

2023/1137

Mr Brian Beverley

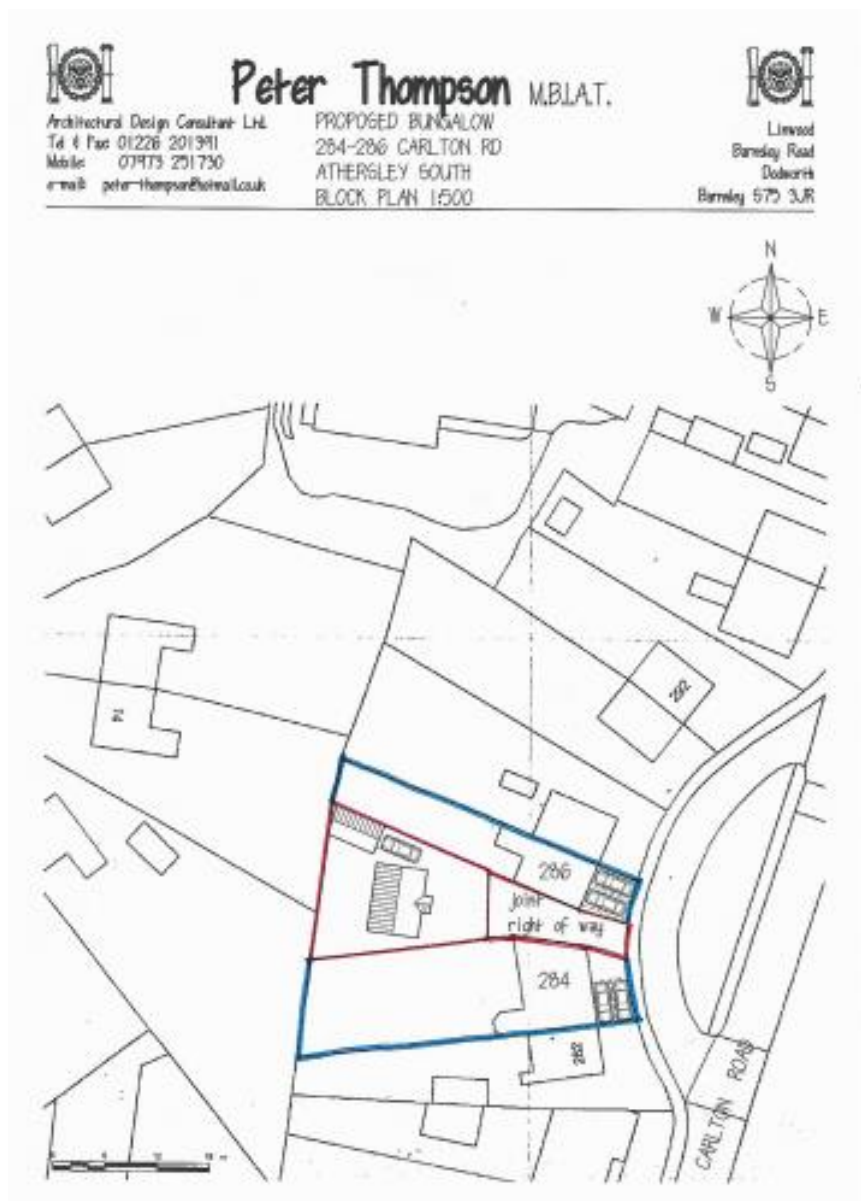
284 Carlton Road, Athersley South, Barnsley, S71 2BA

Outline application for detached bungalow with all matters reserved

Site Description

The application site is in relation to the existing rear garden area of both 284 and 286 Carlton Road accessed by a private drive which serves said dwellings. Carlton Road is a classified road however the section serving the site is not. The surrounding area is primarily characterised by residential properties with the exception of Springwell Community School located to the southeast.

Proposed Development



The applicant is seeking outline approval for the erection of a detached bungalow with all matters reserved. The dwelling will be accessed from an existing private drive off Carlton Road, with a parking area formed to the north of the proposed dwelling. The site plan shows the dwelling to be detached and located centrally within the site. A detached garage is also proposed to the north. The site plan also shows additional alterations to the neighbouring dwellings (284 & 286 Carlton Road) including parking layout changes.

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 on 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.

Local Plan Allocation – Urban Fabric

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).

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

Policy SD1: Presumption in favour of Sustainable Development – States that proposals for development will be approved where there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land. Policy GD1 below will be applied to all development.

Policy 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. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land.

Policy 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.

Policy 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.

Policy 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. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population. Proposals to change the size and type of existing housing stock must maintain an appropriate mix of homes to meet local needs.

Policy 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.

Policy 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.

Policy BIO1: Biodiversity and Geodiversity – Development will be expected to conserve and enhance the biodiversity and geological features of the borough.

Supplementary Planning Documents

- Design of housing development
- Parking
- Sustainable Travel

National Planning Policy Framework

The NPPF sets out the Government's planning policies and how these are expected to be applied. The core of this is a presumption in favour of sustainable development. Proposals that align with the Local Plan should be approved unless material considerations indicate otherwise. In respect of this application, relevant policies include:

Section 12: Achieving well designed places – The Government attaches great importance to the design of the built environment. 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. It is important to plan positively for the inclusion of high-quality design for all developments, including individual buildings, public and private spaces and wider area development schemes.

Within section 12, paragraph 139 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, taking into account any local design guidance and supplementary planning documents such as design guides and codes”*.

Other Material Considerations

- South Yorkshire Residential Design Guide

Consultations

Highways Development Control (DC) were consulted and objected to the application.

Highways Drainage were consulted and raised no objections.

Pollution Control were consulted and raised no objections subject to conditions.

St Helen's Ward Councillors were consulted and raised no objections.

Yorkshire Water were consulted and raised no objections.

Representations

Neighbour notification letters were sent to surrounding properties and a site notice posted, one objection was received and in summary raised the following points.

- Overlooking and loss of privacy and outlook
- Noise concerns from building work impacting enjoyment of private amenity space
- Overdevelopment in that area

Assessment

Principle of Development

The site is located within an area of Urban Fabric where 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 predominantly residential and as such the use of this site for residential uses would be in keeping with the locality.

The site is accessed via a narrow private drive which currently serves the immediately adjacent dwellings and is located in a combination of the rear garden areas. As a result of this the application site is therefore considered to be backland development. The SPD for design of housing development has a dedicated section relating to backland development to which reads as follows:

As well as the general criteria, including the external spacing standards, backland development should aim to comply with the following:

- *Tandem development, with one dwelling directly in front or behind another sharing the same access, will almost always be resisted.*
- *Piecemeal development, which could prejudice the potential comprehensive development of a larger area of land, should be avoided.*
- *Backland development is most effective where it includes a number of dwellings served by an adopted highway, which is capable of being used by refuse and other servicing vehicles. Long, narrow private drives (typically in excess of 30m), which would result in excessive 'man carry distances' should be avoided.*
- *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 proposal is in essence tandem development (as described above) all be it not set directly behind one dwelling but partially behind two. Whilst there are examples of detached garages and outbuildings which are located in rear garden areas (akin to where the proposed dwelling would be sited), there are no other examples of separate units being formed in these areas. It is considered the addition of a detached bungalow in the combined rear garden areas would clearly be uncharacteristic of the area and would harm the pattern of development and the street scene.

The proposed development would set an unwanted precedent for further inappropriate backland development in the locality which would further degrade the character of the area, as well as cause harm to residential and visual amenity and is therefore considered to be contrary to Local Plan Policy D1: High Quality Design and Place Making and the SPD Design of Housing Development.

Highways Safety

From a highway's perspective, the proposals would need to include adequate off-street parking provision for both no.'s 284 and 286 Carton Road in line with the parking SPD. This would require two spaces for each dwelling with each space having minimum dimensions of 2.5 metres x 5 metres.

This is in addition to adequate parking and turning facilities for the proposed dwelling. Sufficient vehicular and pedestrian inter-visibility would also need to be achieved both within the site and at the point where the access meets the public highway.

Whilst it is noted that neither access nor layout have been put forward for consideration at this time, based on the submitted Block Plan it appears as though there is insufficient room on the frontage of no.284 to accommodate two parking spaces. There would also be a lack of inter-visibility between users egressing the new dwelling via the joint right of way and a vehicle reversing from the parking area to the front of no.284. Therefore, based on the information provided the proposals are considered unacceptable from a highways perspective as they are viewed as being prejudicial to highway safety, contrary to Local Plan Policy T4 New development and Transport Safety.

Residential Amenity

The Block Plan shows the presence of a detached bungalow located centrally within the plot. The Block Plan shows possible separation distances in relation to neighbouring properties. The rear elevation of the dwelling is 5.5 metres from the rear boundary. The front elevation of the dwelling (facing East) faces onto the rear elevations of the two neighbouring properties (284 & 286 Carlton Road). As proposed the distance to no.284 is 11.5 metres and the distance to no. 286 10 metres, which is significantly short of the minimum 21 metres expected between facing habitable room windows. It is noted this is an outline application however there does not seem to be a suitable location within the site to accommodate the bungalow and achieve the required separation distances. Therefore, even at this outline stage, there are concerns raised with the layout of development in terms of the impact on the neighbouring properties.

Additionally, the proposed bungalow would be located in an area which is a combination of rear gardens and is clearly backland development. Not only would the bungalow be located very close to the neighbouring amenity space, but it would also need to include parking areas and its own private amenity space. The presence of a bungalow in this location would give rise to an increase in noise and general disturbance to the existing neighbours and would, have a detrimental impact upon the use of the remaining garden areas. The proposal development is therefore considered to be contrary to Local Plan Policy GD1: General Development and the SPD Design of Housing Development and is considered unacceptable in terms of residential amenity.

Visual Amenity

Given the outline is all matters reserved, there are limited details in terms of scale, appearance, layout and landscaping. As such, the LPA cannot provide a full assessment of the acceptability of the design of the dwelling. However, a front dormer window is visible on the submitted Block Plan. It is noted that there are no dormer windows visible in the street scene of Carlton Road and therefore this would introduce an incongruous feature into the street scene to the detriment of its character.

Recommendation

Refuse