2022/0980

Applicant: Mr J Allen

Agent: Mr J Purdy

Description: Erection of dormer bungalow

Site Address: Land to the rear of West Street, Goldthorpe, S63 9JX

Site Description

The site is a yard located to the rear of Nos 2-8 West Street, Goldthorpe (a row of four terraced houses). The site backs onto the one of the areas in Goldthorpe (Main Street) that has been cleared from terraced houses. The site is approximately 147 sq. metres in total area and the submitted application form states that the land is currently unused with the last use being unknown.

Vehicular access to the site is via a wide footpath route that runs from Lockwood Road. Pedestrian access can be gained from the side of No 2 West Street. St John Evangelist and St Mary Magdalene are located to the north west beyond the footpath route. This is a grade II listed building that affects the setting of the site.

To the west of the site are terraced dwellings and to the south of the site is a shopping parade along the Doncaster Road.

Full planning permission was granted for Goldthorpe Primary school and nursery on the land adjacent to the site under applications 2013/1214 and 2015/0253 and was completed on site in 2016.

A Design and Access statement, in addition to a Heritage Statement have been submitted to support the application.



Existing Location Plan

Relevant Site History

The site has had three previous planning applications as follows.

2022/0536- Erection of dwelling- Refused for the following reason:

1. The proposal development would fail to provide a safe access for all users mainly due to the 2 parking spaces proposed being inaccessible meaning there is no parking provided at the site. As such, the proposed dwelling would fail to meet the requirements of the South Yorkshire Residential Design Guide, the Barnsley Supplementary Planning Document (SPD) Parking (2019) and would be contrary to NPPF 110 and 112 and Barnsley Local Plan (2019) T3: New Development and Sustainable Travel and T4: New Development and Transport Safety.

2015/0011- Erection of a detached bungalow (Resubmission of application 2013/1174)- Approved with conditions.

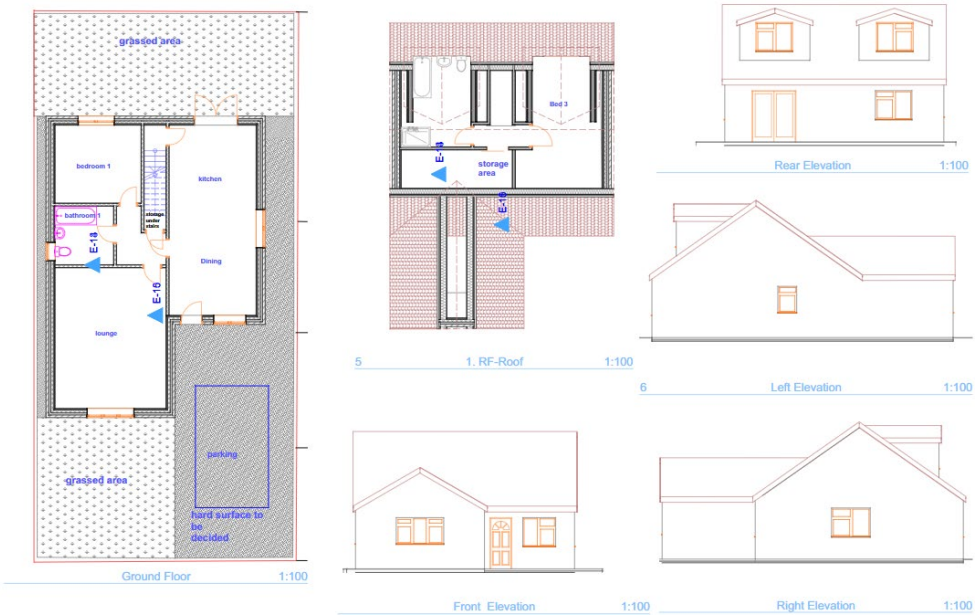
2013/1174- Erection of a detached bungalow- Approved with conditions.

2010/1478 – Demolition of Central Street Nos 1-7 odds, Central Street 2-8 evens, East Street 1-9 odds, Doncaster Road Nos 71-113 odds and Main Street 29-103 odd and 36-106 even. Decision: Prior approval not required.

In addition, planning permission was granted for the construction of a new Primary School, Nursery, associated parking, landscaping and play areas on the land to the south and east of the site under application references 2013/1214 and 2015/0253; these permissions have been implemented and the development has been erected.

Proposed Development

The applicant is seeking approval for a two-bedroom dormer bungalow. In terms of the internal layout, the ground floor would comprise of 1no bedroom, lounge, bathroom and an open plan kitchen and dining area and the roof space would comprise 1 bedroom, 1 bathroom and storage area.



Proposed Plans and Elevations

The bungalow will be constructed from a red brick and a grey tile roof, close matching to the surrounding buildings and white UPVC doors and windows. The dwelling will be served by 1 parking space.

As with planning applications 2013/1174, 2015/0011 and 2022/0536 the proposal is for a detached bungalow to be constructed in the yard behind the terrace. It should be noted that the proposal is near identical to application 2022/0536 however it is now a two-bedroom bungalow as opposed to three.

The bungalow will be an 'L' shape with a dual pitch roof with pitched dormers to the rear elevation only. There is a large gable to the front elevation and there are windows proposed to the side elevation of the bungalow.

The bungalow measures 9m in width and 12.38m in maximum depth (the rectangular part of the bungalow would measure 8.55m, whilst the outrigger would measure 3.83m. In terms of height, the bungalow would measure 5.79m in maximum height with low eaves of 2.55m.

Policy Context

To the extent that development plan policies are material to an application for planning permission the decision on the application must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004).

The Local Plan was adopted by the Council in January 2019 and the Council has also adopted a series of Supplementary Planning Documents which are other material considerations. The National Planning Policy Framework represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application.

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.

HE1 The Historic Environment: Positively encourage developments that help in the management, conservation and understanding of the historic environment

HE3 Developments affecting Historic Buildings: Proposals involving historic buildings should conserve and where appropriate enhance, respect historic precedents, and capitalise on opportunities to reveal significance

H4 – Residential Development on Small Non-Allocated Sites – 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.

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.

SPG2- Private Gardens and front gardens.

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.

Supplementary Planning Documents

- Design of housing development
- Heritage
- 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 134 that states that "Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design"

The National Planning Policy Framework (NPPF) paragraph 194/5: Identify and assess heritage significance including the setting and the effect of a proposal

NPPF para 199: Great weight given to an asset's conservation, irrespective of the degree of harm

NPPF para 200: Any harm to or loss of significance will require clear and convincing justification

The NPPF paragraphs 110 and 111 on highways impacts would also be relevant

Other material considerations

- Planning (Listed Buildings and Conservation Areas) Act 1990

In terms of the impact on the special character and appearance of a Listed Building, Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, states:

> In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural of historic interest which it possesses.

- South Yorkshire Residential Design Guide – 2011

Consultations

Conservation- No objection.

Yorkshire Water- No objection subject to conditions to protect the local aquatic environment and Yorkshire Water infrastructure.

Highways- No objection subject to conditions regarding the proposed accesses, driveways, on-site car parking, and turning and a scheme for bicycle parking.

Drainage – Details provided are sufficient, no objection.

Ward Councillors – No comments received.

Pollution Control- No objection subject to a condition restricting the hours of construction or remediation work comprising the use of plant, machinery or equipment.

Representations

Neighbour consultation letters were sent to neighbouring residents and a site notice placed nearby; no representations have been received.

Assessment

Principle of development

The area is mixed in uses with a school adjacent to the site, a shopping parade further to the south and residential properties to the west. The area is sustainable in that it is sited within Goldthorpe district centre with a variety of amenities nearby. The application site is located in the Urban Fabric with no specific allocation. The Urban Fabric is an allocation that acknowledges that land has previously been developed and is capable of being redeveloped on the basis that the scale, type, appearance, layout and landscaping of development accord with the predominant use of the area. As such, development in land allocated as Urban Fabric is generally seen as acceptable where these planning factors satisfy the requirements of the visual and residential amenity section below.

This development follows on from numerous past pieces of planning history on the site for the construction of a dormer bungalow, however development was not commenced within the 3-year time frame on the previous permissions. Application 2022/0536 was only refused on the grounds of lack of parking for a 3 bed dwelling and not on the principle of a dwelling on this site.

The proposal is therefore in accordance with the development plan in land use planning policy terms and is acceptable in principle subject to other material considerations as discussed in the below section of the report.

Visual amenity

It was considered in the previous applications that although on first glance the proposal would appear as a form of backland/tandem development, however the site actually originates from the rear garden belonging to one of the demolished houses, 39 Main Street as opposed to Nos 2-8 West Street and is therefore not a typical backland site.The Design of Housing Development SPD states that 'Backland development may be more acceptable in circumstances where there is an existing use at the rear of dwellings and where residential development would benefit the amenity of existing residents and the character and appearance of the locality'. The site does not belong to an existing dwelling and the submitted application form states the last use was unknown.

The proposed plan is to construct a bungalow with a first floor in the roof space. There are concerns about the backland nature of the site and the increased bulk and 'top heavy' nature of the dwelling in comparison to previous approvals. However, the site is within a predominantly two storey densely built up area and as such the proposal would not stand out as incongruous feature in the locality. As such the concerns would not be significant enough to justify the application being refused when weighing up the benefits of the development on the site.

The dwelling is considered to be a modern addition to the area, being of an appropriate scale and constructed from similar materials to the locality. The development would lead to an improvement in the appearance of the site overall, which would also benefit the setting of the adjacent St John Evangelist and St Mary Magdalene Church as a grade II listed building.

There was concern in the previous applications to do with the existing boundary wall to the rear of the site, however it was considered acceptable as the adjacent school proposed a 3m high acoustic fence that would remove this boundary treatment from view. The previous application also sited the fact that there was a static caravan on the site, however from looking at Google Earth it appears it has been removed from the yard.

Taking the above into consideration, the proposal is considered to be acceptable in terms of visual amenity in accordance with policy D1 of the Local Plan.

Residential Amenity

The Design of Housing Development Supplementary Planning Document (SPD) states that in order to ensure adequate levels of privacy are provided/ maintained, it is necessary to ensure residential development does not result in unacceptable levels of overshadowing or loss of outlook and, in order to provide adequate amenity space, development will usually be expected to comply with the external spacing standards.

The front elevation of the dwelling faces onto a small slip road and there are no dwellings opposite the site, as such there are no habitable rooms facing one another in these directions. There is a single bedroom sited in the roof space meaning a habitable room window would face to the south of the site; the bedroom would be looking onto the school fields and as such would not need to comply with any external space standards in terms of residential neighbours.

There are residential properties sited to the west elevation and there is a proposed kitchen/dining room window which would face onto 2 and 4 West Street an approximate distance of 9.8m. Whilst there is concern regarding overlooking, the window is at ground floor and there are existing outbuildings sited to the rear of the properties along West Street that would protect the privacy of

existing residential occupiers of these properties and as such this window is considered to be acceptable as it would not result in undue overlooking.

Whilst the impression from within the site is that the site is small, the plans demonstrate that the proposal complies with the guidelines in the SPD regarding the relevant standards with regards to separation distances that should be safeguarded to existing dwellings. Accordingly the proposal is judged to be acceptable taking into account residential amenity considerations, subject to a condition removing permitted development rights.

The school development adjacent to the site raises some amenity issues for the new dwelling, however the 3m high acoustic fence would prevent the dwelling being impacted upon by noise and would provide privacy between the two sites. The proposals are therefore considered acceptable in residential amenity terms.

Amenity of future occupiers

The South Yorkshire Residential Design Guide states that all new dwellings should be fit for purpose in terms of internal layout, dimensions and space standards and should achieve the internal spacing standards.

A two- bedroom dwelling is expected to provide 62sqm of internal space. From measuring the proposed plans, the dwelling would provide 86.75sqm of internal space and would also meet the space standards in regard to individual rooms. Further the height of the floors from floor to ceiling would meet the minimum ceiling height of 2.3m.

In terms of living conditions for future occupiers, all habitable rooms are served by a window of adequate size and the living area is served by double doors, allowing for adequate light to enter the property. The bedrooms will all be single aspect and whilst it would be preferred for these to be dual aspect to allow for solar gain and cross ventilation, they are south facing windows that would receive the most light in terms of orientation and as such on balance would be acceptable. It is considered that the outlook of the bedrooms would be acceptable, looking onto the proposed rear garden of the property.

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. In the case of a two bedroom bungalow, rear gardens should be 50sqm. The proposed bungalow would have a rear garden of 45sqm. Whilst the garden area falls short there would still be sufficient room for furniture, a bin store and for other activities associated with a residential dwelling. It is also noted that neighbouring properties have small gardens so this would not be out of character with the surroundings. The SYRDG states that smaller gardens may be acceptable if daylight can be maintained; as this garden would be south facing it would receive an abundance of daylight. Lastly, Phoenix Park is approximately 0.6m from the site which would provide future occupiers with open space. It is considered that taking the above points into consideration, the shortfall of amenity space is justified and on balance would be acceptable and therefore a refusal of permission on amenity grounds would be difficult to substantiate based on the points above and the previous approval.

Heritage

The main issue to be considered from a heritage perspective in the determination of this Planning Permission application is: -

- Whether or not the proposal would harm the heritage significance or impact on the setting of a designated asset or other asset of demonstrable heritage significance

The proposal seeks permission for a small dormer bungalow on a parcel of vacant land on West Street which is circa 25m south of the listed grade II St John and St Mary Magdalene church).

The church is late being constructed in 1914-16 in a stripped back Italianate style but has an imposing and eye-catching rectilinear lantern tower which utilises re-enforced concrete. The church yard is defined along its southern margin by a red brick (2m) wall that runs parallel to Main Street. To the south of the church is West Street which includes numbers 1-8 which are ubiquitous red brick / grey slate (some concrete replacement) terraced houses typical of housing stock in the area from the turn of the century (C19/20). To the immediate east of the church is Church House that sits within the church yard / precinct. Church House is rendered and is contemporary with the church (as is the long hall to the south of the church) and appears on the 1929 OS but not the 1904 map.

The Conservation Officer was consulted on this application and stated the following:

The setting of the Church contributes positively and it is considered that the proposal site sits outside of this area. Direct intervisibility is possible, but the 2m boundary wall plus the presence of Church House and the Hall means views are fairly limited to the southeast. The proposed design of the dwelling is entirely modern but restrained in size and detail. The bungalow is also set quite well back in the plot as a lawned area is proposed to the frontage which steps back due to the L shaped plan. Materials are proposed to be a grey interlocking tiles to the roof and red brick to match the adjacent buildings along West Street and it could be argued, the southern boundary of the church yard. As such, there is little harm in terms of negative impact on the setting of the listed church and no objections were raised.

Highways

The site is located to the rear of 2-8 West Street, a residential road with a 30mph speed limit, with access being gained from an adopted narrow unamend single track road that runs to the rear of properties on Main Street and continues to the side of 2 West Street where it forms a cul de sac. The site is located in Goldthorpe where shops, amenities and services may be found which will therefore comply with the policies of NPPF 9: Promoting Sustainable Transport and Barnsley Local Plan (January 2019) Policy T3 New Development and Sustainable Travel which will be acceptable.

The application proposes to provide a 2 bedroom dormer bungalow on land to the rear of 2-8 West Street with access being gained off the unnamed single track road to the side of 2 West Street. The application is similar to applications 2022/0536 which was refused on highway grounds as a 6m manoeuvring area was not provided to the rear of parking spaces to allow a vehicle to manoeuvre and therefore the proposed parking spaces were not accessible by a vehicle raising an objection on highway grounds. Barnsley Supplementary Planning Document (SPD) Parking (2019) Table 1 requires that 1 parking space is provided for a 1-2 bedroom dwelling. This application shows 1 parking space with a 6m manoeuvring area which will be acceptable. The parking area should be surfaced in a bound material and designed so that no surface water from the site is allowed to discharge onto the highway will be required.

Barnsley SPD Parking (2019) Table 2 Cycle Parking Standards requires that 1 secure and undercover cycle parking space is provided per dwelling which should be conditioned.

The proposed provision of the dwelling will be unlikely to impact upon highway safety or the local highway network and therefore is supported on highway grounds subject to conditions.

Sustainable Travel

The Council has adopted the Sustainable Travel SPD which requires all new residential developments/units to contain at least one EV charging point. No indication has been provided by

the agent which indicates that the development will include this, but the LPA has a standard pre-commencement condition which requires the developer to submit such details and for the LPA to approve. The condition will be attached to any forthcoming decision notice for this application.

Drainage

Colleagues in Drainage have been consulted on the proposal and have confirmed that the details provided are sufficient and there are no further observations to make with respect to land drainage. Standard relevant conditions in regard to drainage shall be attached to any forthcoming decision notice.

Pollution Control

Colleagues in Pollution Control have been consulted on the proposal and consider that the development has the potential to have an adverse impact on health and the quality of life of those living and/ or working in the locality. As such, approval is recommended subject to a condition restricting the hours of construction or remediation work comprising the use of plant, machinery or equipment in accordance with Local Plan Policy POLL1.

Recommendation

Approve.