
2024/0188

Mr J Wooller

Erection of 2x detached dwellings and associated works including formation of driveways and boundary treatments.

534 Carlton Road, Carlton, Barnsley, S71 3JE

Site Location & Description

The site is located to the east of Wood Lane and to the rear of No. 534 Carlton Road. The site was formally garden space associated the existing detached dwelling but has now been separated from the existing residential plot, with a fence forming the boundary between the two sites. The agent has confirmed that the applicant has no legal interest in the existing dwelling and it is therefore excluded from the application site.

The site is predominately grassed, with mature hedging defining the western boundary. Brick walls and fencing define the other boundaries. The surrounding area is predominantly residential in nature. No.1 Wood Lane is located to the immediate north and the rear garden of No.536 Carlton Road to the east.

The properties to the north of the site (at Nos 1- 11 Wood Lane) are all semi-detached dwellings finished in red brick and have enclosed gardens with driveways to the front. On the opposite side of Wood Lane are detached 1970s style bungalows, all of which also have enclosed plots. Further along Wood Lane are traditional red brick terraces.

The existing dwelling at No.534 Carlton Road is a square shaped detached property, finished in red brick. It also has a traditional appearance with a bay window and chimney stack features. On the upper floor rear elevation of this property are two windows, in addition to further windows and a glazed porch at the rear ground floor level. The plans submitted with the previous application indicate that first floor windows serve a bedroom and a bathroom, and the ground floor window serve a dining room, with the glazed porch assumed to project off the kitchen. All of these windows face directly onto the application site.

Planning permission was granted in August 2021 for a similar development, albeit has not been implemented. The agent has suggested that the OS mapping data used for the approved plans associated with the previous permission was incorrect and therefore the dwellings proposed cannot be sited in accordance with the site plan.

The existing dwelling at No.534 was outlined in blue for the previous application (indicating that it was within the applicant's ownership) and permission was granted on the basis that the existing first floor bedroom window and ground floor dining and kitchen windows would be repositioned to the side elevations to accord with the SPD requirements. Condition 12 of the permission ref: 2021/0324 reads as follows:

The amendments to the window arrangements in 534 Carlton Road, as shown on drawing MSH001-005, shall be completed prior to the occupation of the dwellings hereby approved. Reason: In the interest of residential amenity, in accordance with Local Plan Policy GD1 'General Development'.

There is an established building line along the eastern side of Wood Lane of which this site contributes towards. The frontages/principle elevations of Nos 1- 11 Wood Lane and the western elevation of No.534 Carlton form an established building pattern, which is an obvious character feature within the street scene and positively contributes towards the appearance of the area. The building line is demonstrated in yellow below:



Site History

2021/0324 - Erection of 2no detached two storey dwellings and associated works, GRANTED, 11/8/2021

2007/0654 - Residential Development (Outline), GRANTED, 28/8/2007

B/04/0325/BA- Residential Development (Outline), GRANTED, 6/4/2004

Proposed Development

The proposal has been amended since it was first submitted to the local planning authority. The original proposal included 4x properties arranged in a terrace. The number of dwellings was strongly discouraged with the development considered to be too intensive for this site and not in-keeping with the appearance of the street. A pair of semi-detached dwellings was instead advised.

The proposal has been amended to include 2x detached dwellings, both facing towards Wood Lane. The two dwellings are identical in terms of scale and appearance, both being 4 bedroom properties with an enclosed garden to the rear and parking to the front, accessed off Wood Lane. Details of the finished materials are not included on the submitted plans.

The properties are two storey and have a pitched roof being 8.4m in height (measured from ground level to ridge). Both dwellings also include a single storey projection off the rear to provide an additional living area at ground floor level.

According to the submitted site plan, a post and concrete fence would be erected along the northern and southern boundaries of the site, with a wooden fence at the eastern boundary. To the front, brick walls would be erected to create an enclosed garden area. No elevations to show the boundary treatments have been provided.

Both properties would provide 2x off street parking spaces to the front. The development would result in the loss of the established hedgerow along the western boundary.

Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the development plan unless material considerations indicate otherwise. 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.

Allocation/Designations

The site is allocated as Urban Fabric as defined in the adopted Local Plan, which has no specific land allocation. The site is adjacent to the Carlton Conservation Area with the boundary between No.534 and No.536 defining the edge of the Conservation Area.

The site is within a low risk development area as designated by the Coal Authority, and also within Flood Zone 1 (low risk).

National Planning Policy Framework – December 2023

The National Planning Policy Framework (NPPF) was revised in December 2023, replacing the previous versions. The NPPF is a material consideration when assessing planning applications. The following sections are relevant to this application proposal:

Section 5 – Delivering a Sufficient Supply of Homes

Section 9- Promoting Sustainable Travel

Section 11- Making Effective Use of Land

Section 12- Achieving Well-designed and Beautiful Places

Barnsley Local Plan

The following Local Plan policies are relevant:

Policy GD1: General Development

Policy D1: High Quality Design and Place Making

Policy SD1: Presumption in favour of Sustainable Development

Policy T4: New Development and Transport Safety

Policy LC1: Landscape Character

Policy POLL1: Pollution Control and Protection

Policy H1: The Number of New Houses to be Built

Policy H4: Residential development on small non-allocated sites

Policy BIO1: Biodiversity & Geodiversity

Supplementary Planning Documents

The Council have adopted SPDs to provide further guidance about the implementation of specific planning policies in the Local Plan. The adopted SPDs should be treated as material considerations in decision-making and are afforded full weight. The following SPDs are relevant to this proposal:

Parking, November 2019

Sustainable Travel, July 2022

Design of Housing Development, July 2023

Residential Amenity and the Siting of Buildings, May 2019

Consultations

Local Ward Councillors- No comments.

Drainage- No objection subject to pre-commencement condition relating to full drainage details.

Pollution Control- No objection subject to condition relating to the submission of a Construction Method Statement.

Yorkshire Water- No objection subject to conditions relating to piped discharge of surface water.

Highways DC – No objection subject to conditions relating to surfacing materials.

Representations

This application has been advertised in accordance with the Development Management Procedure Order (DMPO) 2015. The application has undergone two rounds of publicity following amendments to the development and description, as follows:

First Round

- Neighbour notification letters sent to adjoining properties- consultation expiry date: 1/4/2024
- Site Notice displayed adjacent to the site- consultation expiry date: 11/4/2024

9 neighbours provided comments in objection to the development, in response to the above publicity, with the concerns raised as follows:

- Impact upon traffic;
- Not in-keeping;
- Not sustainable development;
- Impact upon Wood Lane residents;
- Highway safety concerns due to proximity to corner/junction;
- 4 houses is too many on this site;
- Existing dwelling has fallen into disrepair;
- Development not in-line with the existing properties;
- Increased traffic since local school opened;
- Semi-detached properties are more appropriate;
- Lack of information regarding waste collections;
- Additional pollution and noise;
- Impact upon residential amenity/privacy;
- Overshadowing of neighbouring properties;
- Loss of hedgerow;
- Overdevelopment of site;
- Not enough parking proposed;
- Impact upon drainage system;
- Lack of publicity;
- Pavement not included within the proposal;

These concerns were raised in response to the original proposal for 4x dwellings and have therefore been disregarded.

Second Round

- Neighbour notification letters sent to adjoining properties- consultation expiry date: 4/6/2024
- Site Notice displayed adjacent to the site- consultation expiry date: 10/6/2024

1 additional neighbour responded to the above publicity also in objection, with those neighbours who had commented previously providing additional letters of objection to the amended proposal as summarised below:

- Loss of privacy
- Overshadowing of neighbouring properties;
- Impact upon trees and hedges;
- Impact upon highway safety;
- Increased traffic;
- Increased pollution;
- Overdevelopment of the site;
- Development does not follow the building line;
- Road too narrow;
- Frequent parking issues;

- Front elevation design not in-keeping;
- Lack of off-street parking;
- Semi-detached properties are more appropriate;
- Unacceptable road surface to accommodate the additional traffic movements;
- Site is too close to Carlton Road junction;
- Existing dwelling is an eyesore;

As mentioned above, the application has been advertised on two occasions, once following the original submission and again following the submission of amended plans and change of description. Immediately adjacent neighbours were notified via a letter and a site notice was displayed adjacent to the site during both rounds of publicity. Although neighbours who reside further away from the site may wish to be notified via letter, the DMPO only requires those who share a boundary with the site to be notified and other surrounding properties would be informed via the site notice. On this basis the comments regarding the publicity undertaken are therefore disregarded.

Comments regarding the current appearance of the existing property at No.534 Carlton Road are not considered to be material planning considerations. As referred to above, that dwelling falls outside of the application site boundary and the applicant has no legal interest in that site. Those comments are therefore disregarded.

The other concerns summarised above will be addressed below.

Assessment

Principle of Development

The site falls within urban fabric which has no specific land allocation. New buildings are considered acceptable where they do not have a detrimental impact on the amenity of surrounding residents, visual amenity or on highway safety and accord with the relevant policies quoted below.

The surrounding area is residential in nature, with residential properties surrounding the application site in all directions. The principle of residential development at this site is therefore considered to be acceptable subject to the considerations as followed.

Design, Appearance & Impact Upon Residential Amenity

NPPF Paragraph 135 relates to high quality design and states that developments should function well and add to the overall quality of the area; are visually attractive; sympathetic to local character; maintain a strong sense of place whilst optimising the potential of the site and create places which are safe and inclusive and promote well-being.

Local Plan Policy D1 states that development is expected to be of high-quality design and should respect and reinforce the distinctive, local character and features. Development should contribute to place making and make the best use of materials, as well as display architectural quality and

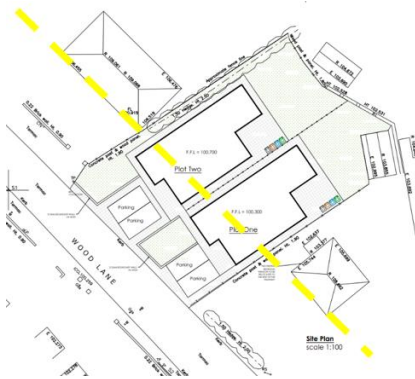
express proposed uses through its composition, scale, form, proportions and arrangements of materials, colours and details.

Local Plan Policy GD1 states that proposals for development will be approved if there are no significant adverse effect on the living conditions and residential amenity of existing and future residents. Proposals should be compatible with neighbouring land and should not significantly prejudice the current or future use of neighbouring land.

Local Plan Policy POLL1 states that development will be expected to demonstrate that there would be no unacceptable affect or cause a nuisance to the natural and built environment or to people.

The proposal includes erecting 2x detached dwellings positioned perpendicular to No.534 Carlton Road, and would be accessed off Wood Lane. Whilst it is recognised that there is an extant permission for a similar development, the development hereby proposed is not considered to be acceptable due to its harm upon the appearance of the street scene and the impact it would introduce upon existing residents.

The siting of the proposed properties fails to follow the established build line as described above, and would encroach closer to Wood Lane. The principal elevation of Plot 1 is sited 5.1m forward of the existing side elevation of No.534 Carlton Road, whilst Plot 2 sits 2.1m forward of No.1 Wood Lane. The siting of the proposed dwellings harmfully disrupts the existing build line, making the development appear alien within the street scene and detracting from the appearance of the site. The failure to follow the building line is mentioned in the letters of objection received from neighbours and is demonstrated on the plan below, with the yellow line indicating the established build line:



The overall scale and form of the dwellings adds to the harm which the development would introduce upon the street scene. The footprint of the proposed dwelling housetype is 107sqm which is substantially larger than the adjacent properties. No.534 Carlton Road has a footprint of 41sqm and No.1 Wood Lane has a footprint of circa 51sqm, both less than half the size of the proposed housetype. The substantially larger footprint of the proposed dwellings would dominate the appearance of the site and appear as an overdevelopment, as mentioned in the letters of objection.

Although the height of the proposed dwelling is similar to the adjacent properties, the overall massing and appearance does not reflect the local characteristics. The use of front facing gables and pitched roofs is not representative of the neighbouring dwellings. The depth/projection of the dwellings also disrupts the established build pattern, with the dwellings having a depth of 15.9m.

It is recognised that there is an extant permission (albeit expires in August 2024) for 2x detached dwellings. But the previous design consisted of a much smaller housetype which was more representative of the local building traditions, than the development hereby proposed. This proposal includes dwellings which are too large for the application site and fail to reflect or reinforce the local characteristics or building features. The proposal is therefore discordant with NPPF Paragraph 135 and Local Plan Policy D1.

In terms of residential amenity, the position of Plot 1 would introduce significant harm upon the outlook of the existing residents at No. 534 Carlton Road. As referred to above, two windows are currently positioned on the rear elevation at the upper floor level. Although no internal floorplans have been provided for that property within this application submission, the report/plans from the previous permission (ref: 2021/0324) demonstrate the existing floor layout.

The Design of Housing Development SPD (section 4.5) states that proposed blank elevations should be at least 12metres from original habitable room windows. In this instance, the separation distance between the rear elevation of No.534 Carlton Road and the proposed side elevation of Plot 1 is 4.35m, significantly short of the SPD requirement. This would result in the occupants of the habitable rooms having an extremely oppressive and dominating outlook onto a blank wall.

The agent requested that a similar worded condition be attached, consistent with that attached to the previous permission. However, because the existing property is excluded from the red line boundary and the applicant has no interest in No.534, a condition cannot be attached in this instance. The agent also suggested that the applicant had come to an informal agreement with the occupier of that property regarding repositioning the rear elevation windows but information to demonstrate any form of agreement has not been forthcoming. On this basis, it is considered that harm would be introduced upon the existing residents of the neighbouring property.

Although the proposed dwellings would provide acceptable internal and external space standards for future residents, the development would introduce substantial harm upon existing neighbouring residents by virtue of an oppressive and dominating outlook from main habitable rooms and is therefore discordant with Local Plan Policy GD1 and POLL1.

Highway Considerations

NPPF Paragraph 115 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

Local Plan Policy T4 states that 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.

Table 1 of the Parking SPD (November 2019) sets out the adopted parking standards for new developments.

The proposed development includes two off-street parking spaces for each dwelling. This accords with the parking standards included in the SPD and is therefore acceptable.

It is noted that a number of neighbour representations were received raising concerns regarding the impacts upon traffic/highway safety as well as the condition of Wood Lane. The Highways DC Officer has reviewed the proposal and does not consider that the development of 2x houses would substantially impact the number of highway movements or the capacity of the local highway network. The impact upon highway safety at the Wood Lane/Carlton Road junction were also considered to be negligible given the scale of the development. These comments are therefore disregarded.

Conclusion

Whilst there are no outstanding objections from consultees, the development is not considered to be appropriate in terms of its design, appearance and the impact upon existing residential amenity.

The scale, appearance and massing of the proposed dwellings is not reflective of the local character and fails to consider the surrounding building traditions. The proposed dwellings are substantially larger than the neighbouring properties and would not follow the established building line, making them appear alien when viewed within the context of the street scene.

The overall appearance of the dwellings would not be in-keeping with the neighbouring properties and would therefore detract from the appearance of the street, making it discordant with Local Plan Policies D1 & NPPF Paragraph 135.

The separation distance between the existing rear elevation and the side elevation of the proposed Plot 1 is discordant with the SPD guidance, being significantly below the required distance. The development would therefore introduce substantial harm upon the existing residents of No.534 Carlton Road by virtue of an oppressive and dominating outlook from the rear elevation windows. The proposal is discordant with Local Plan Policy POLL1 and Policy GD1 as well as the Design of Housing Development SPD.

In conclusion, the development is unacceptable and is therefore refused.

Recommendation

Refuse.