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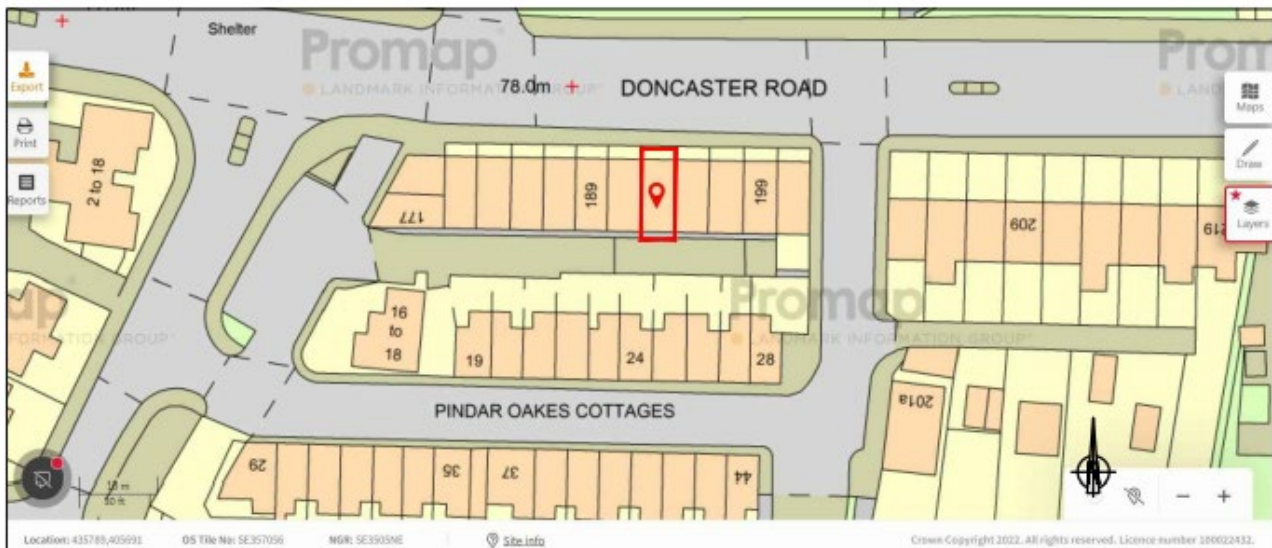
Applicant: Mr Andy Taylor

Subdivision of existing terraced dwellings into 2 x no. 1 bedroom apartments

193 Doncaster Road, Barnsley, S70 3QR

Site Description

The application site is in relation to a mid-terrace brick-built residential dwelling located on Doncaster Road on the outskirts of Barnsley Town Centre – 750m to the Eastern edge of the Town Centre boundary. Doncaster Road is one of the main roads leading into the Town Centre, principally connecting Stairfoot roundabout and other settlements to the East of the Borough to the Town Centre. There is no allocated parking for the existing building with double yellow lines to the immediate front of the dwelling. To the rear is a shared access with the site not containing any private amenity/garden space. The site is located within the Urban Fabric and the immediate surrounding area is residential.

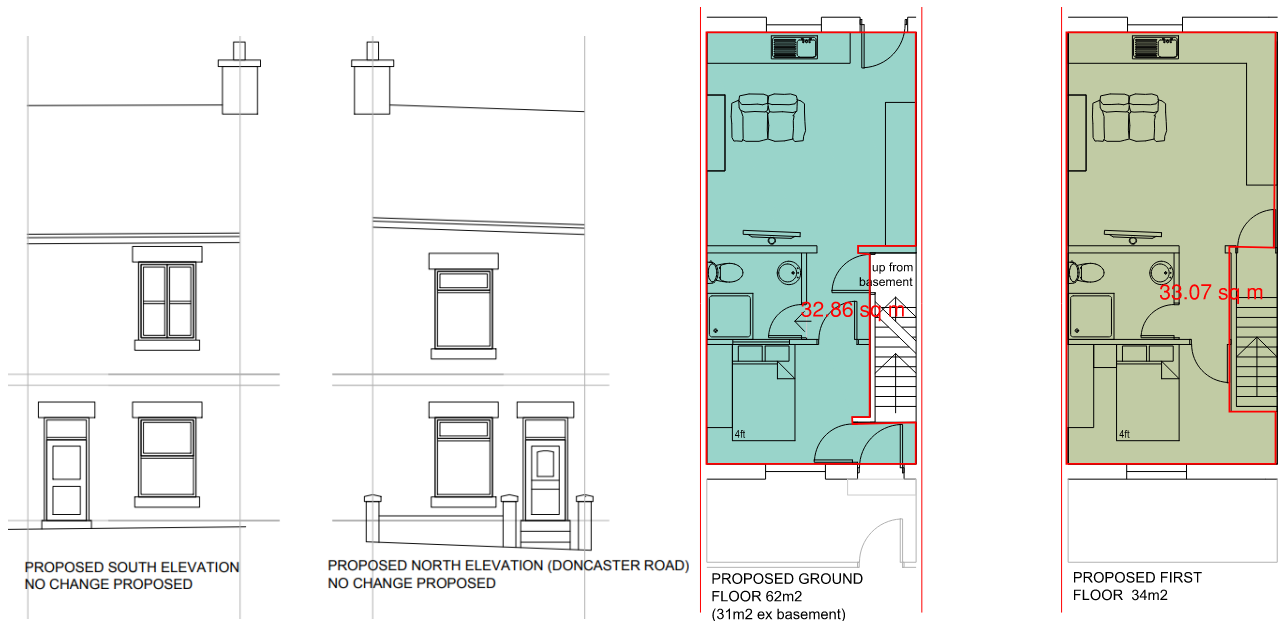


Relevant Site History

None

Proposed Development

The applicant is seeking approval to sub-divide the building into 2 x residential flats. One of which is situated on the ground floor with the other situated on the first floor. There are no changes proposed to the external appearance of the building. The existing front door will provide access into both units.



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 (adopted January 2019), alongside the Joint Waste Plan and relevant neighbourhood plans, form the statutory development plan for Barnsley. It establishes policies and proposals for the development and use of land up to the year 2033 and will be used when considering planning applications and to coordinate investment decisions that affect the towns, villages and countryside of Barnsley. The Local Plan supersedes the remaining saved policies from the Unitary Development Plan (adopted in the year 2000) and the Core Strategy (adopted in 2011).

Local Plan

In reference to this application, the following policies are relevant:

GD1 – General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

D1 – High Quality Design and Place Making – Development is expected to be of a high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

T3: New Development and Sustainable Travel – New Development will be expected to:

- Be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists.
- Provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people set out in the relevant Supplementary Planning Document.

T4: New Development and Transport Safety – 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.

Poll1: Pollution Control – Development will be expected to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to

people. Developers will be expected to minimise the effects of any possible pollution and provide mitigation measures where appropriate.

H4: Residential Development on Small Non-allocated Sites – Proposals for development on sites below 0.4 hectares (including conversions of existing buildings and creating dwellings above shops) will be allowed where the proposal complies with Other Relevant Policies in the Plan.

H6: Housing Mix and Efficient Use of Land – Housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Proposals to change the size and type of existing housing stock must maintain an appropriate mix of homes to meet local needs.

Supplementary Planning Documents

- Design of housing development
- Parking
- Sustainable Travel

NPPF

The National Planning Policy Framework 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.

In respect of this application, the policies above are considered to reflect the 4th Core Principle in the NPPF, which relates to high quality design and good standard of amenity for all existing and future occupants of land and buildings. They also reflect the advice in paragraph 124 (general design considerations) and paragraph 130, which state that 'permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions'.

Other material considerations

South Yorkshire Residential Design Guide - 2011

Consultations

Highways DC – It is noted that this application seeks to convert an existing terraced dwelling to two, one bed flats. The property currently has no allocated parking, however there is access to areas of unrestricted on-street parking within the vicinity. Typically, allocated parking would be expected for residential units and whilst I am conscious that on street parking will likely be in high demand from surrounding properties, I am mindful that the proposal is for one bed roomed units in an edge of town centre location with good links to public transport and local amenities and as such, no objections are raised to the application.

Ward Councillors – No comments.

Representations

Neighbour consultation letters were sent to neighbouring residents with a site notice placed nearby. One comment was received raising concerns with the first floor flat and noise generation which will be heard in the neighbouring property.

Assessment

Principle of development

The site is located in the Urban Fabric with residential being the long-established use of the area. The proposed development is to sub-divide the existing residential dwelling into 2 x residential units, which does not change the use of the building. Local Plan Policy H4 states that proposals for residential development on sites below 0.4 hectares (including conversions of existing buildings and creating dwellings above shops) will be allowed where the proposal complies with other relevant policies in the Plan.

The above being said, assessment against Local Plan Policy H6 is also necessary which requires the Local Planning Authority to take a judgement as to whether the proposal will contribute successfully to achieving an appropriate mix of homes to meet local needs. The BMBC Strategic Housing Market Assessment (SHMA) 2021, through a 2020 housing survey, outlines that the least desirable dwelling type expected in the borough is 1-bedroomed flats with 2.4% expected with the current stock being 3.6%. As such, it is clear that the current stock of the proposed units is already out delivering for what is the least desirable dwelling type. It is therefore considered that there is weak justification for what is a poor and unnecessary form of sub-division and in this sense, the proposed development is contrary to Local Plan Policy H6 and is considered to be unacceptable in principle. No evidence has been submitted by the agent in the Planning Statement or other information which indicates that the SHMA has been acknowledged or referenced and that the development is in response to meeting the existing and future housing need in the community.

Residential amenity

The existing property is a fairly small early 20th Century dwelling which can be described as somewhat outdated living accommodation by modern standards – in terms of its size, accessibility and lack of private amenity space. The proposal to sub-divide the building into 2 small residential units with the ground floor measuring 32.8sqm and the first-floor unit measuring 33sqm. This is significantly less than both local (46sqm) and national (37sqm) internal spacing standards for a 1-bedroom, 1-person dwelling. The proposed units are therefore contrary to the Council's SPD for Design of Housing Development and the South Yorkshire Residential Design Guide in regard to the proposed internal room sizes of the flats not meeting the expected minimum space standards. Further, the existing building does not contain any external private amenity/garden area and there is no space within the site which would allow for the creation of such. This is in clear conflict with the SPD for Design of Housing Development which requires at least 50sqm for one residential flat plus an additional 10sqm as balcony space or added to the shared private space per unit. As such, the development requires at least 60sqm of private amenity space which there is a clear shortfall of.

The SPD states that full compliance with the standards is expected in predominantly residential areas whereas they may be slightly relaxed in town centre situations/higher density areas. This is also dependent on whether there is adequate outdoor green space nearby – such as parks. No such justification has been brought forward by the agent in regard to this and the site is not located within the Town Centre or any of the District Centres to be able to offer a relaxation of the standards.

As a result, it is the opinion of the Local Planning Authority that the proposed units would represent poor quality housing which does not offer adequate living conditions for future residents of the proposed units. Additionally, an approval of the proposed development would set an unwanted precedent for further inappropriate development in the area, further degrading the living conditions of both the existing and future residents.

The proposed development is therefore contrary to the Council's SPD for New Housing Development in that it does not provide adequate internal room spacing and a lack of shared private amenity space for both units. It is also contrary to Local Plan Policy GD1 which seeks to protect the living conditions of future residents. The proposed development is therefore unacceptable in terms of residential amenity.

Highways Safety

The proposed development does not comply with Local Parking Standards, specifically the Council's SPD for Parking which required at least one parking space per unit. Colleagues in Highways have been consulted on the proposal and have not raised any objections given that the site is in a sustainable location, on Doncaster Road which is one of the main through roads to the Town Centre from the East of the borough, containing multiple bus routes. The immediate surrounding area of Doncaster Road is largely residential however there are local services within walking distance of the units. As such, it is considered that the site is within a sustainable location and relaxation of the parking standards can be allowed for this development. No concerns are raised by Highways or the Planning Authority to the development in terms of highways safety.

Sustainable Travel

The Council has adopted its Sustainable Travel SPD which requires all new residential developments/units to include one Electric Vehicle Charging Point. No parking provision is proposed within the site but as stated in the above section, highways have not objected to this stating that the site is in a sustainable location with no parking provision proposed. It is therefore felt unnecessary that EVCPs are required for the development.

Visual Amenity:

There are no external changes being made to the building and the proposed development is therefore acceptable in terms of visual amenity.

Conclusion

The proposed development seeks to sub-divide the existing residential building into 2 flats, both of which are accessed through the front door, leading to a small communal area with a staircase leading up to the first floor flat. The Local Planning Authority has assessed the proposal and recommended refusal for the following reasons:

1. The proposed development not contributing successfully to housing mix – The proposed development is contrary to Local Plan Policy H6 which seeks for new housing developments to help create mixed and balanced communities. The Council's most recent Strategic Housing Market Assessment (SHMA) 2021 has outlined, through a 2020 Housing Survey, that 1-bedroomed flats are the least desirable form of dwelling type in the borough with the current stock (3.6%) exceeding the expectation (2.4%) raised in the SHMA Housing Survey. The agent has not provided any information or evidence which indicates that the Borough's housing needs have acknowledged or formed the basis of the proposed development and that it meets the current or future housing needs of the community. The proposed development therefore does not appropriately successfully contribute to or support the borough's current or future housing needs and is considered to be inappropriate development.
2. Inadequate living conditions for future residents – The proposed internal floor space for the ground floor flat falls short of the minimum internal spacing standards expected for a 1-bedroomed, 1-person dwelling in the South Yorkshire Residential Design Guide and the proposed development does not contain any private amenity space within the curtilage area for either unit. No justification has been offered by the agent in order to offset the significant shortfall in internal and external spacing standards and the proposed arrangement is contrary to the SPD for New Housing Development, The South Yorkshire Residential Design Guide and Local Plan Policy GD1 in that it does not provide sufficient living space for future residents of the ground floor flat and does provide sufficient shared private space for either property.

Recommendation

Refuse