

Applicant: Mr J Stokes

Description: Conversion and extension of building to form apartments

Site Address: Caxton House Surgery, 53 High Street, Grimethorpe, Barnsley, S72 7BB.

Site Location and Description

The application relates to a two storey, terraced dwelling sited to the southern side of High Street, Grimethorpe. The property is a former Doctor's surgery and is constructed from red brick with chimney stacks and large gable features to the front elevation. The property has a large patio area to the front of the dwelling, and it is noted there is no off-street parking. The site has a slightly sloping landfall.

The area is predominantly residential in nature, however there are some commercial properties to the north-east of the site.



Site Location Plan



Front elevation of the building.

Site History

2022/0973- Change of use from doctor's practice to 7no. apartment and 1no. studio flat including external extensions and alterations to building- Refused on 16/11/2022 for the following reasons:

1. In the opinion of the Local Planning Authority, the proposed living accommodation for the 7 apartments and studio flat is substandard due to inadequate internal space standards. Furthermore, bedroom 2 of apartment 1 is not served by a window, apartment 6 is a single aspect studio flat served by one window and apartments 7 and 8 are served by small velux roof lights only and as such future occupiers of these apartments would not have an adequate outlook or sufficient light. Therefore, the proposal is contrary to Local Plan policies GD1 'General Development', D1 'High Quality Design and Place Making', the 'Supplementary Planning document 'Designing New Housing Development' and the South Yorkshire Residential Design Guide.
2. In the opinion of the Local Planning Authority, the lack of any private amenity space for the 7 apartments and 1 studio flat is unacceptable as there would be an inadequate standard of external amenity for future occupiers. Therefore, the proposal is contrary to Local Plan policies GD1 'General Development', D1 'High Quality Design and Place Making', the 'Supplementary Planning document 'Designing New Housing Development' and the South Yorkshire Residential Design Guide.

2007/2089- Erection of replacement boundary wall and fencing to front & side boundaries- Approved

B/85/0040/HR- Change of use of first floor formerly used as dwelling into part of doctor's surgery - Approved

Proposed Development

This application is a re-submission of 2022/0973 and originally sought permission to change the use of the former doctor's surgery to 7no apartments. Amended plans were received in April 2023 which amended the scheme to 6no apartments. The conversion would include a number of external alterations, most notably a hip to gable roof conversion, a flat roof dormer to the rear elevation and the creation of an external area with bin store and cycle parking. The design and

access statement details that access will be provided via the existing pedestrian access off high street to the site and new planting will be provided to the front paved area to the new dwellings.



Proposed elevations and plans

Policy Context

The site is allocated as Urban Fabric within the Local Plan Proposals Maps.

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 following policies are relevant:

Policy T3 New Development and Sustainable Travel

Policy T4 New development and Transport Safety

Policy SD1 Presumption in favour of Sustainable Development

Policy LG2 The Location of Growth

Policy GD1 General Development

Policy D1 High Quality Design and Place Making.

Policy Poll1 Pollution Control and Protection

Policy H9 Protection of Existing Larger Dwellings

SPD's

Those of relevance to this application are as follows:

- House Extensions and other Domestic Alterations
- Design of Housing Development
- Parking

Other

South Yorkshire Residential Design Guide

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.

Paragraphs of particular relevance to this application include:

Para 7 - The purpose of the planning system is to contribute to the achievement of sustainable development.

Para 11 – Plans and decisions should apply a presumption in favour of sustainable development.

Para 92 - Planning policies and decisions should aim to achieve healthy, inclusive and safe places

Para 111 - 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.

Para 126- The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Consultations

Case Management Officer- No objections. Waste management confirmed that waste collection is conducted from the rear of the property, making the proposed bin store suitable.

Drainage- Details provided are sufficient and can be checked by building control.

Highways – No objection subject to a condition to secure bicycle parking.

Pollution Control- No objection subject to condition regarding hours of construction or remediation work.

Ward Councillors – No comments.

Yorkshire Water- No comment.

Representations

54 neighbouring properties were consulted, and a site notice was displayed at site. 1 letter of objection has been received at the time of writing and is summarised as follows:

- No parking available.
- Concern regarding undesirables being allowed to rent the properties (drug addicts and alcoholics).
- Other residents have the same concerns.

In response to the comments above, parking is discussed in the highways section of this report and the potential occupiers of properties is not a material planning consideration.

Assessment

Principle of development

Local Plan policy H9 'Protection of Existing Larger Dwellings' states the loss of existing larger dwellings will be resisted. SPD 'Design of Housing Development' states that larger dwellings are those that have four or five bedrooms or are **capable** of accommodating four or five bedrooms without significant adaption. It is acknowledged that the property was previously a doctor's surgery rather than an existing dwelling. Notwithstanding this, although internal and external alterations have taken place over the years to accommodate the surgery; the building could be easily converted back to a four plus bedroom family home without significant adaption. However, the lack of off-street parking and private amenity space is likely to make it less desirable for a family to live there.

Section 26 of the SPD relates to the conversion of buildings to residential accommodation and outlines acceptable concentration levels. The SPD also sets out a number of criteria that has to be met in order for such application to be supported. These criteria will be explored below;

Design / Visual Amenity

There are a number of external alterations proposed which include a hip to gable conversion, rooflights and smaller dormer windows to the front elevation, a flat roof rear dormer with 3no windows, removal of two existing chimney stacks, an original door re-instated to the side, a small infill extension, a bin store location, amenity space, new windows to the side and the bricking up of a number of windows and doors.

Whilst not a house presently, the House Extensions and Other Domestic Alterations SPD provides useful guidance given the proposal is to convert to residential use and states that proposals for house extensions, roof alterations, outbuildings and other domestic alterations should:

1. Be of a scale and design which harmonises with the existing building
2. Not adversely affect the amenity of neighbouring properties
3. Maintain the character of the street scene and
4. Not interfere with highway safety.

The conversion of the hipped roof to a gable would not increase the height of the roof and would be constructed from matching materials to the existing dwelling. There are existing properties within the immediate street scene with gable roof types and as such it is considered this alteration would be acceptable.

The SPD states that flat roof dormers are considered aesthetically inferior and are not normally acceptable and recommends guidelines which should be followed. The dormer is to the rear of the property and would not be highly visible from public vantage points. It is noted to the rear of the property there are existing garages and no residential properties. In terms of the guidelines the SPD specifies, the proposed dormer sits within the roof plane and the top of the dormer is below the ridge. The dormer is set back from the eaves by 0.46m which is a shortfall of 0.04m in what the guidance specifies and is set in from the adjacent property by 0.28m which is a shortfall of 0.22m. Although there is a small shortfall it is not considered detrimental considering the dormer has been set down and in, would not be highly visible and would again be constructed from matching materials to the existing dwelling.

The revised scheme has introduced small dormers to the front elevation of the building. The dormers are pitched, alike the proposed roof which would be acceptable in terms of design. The House Extensions and Other Domestic Alterations SPD states that as to not dominate the existing roof lines and retain its original form, dormers should be set within the roof plane and not be built off an external wall. Further, the former should sit within the roof plane and the top of the dormer should usually be below the ridge, the dormer should be set back from the eaves and gable by at least 0.5m and should also be 0.5m from the party walls with adjacent properties. The front dormers would meet this standard and are acceptable.

The other alterations are considered to be minor and would not adversely affect the building nor neighbouring properties. As such it is considered that a high standard of design and visual amenity would be achieved, and this would be in accordance with Local Plan Policy D1.

Residential Amenity

In terms of residential amenity, the proposed use of the property as a family home would be acceptable given it has previously been a family home and is adjacent to residential properties. As such, the noise and disturbance generated should not be to an unreasonable degree, in accordance with Local Plan Policy GD1.

With regards to future occupants of the dwelling there are a number of discrepancies between the standards set out in the South Yorkshire Residential Design Guide (SYRDG) and the proposed scheme with many of the proposed apartments or studio flats complying with the standards.

Apartment one and two are both one bed apartments at ground floor. Whilst the individual rooms meet the space standards as per the SYRDG, they both fail to meet the overall standard for a one bedroom apartment (46sqm) as they measure up at 42 and 44sqm.

Apartment three is a 2 bedroom apartment and whilst most of the individual rooms meet space standards, the en-suites are undersized and do not meet the standard of 3.5sqm and the overall standard of 62sqm is not met as the apartment measures up at 58.6sqm.

Apartment four is a one bed apartment and has an undersized kitchen/diner/lounge (KDL) at 21.3m (standard is 24sqm), an undersized en-suite at 2.21m (bathroom should be 3.5sqm) and the overall standard of 46sqm is not met as the apartment measures up at 38.19sqm.

Apartments five and six are both one bed apartments at second floor and follow a similar layout. The combined KDLs in both apartments are undersized measuring at 23.7 and 20.85sqm and the overall standard of 46sqm is not met as the apartments measure 42.4 and 39.85sqm.

All habitable room windows are served by windows which would provide a good outlook and amount of light into the apartments. The windows serving the bedrooms of apartment five and six are smaller than the other windows however this is a betterment over the rooflights over the previously refused application and the proposed elevations show that the windows will open allowing for daylight.

The South Yorkshire Residential Design Guide states that back gardens of houses should be appropriate to the size of the property, its orientation and likely number of inhabitants. For two bedroom houses this should be 50sqm and for three bedroom houses should be 60sqm. The guide goes on to explain that shared private space for flats must be a minimum of 50 square metres plus an additional 10 square metres per unit either as balcony space or added to shared private space. The proposed development is served by approximately 85sqm of private amenity space to the rear of the property at ground floor. This is undersized for a development of this size and should equate to 110sqm. There has been no justification given for the shortfall of 25sqm and it is considered that neighbouring properties adjacent to the site benefit from amenity space and as such this shortfall is not common of the area. As such the proposal is unacceptable from an external amenity point of view.

In terms of impact on neighbouring properties, there are no residential properties to the rear to consider, nor to the east of the site where many of the new window openings have been inserted. In terms of separation distances from the proposed dwelling to the residential properties opposite, there is appropriate separation distances achieved in accordance with the SPD. It is considered that the external alterations would not be overbearing nor would they give rise to overlooking and as such the development is acceptable from this point of view.

Highways Safety

The site is located on High Street, Grimethorpe, a classified road with a 30mph speed limit which is mainly residential in the vicinity of the site but is close to bus stops, local shops, services and facilities which complies with the policies of NPPF 9: Promoting Sustainable Transport or Barnsley Local Plan (January 2019) Policy T3: New Development and Sustainable Travel which will be acceptable.

The application proposes to change the use of the site from a doctors surgery to 6 apartments. The site has no parking and therefore no vehicular access. The proposed residential use of the site will be likely to generate less vehicle movements than the existing use as a doctors surgery which will therefore not impact upon highway capacity or safety on the local highway network which will be acceptable.

The Barnsley Supplementary Planning Document (SPD) Parking (2019) Table 1 requires that 1 parking space is provided for a 1-2 bedroom dwelling and 1 space per 4 dwellings is provide for visitors. the site has zero parking and zero proposed parking. The proposed residential use of the site would generate a parking need of 9 spaces. To assess the parking need of the existing use it is necessary to assess the existing number of practitioners, non-medical staff, and consulting rooms to comply with the Parking SPD which would require:

- 1 space per medical practitioner on duty at the busiest time to nurses and other medical professionals
- 1 space per 2 nonmedical staff
- 3 spaces per consulting room to include rooms occupied by a medical practitioner

The existing use which comprises 2+ consulting rooms would therefore be likely to generate a greater parking need than the proposed use and the proposal to provide zero parking will be acceptable on this occasion in comparison to the existing use

Barnsley SPD Parking (2019) Table 2 Cycle Parking Standards requires that 1 secure and undercover cycle parking space is provided per dwelling. 7 cycle spaces have been provided for the flats which will be acceptable but should be conditioned for retention

The proposed provision of the dwelling will be unlikely to impact upon highway safety, compared to the existing use of the building, or the local highway network and therefore there is no objection to the application subject to a condition to ensure bicycle parking is implemented.

Conclusions

Taking into account the relevant development plan policies and other material considerations, it is considered that the development is unacceptable as there will be a substandard of internal and external amenity for future occupiers and as such the proposal does not comply with the development plan or the advice contained within the NPPF.

As such the scheme is recommended for refusal.

Recommendation: Refuse