
2024/1086

Mr James Shaw

Proposal for 4no. two bedroom bungalows.

Land to the rear of 32 Queens Road, Barnsley, S71 1AR

Site Location & Description

The application site consists of previously developed land, though has been vacant since circa 2010. Historic images indicate that various garages and outbuildings formerly situated on the site, but these appear to have been demolished between late 2009 to early 2011. The site is located to the rear of No.32 Queens Road and to the east of the Harborough Hill Road. The site is fairly rectangular in shape, extending to 0.1ha and is enclosed by a green paladin mesh fence. The site appears poorly maintained and detracts from the appearance of the area due to the informal vegetation which has grown through the hardstanding and the collection of litter/debris. The site is currently accessed via a secure double gate on the western boundary.

The site is located off a private access drive which runs to the west of No.32 Queens Road and also serves the adjacent garages. A row of 9 detached single garages are sited to the west of the site (outside of the application site), facing towards the western boundary. The garages are prefabricated in style and sit on concrete bases.

Residential properties are located to the immediate north of the site with the northern boundary abutting the rear garden of No.15 Harborough Hill Road. The eastern boundary of the application site adjoins the south-western corner of the Queens Road Academy site. To the south, the site abuts the rear of No.32 Queens Road. This property is a detached Victoria dwelling finished in stone. The property benefits from traditional features including an original style chimney and bay window.

Queens Road has a varied character, though primarily consists of semi-detached and Victorian terrace dwellings, amongst larger detached buildings. Other commercial uses are situated on the street including a dentist, car garage and offices. The properties to the north of the site on Harborough Hill Road have a more uniform character consisting of red brick semi-detached houses.

Due to the detached nature of No.32 and its physical separation from the western part of the street (due to the presence of the Academy access road) the application site appears fairly disconnected with Queens Road and more closely situated with the properties to the north.

Outline planning consent was granted in September 2024 for the development of 4 dwellings (albeit a different applicant) as set out in the planning history below. That permission has not been implemented.



Site History

2024/0192 - Outline application (including details of access and layout) for 4 dwellings and associated works (Amended Description and Plans), GRANTED, 24/9/2024

2012/0747 - Erection of a Church and Community Centre with associated parking and landscaping works, GRANTED, 24/8/2012

2009/0627 - Erection of 2.45m high security fence, GRANTED, 6/7/2009

2007/0077 – Erection of 13 apartments in 2/3 storey block (Outline), GRANTED, 12/10/2007

B/02/1110/BA/AD - Display of non-illuminated advertisement panel, GRANTED, 29/8/2002

B/85/0510/BA - Conversion of four bedsitting rooms into six bedsits, GRANTED, 12/7/1985

B/83/1425/AD/BA- Fascia sign, GRANTED, 27/10/1983

B/83/1011/BA - Use of storage building for fitting, display and trade sales of car radios, GRANTED, 1/9/1983

B/82/1038/BA - Conversion of house to 4 bed sits and outbuildings to 3 storage units, GRANTED, 9/9/1982

B/82/1051/AD/BA - Two poster hoardings, REFUSED, 9/9/1982

B/81/0077/BA - Change of use from wet fish store to catering food preparation premises, GRANTED, 26/2/1981

Proposed Development

This application seeks full planning permission for the erection of 4x 2 bedroom bungalows. The dwellings will be arranged in 2x pair of semi-detached bungalows positioned in a linear build line. The front of the bungalows will face towards the west, with the rear gardens abutting the Academy site to the east.

Each property will have 2x off-street parking spaces to the front, with one visitor space positioned at the north of the site and another at south, adjacent to No.32. A turning point will be created within the centre of the site between Plots 2 and 3. The development would be accessed via the existing access to the side of No.32 Queens Road.

The properties will have the same internal layout consisting of 2 bedrooms and an open kitchen, living and dining area. Each property would also benefit from a generous garden to the rear and side. Lawn is proposed to the front of each dwelling, enclosed by planting.

The bungalows are proposed to be finished in brick with a gable style roof. The submitted street scenes indicates that Plot 4 will be at the highest point, with properties then stepping down to follow the existing site levels.

The existing garages to the west of the site are to be retained, and the existing access would continue to serve those and the proposed dwellings.

During the course of the application additional ecology/Biodiversity Net Gain information has been provided.



Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the development plan unless material considerations indicate otherwise. 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.

Allocation/Designations

The site is allocated as Urban Fabric as defined in the adopted Local Plan, which has no specific land allocation.

The site is within a high risk development area as designated by the Mining Remediation Authority, and also within Flood Zone 1 (low risk). The Harborough Hill Air Quality Management Area (AQMA) is located to the approximately 13m west of the site.

National Planning Policy Framework – December 2024

The National Planning Policy Framework (NPPF) was revised in December 2024, replacing the previous versions. The NPPF is a material consideration when assessing planning applications. The following sections are relevant to this application proposal:

- Section 5 – Delivering a Sufficient Supply of Homes
- Section 9- Promoting Sustainable Travel
- Section 11- Making Effective Use of Land
- Section 12- Achieving Well-designed Places
- Section 15 – Conserving and Enhancing the Natural 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

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
Biodiversity & Geodiversity, March 2024
Development on Land Affected by Contamination, November 2019
South Yorkshire Residential Design Guide, 2011

Consultations

Biodiversity Officer – The applicant initially claimed that the proposal met the de minimis exemption for BNG, however the Biodiversity Officer disagreed. A BNG metric and assessment was therefore requested. Updated condition surveys have also been provided.

The metric concludes that the development will result in a loss of 0.89 habitat units (-69.47%). Details of how the proposal will achieve +10% will need to be provided within the Biodiversity Gain Plan prior to the commencement of development. No objections subject to conditions relating to BNG and biodiversity enhancement measures.

Local Ward Councillors- No comments.

Contaminated Land – No response.

Highways DC – No objection based on the proposed site layout. Condition attached in relation to surfacing of relevant areas (copied from recent permission).

Mining Remediation Authority- No objection subject to conditions attached as per the recent permission, which require further intrusive site investigations (to be submitted pre-commencement) and the submission of signed declaration to confirm that the site is made safe and stable (pre-occupation).

Drainage- No response, though same condition as previous permission attached for consistency, which requires full drainage details to be submitted prior to commencement.

Pollution Control- No objection subject to condition requiring the submission of a construction method statement (prior to commencement) and restricted hours of construction.

Waste Management – No response.

Yorkshire Water- No objection subject to conditions attached in relation to separate foul and surface water drainage systems, and no piped discharge of water prior to agreement.

South Yorkshire Mining Advisory Service- No objection subject to condition relating to the submission of further site investigations. However the requirements of the suggested condition are considered to be covered by the conditions mentioned above, and therefore those proposed by SYMAS have been afforded no weight.

South Yorkshire Police – No response.

Representations

This application has been advertised in accordance with Article 15 of the Development Management Procedure Order (DMPO) 2015, as follows:

- Neighbour notification letters sent to adjoining properties- consultation expiry date: 29/1/2025
- Site Notice (Public Interest) displayed adjacent to the site- consultation expiry date: 5/2/2025

1 neighbour letter in objection has been received, summarised as follows:

- Concerns regarding land to the front of the existing garages and access issues.

The representation will be addressed below.

Assessment

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

Principle of Development

The site falls within urban fabric which has no specific land allocation. New dwellings 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.

The application site is 0.1ha in size and therefore Policy H4 applies. The surrounding area consists of a mixture of uses, though residential properties immediately about the site. The principle of residential development at this site is therefore considered to be acceptable subject to the considerations as followed. This weighs in substantial favour in the overall planning balance.

Design, Appearance & Impact Upon Character of 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 proposed development consists of 4x semi-detached bungalows arranged in a linear build line. Whilst bungalows are not prevalent within the existing street scenes, the proposal is not considered to detrimentally harm the character of the area. The bungalow scale of the properties also takes account of the single storey garages opposite. Nevertheless, Queens Road consists of a mixture of housetypes including terrace, detached and semi-detached properties, of varying scale and appearance, meaning the introduction of bungalows is acceptable.

The development of 4x properties is not considered to overdevelop the site. Each property will have a well sized garden to the rear/side along with landscaping/driveway to the front. The development also comfortably accommodates additional visitor spaces.

The existing site somewhat detracts from the appearance of the local area due to its obvious lack of site maintenance. The proposed development will therefore improve the contribution the site makes to local area and enhance the appearance, particularly when viewed from Harborough Hill Road.

The proposed bungalows will be finished in brickwork with gable style roofs and black/grey finishes, as annotated on the elevations. The traditional appearance reflects the surrounding built form, with the inclusion of frontage planting and landscaping also welcomed.

Details of boundary treatments have also been provided and will include both brick walls and close boarded fences. Overall the development will improve the appearance of the site and positively contribute towards the character of the local area. The development accords with the requirements of Local Plan Policy D1 and NPPF Paragraph 135, and is afforded considerable weight.

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 SYRDG sets out the minimum internal space standards for a 2 bedroom 3 person home as 62sqm. All 4 dwellings are identical in size with a gross internal area of 71sqm. Although both bedrooms indicate a double bed, bedroom 2 is too small to be assessed as a double due to it falling below 12sqm (though only by 0.3sqm). On this basis the bungalows are considered as maximum 3person dwellings.

Internally, future residents will have access to good natural light levels, with large windows serving each room. Given the single storey nature of the dwellings, there will no harmful overlooking or overshadowing upon adjacent sites/uses. The proposed windows are to be positioned on the front and rear elevations and therefore over occupier's own garden and not towards neighbouring properties. The harm upon existing amenity is extremely limited.

All 4 plots have generously sized private gardens, extending between 100sqm (Plot 1) – 120sqm (Plot 4), which also exceeds the required size set out in the Design of Housing Development SPD (minimum 60sqm). A small area of garden to the front is also proposed.

Uses other than residential are located within close proximity to the site, including offices and a primary school. However, none of these uses generate significant volumes of noise or disturbance which would cause unacceptable harm upon future residents at this site. The eastern boundary does abut the access into the adjacent school site, but again vehicle usage on this access is not considered to be substantial.

It is noted that the application site is located within close proximity to Harborough Hill Road, which is a main traffic route into the town centre and could cause noise disturbance issues. However, the Environmental Health Officer has reviewed the application and raised no objections subject to a condition requiring the submission of a construction method statement and restricting the hours of construction. On this basis, the development is not considered to harm either existing or future residential amenity and is therefore acceptable, which is afforded substantial weight in the planning balance.

Highway Considerations

NPPF Paragraph 116 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 SPD states that each 2 bedroom dwellings require at least one off-street parking space with a minimum size of 2.5 x 5m, plus one space per four dwellings as visitor spaces. The application proposal exceeds the SPD requirements instead providing 2x spaces per dwelling with 2 visitor spaces. The development is therefore acceptable in terms of parking provision.

A neighbour representation has been received relating to access concerns. The South Yorkshire Residential Design Guide Section 4.B.1.1.9 states that unadopted shared private drives may give access up to a maximum of 5 dwellings. This development proposes 4 dwellings meaning the shared private drive arrangement is acceptable.

The Highways DC Officer is satisfied with the submitted swept path analysis/vehicle tracking which indicates that fire/delivery vehicles have sufficient space to turn within the site. Nevertheless, given the private drive status of the access, refuse vehicles would not enter the site to collect waste and residents would need to take their bins to the adopted highway on Queens Road.

The development will not impact the existing access arrangements to the adjacent garages, with the site plan indicating that there would be sufficient space to the front of each garage.

The Highways DC Officer has requested that the same condition be attached so there is consistency with the previous application. The condition relates to the surfacing of drives/turning area prior to occupation. Overall, the development is acceptable in terms of highway/parking arrangements subject to the condition attached. This is afforded significant weight in the planning balance.

Ecology & 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.

BNG became mandatory for all applications in April 2024 except where one of the exemptions (as set out in the PPG) are met. Paragraph 003 of the PPG confirms that the development that does not impact a priority habitat and impacts less than 25 square metres (e.g. 5m by 5m) of onsite habitat, and 5 metres of linear habitats such as hedgerows is subject to the de minimis exemption.

The previous application was not subject to BNG due to being submitted prior to April 2024.

The submitted application form suggested that the development met the de minimis exemption for BNG. Although the site is fairly absent of established vegetation currently, historic images indicate that large trees/shrubs were present on site in 2021/2022 as per the image below:



When sites are cleared prior to the BNG calculation being undertaken this is referred to as 'habitat degradation'. Paragraph 036 of the PPG states: *'Where unauthorised degradation of the onsite habitat has taken place on the land between 30 January 2020 and the relevant date, the biodiversity pre-development value of the onsite habitat should be calculated as the biodiversity value of the habitat on the date immediately before the carrying out of these degradation activities. If there has been degradation and there is insufficient evidence about the biodiversity value of the onsite habitat immediately before the degradation, the pre-development biodiversity value of the onsite habitat must be taken to be the highest biodiversity value of the habitat which is reasonably supported by any available evidence relating to it.'*

Taking the above into account, the Biodiversity Officer confirmed that the application would need to be supported by a BNG assessment which related to the habitat degradation. The assessment would therefore need to be backdated to the outline the habitat value of the site prior to the clearance works being carried out.

A BNG metric; assessment and supporting condition surveys have been submitted in support of the application (received: 3/4/2025). The metric concludes that the development would achieve a -69.47% loss in biodiversity net gain (equivalent to 0.18 habitat units). Although the development does not currently achieve the required +10%, details of how this will be achieved does not have to be presented within the application submission and can be provided at condition discharge stage.

The Biodiversity Gain Plan condition (attached at Condition 3) requires the applicant to demonstrate how +10% will be achieved, either onsite; off-site or via a habitat bank. The Biodiversity Officer has advised that due to the small size of the site, there is limited opportunity to achieve +10% on site (thus the HMMP condition is not required) and therefore the applicant is advised to explore either off-site options or utilise a legally secured habitat bank. Subject to the Biodiversity Gain Plan condition being discharged prior to commencement, the Biodiversity Officer has no objection to the proposed development.

In terms of onsite mitigation, a separate condition is attached which secures the installation of bat roosting features; nesting opportunities for birds; invertebrate boxes and hedgehog features has been attached.

Overall there is no objection in terms of biodiversity subject to strict accordance with the attached conditions. This is afforded significant weight in the planning balance.

Coal Mining Impacts

NPPF Paragraph 196 states that planning decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability. This includes risks arising from former activities such as mining and any proposals for land remediation. Planning decisions should ensure that adequate site investigations information is available to inform assessments.

Paragraph 197 states that where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

Local Plan Policy CL1 states that development which would be affected by land stability issues must be accompanied by a report which shows that investigations have been carried out to work out the nature and extent of the issues and possible effect it may have on the development and its future users. The report shall set out detailed measures to allow the development to go ahead safely including addressing the land stability issues resulting from former coal mining activities.

The application site is located in a high-risk development area as defined by the Mining Remediation Authority mapping. Records indicate that the site lies within an area of probable historic unrecorded shallow coal mining, which could affect public safety and surface stability for the proposed development. This application has been supported by the same Coal Mining Risk Assessment document as previously provided for application 2024/0192. That report was assessed as part of the previous application and considered acceptable, though for completeness, both the Mining Remediation Authority and the South Yorkshire Mining Advisory Service have been consulted on this proposal.

The findings of the assessment are still considered to be acceptable, with there being no changes to the coal mining data. A pre-commencement condition is attached which requires the submission of an instructive site investigation. This will then be reviewed by the Mining Remediation Authority prior to any development occurring on site. Following this, the pre-occupation condition then requires the submission of a declaration which would need to confirm that the site has made safe and stable. Subject to these conditions been attached, the development is acceptable in terms of coal mining risk, and is afforded significant weight.

Drainage/Flood Risk

NPPF Paragraph 170 states that inappropriate development in areas at risk of flooding should be avoided.

Paragraph 171 states that advice from relevant flood risk management authorities such as lead local flood authorities and internal drainage boards should be taken into account.

Local Plan Policy CC3 states that new development should not be permitted where there would be an unacceptable risk of flooding.

Both Yorkshire Water and the Council's internal drainage department have been consulted on this application. Yorkshire Water have confirmed that they have no objection subject to the conditions attached. The internal drainage team did not reply to the consultation request, however for completeness the same condition has been attached which requires full drainage details, prior to commencement. The development is therefore acceptable in terms of drainage/flood risk and is afforded significant weight.

Conclusion

The principle of residential development in this location is acceptable. The site is in a sustainable location close to the town centre and transport links. Existing residential properties adjoin the site to the north and south, with other dwellings located within close proximity. Whilst uses other than residential are prevalent within the street scene and adjacent to the site, these uses are not considered to significantly harm future residential amenity.

This application seeks full permission for the erection of 2x pairs of semi-detached bungalows. Although bungalows are not characteristic within the surrounding streets, this is not considered to detrimentally harm the character of the area. The site can comfortably accommodate the proposed number of dwellings as well as associated garden space and off-street parking.

The proposed access arrangements are acceptable. The principle of 4 dwellings does not require the road to be brought up to an adoptable standard and sufficient vehicle turning space can be accommodated. The development includes adequate off-street parking for both residents and visitors.

The development will improve the appearance of the site, which is currently vacant and underutilised. The proposal looks to redevelop a brownfield site and provide much needed bungalow style housing.

There are no outstanding consultee concerns subject to strict accordance with the conditions attached in relation to highways, drainage and ecology/BNG. Overall, and taking into account the planning balance, the proposed development of 4x bungalows is acceptable.

Recommendation

Granted.