
2024/0585

Mr Ian Brown

Conversion of clinic to dwellinghouse (Use Class C3) including rear single storey and first floor extensions. Erection of single storey detached clinic (Use Class Sui Generis).

26 Bridge Street, Penistone, Sheffield, S36 6AJ

Site Location & Description

The application site consists of a traditional, detached style property which is currently used as a beauty clinic and its associated car parking area. The existing property is finished in light buff stone, being part two storey and part single storey. On the front elevation, the property has a centrally positioned doorway with bay window at either side of the ground floor. At the upper floor, there are symmetrically positioned vertical windows and a front facing gable feature with window. The side gable elevations are finished in light colour render. The property has a rectangular shaped ground floor footprint, with a T-shaped first floor, including two sloped roofs above the ground floor projections to the rear. The rear gable projection includes an original chimney stack. Vinyls to advertise the clinic use cover the ground floor windows, and a sign is displayed on the side elevation.

Whilst the property has a dwelling-like appearance, planning permission for Use Class E(e) operations (formally Use Class D1) was granted in 2016. The planning history indicates that an element of commercial activity has occurred at the site since the early 1990s.

To the side and rear of the property there is an open area of hardstanding, which is used for parking, but no formal marked spaces. Historically, this area has always been clear of development and map regression suggests the land was brought into the curtilage of No. 26 Bridge Street sometime between 1903 and 1929 when the dwelling was constructed. Although there is no evidence to confirm this, it seems likely the land functioned as garden until the mid C20.

The site is accessed off Bridge Street, with a low stone wall defining the front boundary. An opening in the wall provides vehicular and pedestrian access into the site. The side elevation of No.22 Bridge Street defines the southern boundary whilst a fence encloses the site to the rear.

The street scene includes a variety of commercial and residential uses. Immediately to the south of the car park is a hairdressers (No.22). Heading southwards along Bridge Street, there is also a theatre group, South Yorkshire Police station, foot clinic and lingerie/sleepwear shop all within close proximity to the site but positioned in between/amongst residential dwellings. Other dwellings are positioned to the immediate north and east of the site, which are primarily detached and semi-detached.

The site is within the Penistone Conservation Area which has been designated by Barnsley's Planning Authority in recognition of its special historic and architectural interest.



Site History

2016/0794 - Change of use of premises to allow for use for the provision of aesthetic beauty procedures and clinic for the provision of regulated activities (D1), GRANTED, 30/8/2016

B/03/0078/PU- Use of two ground floor rooms and one first floor room as office space for market research company, GRANTED, 25/2/2003

B/97/1524/PU - Use of front room of property as workshop/showroom for computer assembly (and associated products) and sale of same, GRANTED, 20/2/1998

B/90/1690/PU – Change of use for storage of plant and equipment, GRANTED, 14/3/1991

B/87/0330/PU - Erection of dwellinghouse (outline), GRANTED, 13/7/1987

B/85/0375/PU - Erection of `granny flat' extension to dwelling, GRANTED, 15/5/1985

B/81/0626/PU - Erection of bungalow and garage (outline), UNKNOWN DECISION, 25/6/1981

Proposed Development

The application seeks full planning permission to change the use of the existing building to a dwellinghouse (Use Class C3) and the erection of a new detached building to be used for the clinic use (Use Class Sui Generis).

It is noted that the use class of the proposed clinic is different to the previously granted use (formerly Use Class D1). However, from reviewing the proposed operations at the new clinic, it is clear that this would not constitute a healthcare/medical use as per Use Class E(e) (which replaced D1). The services proposed at the site include aesthetic and beauty treatments rather than solely medical procedures. On this basis the agent has agreed to describe the proposed use as a Sui Generis.

The proposed building will be situated along the southern boundary of the site, parallel with No.22 to the south. The proposed building is fairly rectangular in shape with a hipped roof on the front elevation and gable roof on the rear elevation and a ridge height of 5.4m. The building would be 16.6m in length, with two single integral garages proposed within the rear section of the building, to provide residential parking associated with the proposed dwellinghouse. On the front elevation two vertical windows are proposed along with the main entrance door and fascia signage (though advertisement consent would be required for this). The building is proposed to be finished in natural stone, with render on the south facing elevation. The plans have been amended to remove a sign proposed on the northern elevation and clarify the style of the windows, at the request of the Conservation Officer.

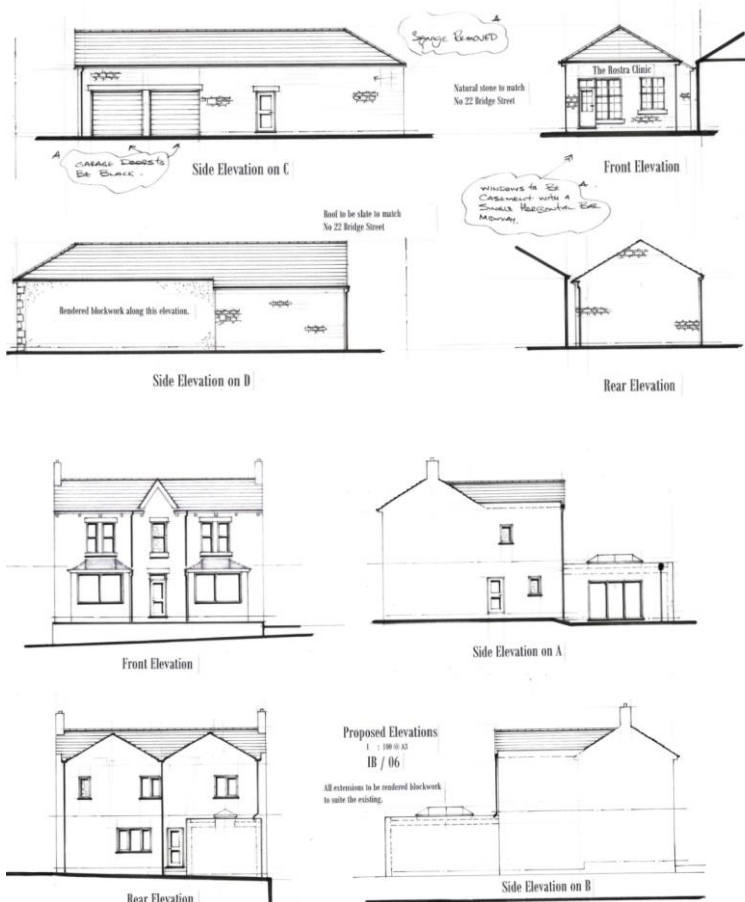
To the rear of the detached building, one additional parking space is proposed which will provide customer parking associated with the clinic use. The existing vehicular access off Bridge Street will be utilised.

The existing building will be retained, and the use changed to a dwellinghouse (Use Class C3). The property will be rearranged internally to accommodate typical residential facilities, including 4 bedrooms at the first floor.

The application also proposes extensions to the existing building including a single storey rear extension and first floor infill extensions. The single storey extension would provide additional living space at the ground floor level, projecting off the rear elevation by 6.3m and a width of 4.1m. The extension will be positioned adjacent to the boundary with No.28 Bridge Street, with bio-folding doors on the southern elevation facing towards the proposed private garden. The proposed extension would have a flat roof, with an eaves height of 3.2m and a lantern roof light.

The first floor extensions would infill above the proposed dining room and kitchen to square off the massing of the property and replace the existing sloping roofs. To the rear 2x two storey gables would be created which would be flush with the existing first floor projection. The extension ridge would be set down from the existing roof ridge, with new windows added to serve the bedrooms and en-suites. Both the single storey and first floor extensions would be finished in render to match the existing.

The existing hardstanding area will be subdivided to create a residential garden to the rear of the proposed dwelling.



Section 12- Achieving Well-designed and Beautiful Places
Section 16- Conserving and Enhancing the Historic Environment

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
Policy CL1: Contaminated and Unstable Land
Policy CC3: Flood Risk
Policy HE1: The Historic Environment
Policy HE2: Heritage Statements and General Application Procedures
Policy HE3: Developments Affecting Historic Buildings
Policy HE4: Development Affecting Historic Areas or Landscapes
Policy TC1: Town Centres
Policy TC3: Thresholds for Impact Assessments

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
South Yorkshire Residential Design Guide, 2011
House Extensions and other domestic alterations, May 2019
Shop front designs, May 2019

Neighbourhood Plan

Penistone Neighbourhood Plan was adopted in August 2019 and forms part of the statutory development plan for Barnsley Metropolitan Borough Council. It will be taken into account when decisions are made on planning applications in the Penistone Neighbourhood Area. Relevant policies include:

Policy BE1: Design of the Built Environment
Policy BE2: Protection and enhancement of local heritage assets

Policy LE2: Encouraging Small Businesses
Policy LE3: Improve additional business and retail land

Consultations

Biodiversity Officer – A bat survey was submitted in support of the application which has been reviewed by the Ecologist. The survey found no evidence of roosting bats or nesting birds. No objection on this basis subject to a condition relating to details of bird and bat boxes to be provided prior to commencement. An informative is also attached relating to nesting birds or roosting bats which could be encountered during construction works.

Local Ward Councillors- No comments.

Drainage- No response.

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

Yorkshire Water- No response.

Highways DC – The development includes sufficient number of parking spaces as well as adequate space to turn within the site. No objection and no conditions required.

Conservation Officer- Amended plans received which includes additional annotations to address queries/ comments raised by the Conservation Officer. No objection on this basis subject to condition proposed relating to the colour of the rainwater goods.

Penistone Town Council- No response.

Representations

This application has been advertised in accordance with the Development Management Procedure Order (DMPO) 2015, as follows:

- Neighbour notification letters sent to adjoining properties- consultation expiry date: 7/8/2024
- Site Notice (Conservation Area) displayed adjacent to the site- consultation expiry date: 7/8/2024
- Local Press (Conservation Area) – consultation expiry date: 16/8/2024

0 neighbour representations have been received in response to the above publicity.

Assessment

Principle of Development

Residential Development

The site falls within urban fabric which has no specific land allocation. Changes of use 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.

Policy H4 Residential Development on Small Non-allocated Sites states that proposals for residential development on sites below 0.4 hectares will be allowed where the proposal complies with other relevant policies in the Plan.

Policy H6 states that housing proposals will be expected to include a broad mix of house size, type and tenure, and proposals to change the size and type of existing housing stock must maintain an appropriate mix of homes to meet local needs.

The development consists of the change of use of an existing building from a beauty clinic use to a proposed 4-bedroom dwellinghouse, including proposed extensions. These works are considered to be acceptable subject to the considerations addressed below.

Proposed New Development

Local Plan Policy TC1 states that District Centres have an important role serving localised catchments and meeting more local needs. To ensure they fulfil this role and continue to complement and support the role of Barnsley Town Centre new retail and town centre development will also be directed to the District Centres.

Policy TC1 follows on to state that a sequential approach will be used to assess proposals for new retail and town centre development. This will help to achieve the spatial strategy for the borough and will focus development on identified centres in the first instance. Edge of centre and out of centre development will only be allowed where it meets the requirements of NPPF. Impact assessments will also be required as laid out in policy TC3. These should comply with the requirements of the NPPF.

The development includes erecting a new detached building which will be used for a beauty clinic use and replace/re-locate the existing business. The application site lies outside the Penistone District Centre, where typically retail/town centre uses should be directed to, as per Policy TC1. The site lies circa 115m north of the District Centre boundary.

However, given the small scale of the proposal and the fact that the building will replace an existing commercial/beauty salon use, the principle of the new building is considered to be acceptable. Other non-residential uses are located within this stretch of Bridge Street, with the proposed building to provide a smaller commercial footprint than the existing clinic building. The principle of the proposed use is not a new introduction to the site and is therefore acceptable in terms of retail policy. The proposed development also falls well below the thresholds stated in Local Plan Policy TC3 in regard to a retail impact assessment.

Overall principle of development

The surrounding area consists of a mixture of uses, including both residential and non-residential uses. The principle of the proposed development at this site is therefore considered to be acceptable subject to the considerations as followed.

Design, Appearance & Impact Upon Conservation Area

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.

The House Extensions and Other Domestic Alterations SPD sets out the design principles that specifically apply to the consideration of planning applications for house extensions, roof alterations, outbuildings & other domestic alterations and indicates that these developments:

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.

NPPF Paragraph 205 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Paragraph 208 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

Local Plan Policy HE1: The Historic Environment positively encourages developments that help in the management, conservation and understanding of the historic environment.

Penistone Neighbourhood Plan Policy BE1 states that all new housing proposals should adhere to the following principles:

- Homes should be reflective of local architecture and in-keeping with the surrounding area;

The proposal includes the erection of a new building to be used as a beauty clinic. The building would be situated on the southern part of the site, positioned parallel with the adjacent hairdressers unit at No.22. The proposal has a similar form and scale as the adjacent unit, though would be detached.

The Conservation Officer has reviewed the proposed plans and has no objection to the development in terms of its impact upon the Penistone Conservation Area. The proposal has taken

into consideration comments made at the pre-application stage in relation to the window style and the position of the car parking.

The proposal has been amended to remove the signage from the side elevation of the new building, though the indicated position of the fascia signage is acceptable. The full design of the signage would be assessed through an advertisement consent application. The use of natural stone for the new building is welcomed as well as the natural slate roof to match the adjacent unit. The garage doors would be finished in black, whilst a condition is attached in relation to the proposed render colour on the southern elevation, though a light/buff colour is encouraged.

The overall scale and massing of the proposed building is acceptable. The building will not dominate the site and would somewhat improve the appearance of the street scene by redeveloping an otherwise underutilised parking area.

In terms of the change of use, the Conservation Officer has no objection, with no significant alterations proposed to the appearance of the existing property. The proposed single storey rear extension is considered to be acceptable, and the plans have been amended to annotate that the proposed roof lantern will be black.

The first-floor rear extensions will infill the footprint of the existing building. The gable design is in-keeping with the character of the building, and the set down ridge height means the extensions remain subservient to the host building.

The extensions will be finished in matching colour render but will not be noticeable from the street scene due their rear projection and therefore not impact the appearance of the Conservation Area.

The Conservation Officer requested further details regarding the proposed boundary treatments. The site plan has been updated to include information regarding the eastern boundary treatment which will constitute hedging and close boarded timber fencing. A condition is attached requiring further details for the dividing boundary treatment prior to occupation of any part of the development.

The Conservation Officer did comment on the loss of the internal fireplace, however as this building is not listed, internal alterations do not require planning permission. The loss of the external chimney stack is also considered to be cause minimal impact upon the appearance of the Conservation Area.

The overall appearance and design of the development is considered to be reflective of the local building traditions and the character of the area. The development will enhance the contribution the site makes to the appearance of the Conservation Area and is therefore acceptable subject to the conditions attached relating to external materials and finishes.

Impact upon Residential Amenity

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 proposed dwelling includes 4 good sized bedrooms in addition to adequate kitchen and living space. The proposed property is large enough (even without the proposed extension) to provide high-quality living accommodation for future residents. The external private garden provides circa 99sqm of outdoor space, exceeding the requirements of the SPD and is therefore accepted in terms of future amenity.

The introduction of a residential dwelling is not considered to harmfully impact existing amenity. Whilst existing dwellinghouses abut the application site to the east, their orientation means that no overlooking of habitable room windows or private amenity space would occur from the proposed rear elevation bedroom windows. The separation distance between the first floor bedroom windows and the rear boundary exceeds 10m therefore accords with the Design of Housing Development SPD in terms of overlooking of neighbouring gardens. The other en-suite windows will be obscure glazed thus not introduce overlooking issues.

The first floor extension will be flush with the existing first floor projection and not project beyond the rear elevation of No.28. The extension would therefore not overshadow neighbouring gardens or habitable room windows.

The proposed single storey extension would project approximately 2/3 of the rear garden length. However, due to its single storey design and 3.2m eaves height, harmful overshadowing upon neighbouring properties or gardens is unlikely to occur. This extension does not include any windows which would overlook neighbouring properties, with bi-fold doors to face over the associated garden only.

In terms of the proposed new building, this is also unlikely to impact existing or future residential amenity. The building has been closely positioned adjacent to the existing hairdressers use thus away from the shared residential boundaries. The rear elevation is set away from the boundary shared with No.5 Waterhall View by 2.8m (at the closest point) and given its single storey height, will not introduce harmful overshadowing of the neighbouring garden.

Whilst the proposed building will have a non-residential use, the operation would not be a new introduction to the site, with a similar scale beauty clinic use already occurring at the site. The proposed use is not considered to create noise or disturbance during anti-social hours or a substantial number of comings and goings. The windows on the new building are positioned on the front elevation facing towards the street, meaning there would be no overlooking issues towards residential properties.

No representations have been received during the publicity of the application. The Environmental Health Officer has reviewed the application and raised no objections subject to a condition relating to hours of construction. On this basis, the development is not considered to harm either existing or future residential amenity and is therefore acceptable.

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. It follows on state if a development is not suitably served by the existing highway or would add to problems of safety or the efficiency of the highway, developers will be expected to take mitigating action to make sure the necessary improvements go ahead.

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

The development includes 3 off-street parking within the site, two for the proposed dwelling and one associated with the proposed clinic building. The Parking SPD requires 3+ bedroom dwellings to have at least 2 off-street parking spaces. The development therefore meets this requirement in the form of the 2 integral garage spaces. To ensure that the garage spaces are not lost or converted to an alternative use, a condition has been attached.

In terms of the beauty clinic parking, the submitted information confirms that the residents of the proposed dwelling will work at the clinic, therefore no staff parking is required. Only one client will be in the clinic at a time with no overlap or walk-in appointments. The provision of one customer space at the rear of the site is therefore suitable.

The Highways DC Officer has reviewed the application and has no objection on this basis. The application site provides sufficient space for vehicles to turn. The proposal is therefore acceptable in terms of highways requirements.

Biodiversity Considerations

Local Plan Policy BIO1 states that development will be expected to conserve and enhance the biodiversity and geodiversity features by protecting and improving habitats; maximising biodiversity opportunities in and around new developments and encouraging provision of biodiversity enhancements.

The Biodiversity and Geodiversity SPD requires all new dwellings to include integrated bat and bird boxes.

The Ecologist has reviewed the application and confirms that the site is exempt from biodiversity net gain as the site's baseline value falls before the de minimis threshold.

Due to the proposals involving a conversion and extension to an existing building, a bat assessment was requested and submitted. The survey was undertaken by an appropriately qualified ecologist and concluded that there was no evidence of roosting bats or nesting birds at the site. The property was considered to have negligible potential to support a bat roost.

On this basis, the development would cause no adverse impact upon roosting bats. However, integral bat roosting and bird nesting features should be integrated into the building as part of the proposed change of use works accordance with the Biodiversity & Geodiversity SPD (Table 1). A condition is attached to this affect.

Conclusion

The principle of residential development in this location is acceptable. Existing residential properties adjoin the site to the north and east, and the existing building is a suitable size to provide adequate residential accommodation. The development includes an acceptably sized garden; off-street parking and internal space. The introduction of residential uses will not harmfully impact existing neighbours by virtue of overlooking or disturbance.

The proposed extensions are of an appropriate scale and appearance. The extensions are restricted to the rear of the building only and therefore do not impact or harm the character of the Conservation Area, whilst also appearing subservient to the host building. No overlooking or overshadowing will be introduced by the extensions, and will appear in-keeping with the surrounding built form.

The proposed new building fits into the street scene pattern and does not dominate the appearance of the site. The materials and scale of the building take into account the adjacent buildings and reflects the character of the Conservation Area. The beauty clinic use is not a new introduction and is considered to cause minimal harm upon existing amenity or adjacent commercial uses. The proposal includes sufficient parking for both the residential and commercial uses. The development is therefore acceptable.

Recommendation

Granted.