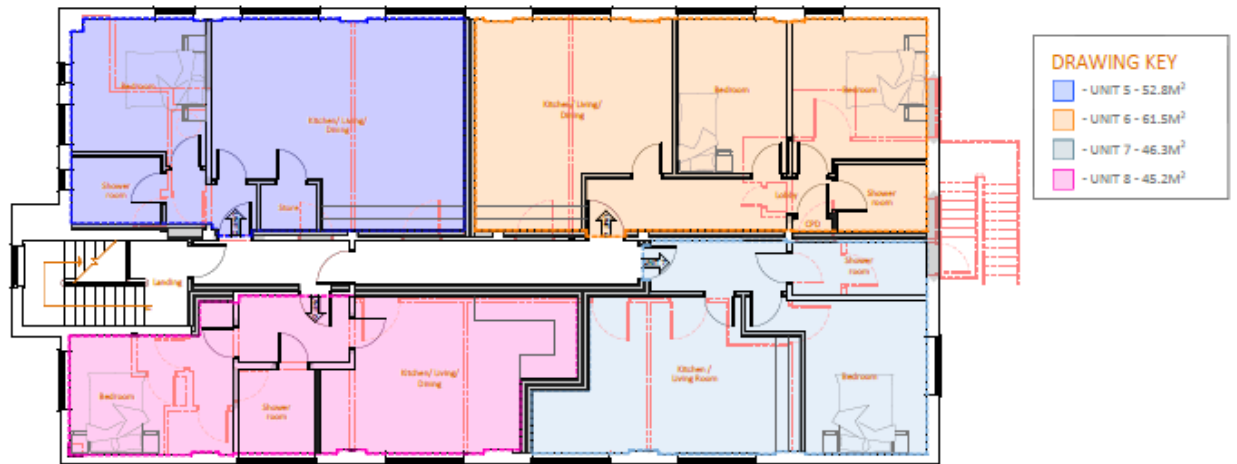
2019/0562 - Change of use from job centre to dog day care centre (D1) at ground floor and residential (C3) at first floor with associated parking and secure dog space and amenity areas and the erection of a security fence – Approved with conditions

Proposed Development

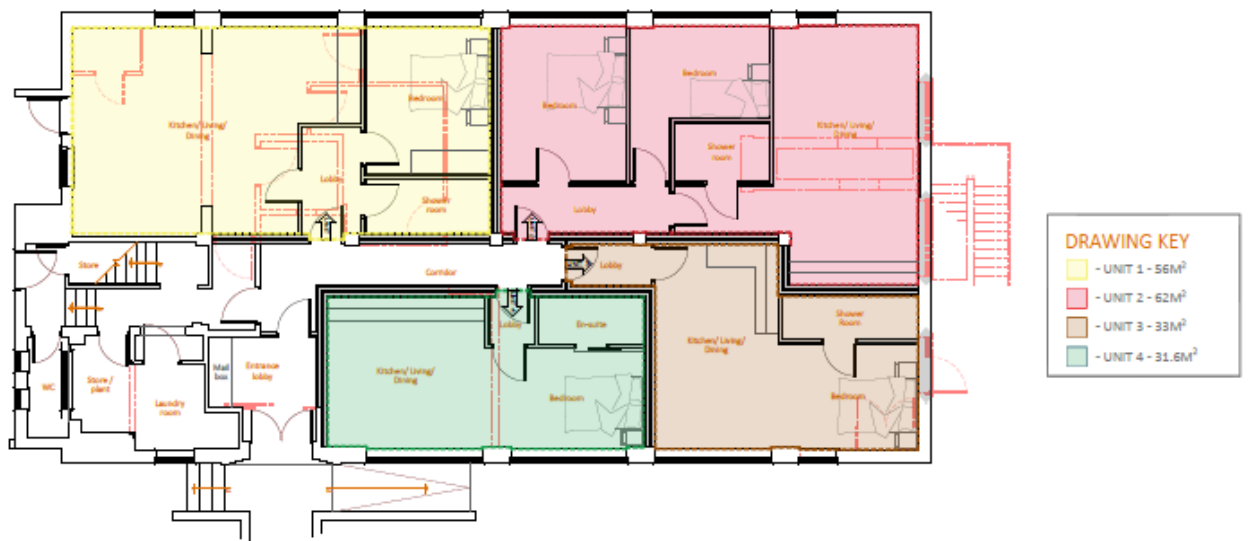
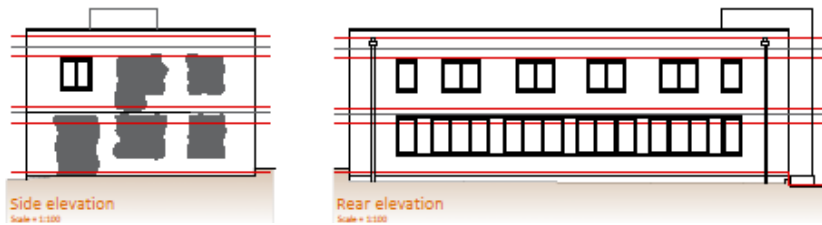
The applicant is proposing a change of use of the building into 8 flats. The number of units have been reduced during the processing of the application from 9 units. The applicant is also proposing alterations to parking to provide 9 parking spaces. Bin storage, cycle storage and amenity areas are also to be provided.

The ground floor residential accommodation will comprise 4 units with unit 1 being a 1 bed apartment of approx 56sqm, unit 2 is a 2 bed apartment of approx 62sqm, unit 3 is studio flat of approx 33sqm and unit 4 is a studio flat of approx 31.6sqm. The ground floor also comprises an entrance lobby, laundry room and plant store. The first floor consists of 4 further units, including unit 5 which is a 1 bed apartment of approx 52.8sqm, unit 6 which is a 2 bedroom apartment of approx 61.5sqm, unit 7 which is a 1 bedroom apartment of approx 46.3sqm and finally unit 8 which is a 1 bedroom apartment of approx 45.2sqm. There are no external alterations to the building proposed as part of this application with the exception of removal of windows to the side elevation and additional windows are proposed to the front elevation at ground floor.

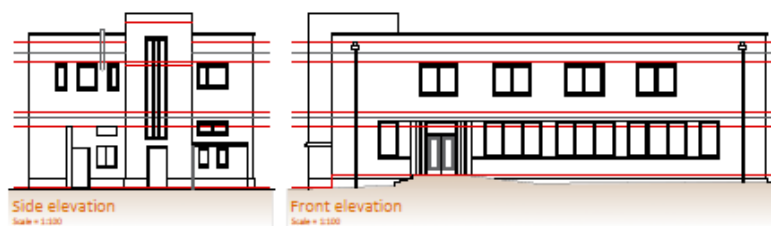




First floor layout
Scale = 1:50



Ground floor layout
Scale = 1:50



Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting held 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

The site is set within Urban Fabric as shown on the Local Plan Maps, therefore the following policies are of relevance:-

GD1: General development – Proposals for general development will be approved providing there is no significant adverse effect on residential amenity, highway safety, the current or future use of nearby land and it upholds good quality design in accordance with local plan policy D1.

SD1: Presumption in favour of sustainable development – The Council will take a positive approach to proposals that reflect the presumption in favour of sustainable development contained in the NPPF.

D1: High quality design and place making – This policy sets the overarching design principles for the borough. Development is expected to be of high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and features of the local area.

T3: New development and sustainable travel – New development is expected to be located and designed to reduce the need for travel, be accessible to public transport and encourage smarter ways to travel rather than unsustainable use of the private car.

T4: New development and highway improvement - New development will be expected to be designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement.

LG2: The Location of Growth – Priority will be given to development in the following locations:

- Urban Barnsley
- Principle Towns of Cudworth, Wombwell, Hoyland, Goldthorpe, Penistone and Royston; and
- Villages

Urban Barnsley will be expected to accommodate significantly more growth than any individual Principle Town, and the Principle Towns will be expected to accommodate significantly more growth than the villages, to accord with their place in the settlement hierarchy.

SPD

Design of Housing Development

NPPF:

The NPPF sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Consultations

Pollution Control – No objection subject to condition

Highways DC – No objection subject to condition

Ward Councillors – No comments received.

Drainage – No objection details to be checked by building control

Representations

Neighbour notification letters were sent to surrounding residents; 1 representations has been received which raises the following concerns:-

- Negative impact on residential amenity of adjacent residents
- The increase in number of residents and noise impact/disruption
- Impact on highway safety and parking
- Concerns regarding the type of residents

Assessment

Principle of development

The site is allocated as Urban Fabric, i.e. land within the settlement with no specific allocation, in the Local Plan. The former Job Centre and Animal training site is within the local centre of Goldthorpe. The surrounding area is primarily made up of residential dwellings; however there are numerous exceptions with a fair amount of typical district centre uses such as a working men's club immediately next door, hairdressers, shops and takeaways a little further afield. There is also an ASDA superstore to the north beyond the railway bridge. Local Plan Policies GD1 'General Development' and H4 'Residential Development on Small Non-allocated Sites' apply. These require that development should be compatible with its surroundings, in this case the street is largely residential and as such the use of the site for residential uses would be in keeping with the locality.

Residential Amenity

In terms of the Council's policy for conversions of existing buildings into residential uses, the Supplementary Planning Document 'Design of Housing Development' has specific guidance for the conversion of buildings to dwellings, flats or houses in multiple occupation (HMOs). The guidance states that they will be allowed where the following criteria are satisfied:

The following guidance applies to proposals for conversion of non-residential buildings or smaller dwellings (i.e., those not protected by policy H9 – refer to paragraph 8.2 of this guidance) to HMOs, studio apartments or bedsits.

Such proposals will be allowed where the following criteria are satisfied:

- On the street in question, HMOs, studio apartments/bedsits account for less than 10% of the residential properties.
- HMOs, studio apartments/bedsits account for less than 10% of the residential properties within a 50 metre radius of the site.
- That the proposal would not result in 3 or more HMOs being located immediately adjacent to each other or the sandwiching of a dwelling house between two HMOs.
- The building and curtilage are of sufficient size to provide suitable facilities for residents. or in the case of HMOs, each one should have a shared lounge and shared dining room, and garden sizes should be comparable with the general criteria for dwellings (i.e., a minimum of 60 square metres).

In all cases, amenity space, external and internal spacing standards and separation distances should adhere to the requirements within the general criteria.

- There will be no unacceptable noise nuisance for either existing neighbouring residents or occupants of the proposed residential unit(s).
- Satisfactory provision is made for off-street car parking in accordance with the Council's standards or, exceptionally the development is considered unlikely to give rise to unacceptable conditions of congestion or safety on the adjoining public highway(s) by reason of inadequate off street car parking.
- The appearance of the building or its curtilage would not be altered to the detriment of the visual amenities of the area.

Concentration

The proposal involves the formation of 2 smaller studio flats. The other 6 units are 1 and 2 bedrooms and therefore do not fall within the definition of 'smaller units of accommodation' set within the SPD. In terms of the concentration of smaller units of accommodation in the area, the SPD Design of Housing Development states that HMOs and bedsits should account for less than 10% of the residential properties within a 50m radius of the site.

An assessment has been made of the residential properties in the 50m radius area, based on the information contained within the Council's records. Within this 50m radius there are a number of residential properties and the introduction of 2no studio flats would not result in the concentration of smaller HMO and Studio properties exceeding 10%.

Other matters such as visual amenity, residential amenity and highway safety are assessed below:-

Residential Amenity

External and Internal Standards

Section 27 of the adopted SPD Design of Housing Development relates to the 'Conversions of buildings to dwelling houses or apartments/flats (excluding HMOs, bedsits or studio apartments)' Section 28 relates to 'Conversions of buildings to Houses in Multiple Occupation (HMOs), studio apartments or bedsits'. As the proposal includes 2 no studio apartments and 6 1-2 bedroom flats, then both sections are of relevance.

The SPD Design of Housing Development section 5 Internal Spacing Standards, states that in all cases, internal spacing standards should meet the requirements set out in the general criteria, which includes reference to the South Yorkshire Residential Design Guide (para 5.1). Barnsley's Adopted SPD Design of Housing Development does include specific external spacing standards and for internal spacing standards, para 5.1 states that 'all developments should achieve the internal spacing standards set out in the South Yorkshire Residential Design Guide –Technical Requirements section 4A.2, (p130-131).' Therefore, the standards of the SYRDG should clearly be applied to applications for smaller units of accommodation such as HMO's and studio flats within the Barnsley area as stated within the adopted SPD.

In terms of residential amenity standards, the SPD Design of Housing Development states that: 'In all cases, amenity space, external and internal spacing standards and separation distances should adhere to the requirements within the general criteria. The ground floor residential accommodation will comprise 4 units with unit 1 being a 1 bed apartment of approx 56sqm, unit 2 is a 2 bed apartment of approx 62sqm, unit 3 is studio flat of approx 33sqm and unit 4 is a studio flat of approx 31.6sqm. The ground floor also comprises an entrance lobby, laundry room and plant store. The first floor consists of 4 further units, including unit 5 which is a 1 bed apartment of approx 52.8sqm, unit 6 which is a 2 bedroom apartment of approx 61.5sqm, unit 7 which is a 1 bedroom apartment of approx 46.3sqm and finally unit 8 which is a 1 bedroom apartment of approx 45.2sqm.

Units 4 and 8 fall short of the required floor space requirements by approx 1 sqm. The SYRDG states that these units should provide approx 33sqm (studio) and 46sqm (1 bed), and 47sqm (2 bed) units. Given that there are additional facilities within the building for laundry uses and there is a previous approval for the conversion of the building into 9 apartments, that the proposal is acceptable on balance and would provide a sufficient level of amenity to the future residents. The proposed room sizes and overall floor areas of the accommodation are acceptable on balance when measured against the standards set within the South Yorkshire Residential Design Guide (SYRDG).

The SPD Design of Housing Development also indicates acceptable external standards for shared amenity space. Flats should allow for 50sqm of shared private amenity space plus an additional 10sqm per flat added to the amenity space or in balcony space. The SPD does state that full compliance with standards is expected in predominantly residential areas whereas they may be slightly relaxed in town centre situations/higher density areas. The proposal provides the full private amenity space required for the proposed residential use with large external areas surrounding the building and the proposal would provide adequate bin and cycle storage.

Noise and Disturbance

Given that there are a significant number of other residential properties within the area the impact upon residential amenity by way of disturbance must be considered. The Pollution Control Officer has been consulted and has no objections subject to conditions. As stated previously, permission has been previously granted to convert the building into 9 units of residential accommodation, therefore the principle of a residential use of the building has been established. On balance there are no significant concerns with regard to noise and disturbance.

Overlooking and light

In relation to the provision of natural light, all the proposed dining, living, and bedroom areas all contain windows that allow adequate natural light into these areas. In terms of overlooking impacts, the building is existing and is set at a reasonable distance away from neighbouring residential properties. The building is being converted to residential dwellings at ground and first floor with several habitable rooms facing onto neighbouring residential properties. The windows to the north, east and southern elevations will be sited a minimum of 21m from the neighbouring dwellings.

The windows located on the rear (western) elevation are all to serve habitable rooms and are sited at 20m from the front elevation of the adjacent properties on Melton Avenue which is slightly less than the required 21m. However, these windows are existing and there is an extant approval for the conversion of the building to residential accommodation at the first floor and hence these windows serving habitable rooms is considered acceptable despite being just less than the required separation distance.

There are no external alterations to the building which would result in overshadowing or have an overbearing impact upon residential dwellings. The principle of residential development of the whole building has already been established through a previous approval for 9 units and the proposal is considered acceptable despite the windows on the rear elevation being just short of the required separation distance of 21m. The proposal is considered to be in compliance with local plan policies SD1 and GD1 and is acceptable in terms of residential amenity.

Given the above the proposal is therefore considered to be in compliance with Local Plan Policy GD1, the SPD 'Design of Housing Development' and the SYRDG.

Visual Amenity

The site is a corner plot and is highly visible from public areas, especially when travelling from North to South on High Street. There are no significant external alterations to the building proposed as part of this application and the proposed development is in compliance with local plan policy D1: High Quality Design and Place Making and is acceptable in terms of visual amenity.

Highway Safety

Highways DC have been consulted on this application and have raised no objection to the proposal. The former Job Centre and Animal training site is within the local centre of Goldthorpe and as such benefits from having a large number of amenities within easy reach and has good links to public transport facilities with a bus stop (shelter) within 30m of the site on the opposite side of the road along the High Street frontage. The location can therefore be considered to be sustainable which complies with NPPF 9 Promoting Sustainable Transport policies and Barnsley Local Plan (January 2019) Policy T3 New Development and Sustainable Travel.

The Barnsley Supplementary Planning Document (SPD) Parking (2019) Table 1 states that 1 car parking space should be provided for a 1-2 bedroom dwelling and as such the flats require 8 off-street parking spaces. The site benefits from an existing rear parking area accessed via Melton Avenue, this parking area accommodates 9 vehicles which satisfies the off-street parking requirement.

The proposals include suitable refuse storage and collection arrangements to the rear of the site via Melton Avenue. All in all, the proposal is considered to be in compliance with local plan

policy T4: New Development and Highway Improvement and is acceptable for its impact upon Highway Safety.

Recommendation

Approve with conditions