
2021/0892

Mr & Mrs Salt

Demolition of existing steel-clad garage and construct of smaller brick built garage replacement

362 Pontefract Road, Lundwood, Barnsley, S71 5JY

Site Location & Description

The applicant's property is a residential dwelling located on Pontefract Road. The dwelling itself is a red brick bungalow which is set back fairly significantly from the road – 22m from the front elevation to the road. The applicant's curtilage area is fairly generous measuring a total of 940sqm in an irregular pentagon shape with the rear curtilage gradually extending to the North starting at the mid-point on site. To the rear of the site, in the North-West corner, is a steel-clad detached double garage which measures 8.5m x 8.5m with a pitched roof with a height of 2.4m to the eaves and 4.1m to the roof ridge. The surrounding area of the dwelling is mostly hard surfaced at the front, side and rear, eventually leading to the aforementioned garage. There are a few scattered trees within the site with the frontage bound by a mid-height red brick wall with iron wrought toppers and an iron gate.

The dwelling has recently undergone several extensions and alterations which has been covered under several planning applications – the most recent being 2019/0818 where planning permission was granted for 'the removal of existing conservatory and erection of single storey extension to rear/side of dwelling'. The site visit (February 2022) showed that the main bulk of this work had been completed with the internal finishes/alterations coming to a close.

Pontefract Road is a busy main road connecting Cudworth roundabout in the North to Lundwood and eventually leading to the Cundy Cross signalised junction (formerly a roundabout until recent redevelopment) in the South. The immediate surrounding street scene is entirely residential with a significant drop to the rear of the site where neighbouring residential properties on Parkland View reside. However, there is a variety of commercial uses further South on Pontefract Road.





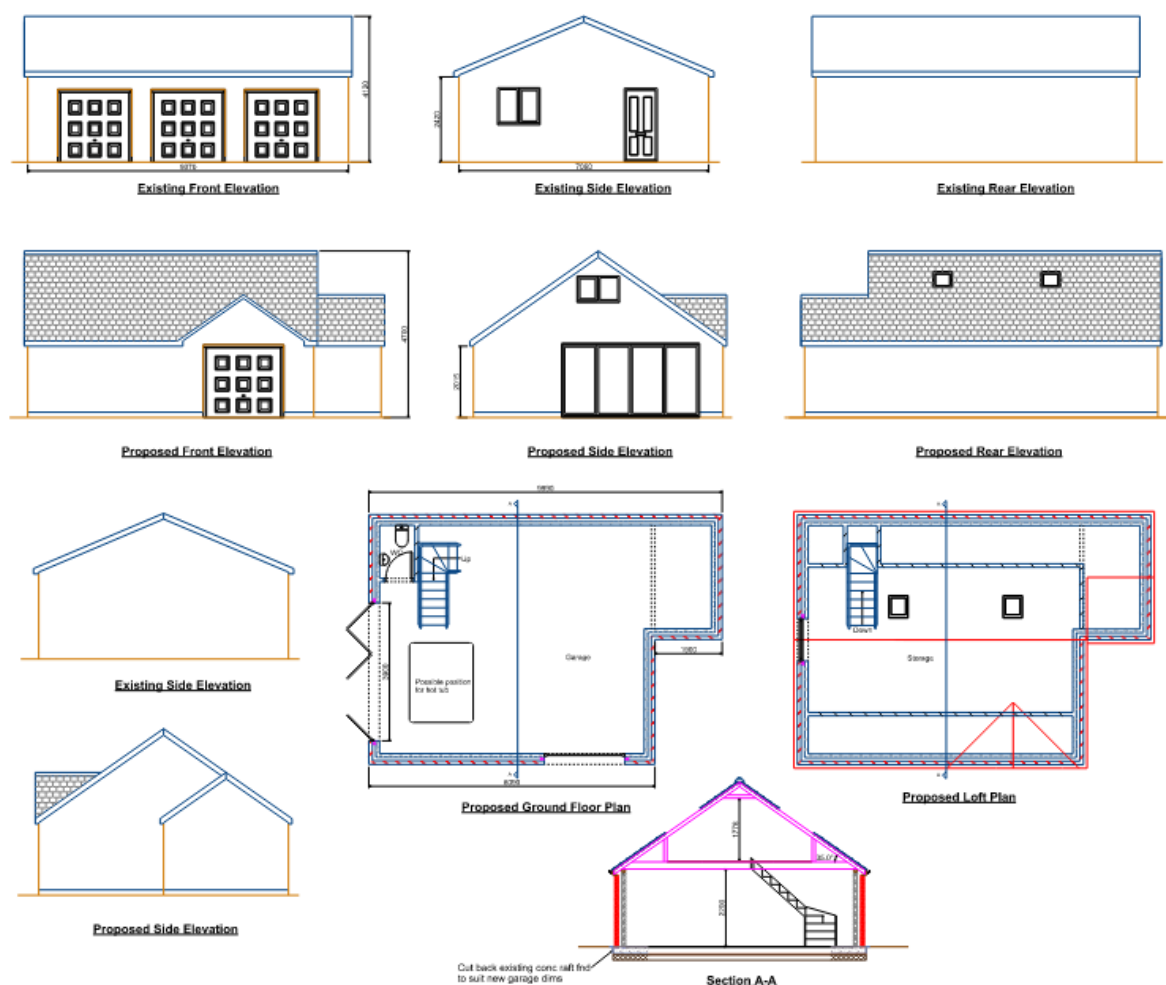
Proposed Development

The applicant is seeking approval for the demolition of the existing steel-clad garage on site to be replaced by a 1.5 storey garage. The replacement garage will be located on an almost identical position on site but will be enlarged with a slight change to the shape of it, effectively extending of the Northern-Side elevation. The main bulk of the garage measures 8.09m x 7.05m with the offshoot from the Northern side elevation projecting 1.9m with a width of 3.5m. The main bulk of the garage has a pitched roof with an apex on the front (East-facing), with a height of 2m to the eaves and 4.7m to the roof ridge. The offshoot also features an apex roof with a height of 2m to the eaves and 3.5m to the roof ridge.

The outbuilding features a garage door on the frontage (East-Facing) with bi-folding doors on the Southern-facing side elevation. The ground floor of the outbuilding is used as a garage with the plans stating 'possible position for hot tub', and a toilet. The outbuilding will have a storage room within the roof space with an internal staircase. The outbuilding shows a windows in the first floor of the Southern-side elevation and 2 x roof lights on the rear roof slope (facing West).

The existing steel-clad structure which measures 7.05m x 9.05m, with a pitched roof with a height of 2.4m to the eaves and 4.1m to the roof ridge will be removed to make way for the proposed development.

Existing/Proposed Elevations and Proposed Floor Plans:



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 development plan consists of the adopted Local Plan and Joint Waste Plan. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Documents, which are other material considerations.

NPPE

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, 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 achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

Within section 12, paragraph 130 is the most relevant which indicates that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Local Plan

The Local Plan (adopted January 2019), alongside the Joint Waste Plan and relevant neighbourhood plans, form the statutory development plan for Barnsley. It establishes policies and proposals for the development and use of land up to the year 2033 and will be used when considering planning applications and to coordinate investment decisions that affect the towns, villages and countryside of Barnsley. The Local Plan supersedes the remaining saved policies from the Unitary Development Plan (adopted in the year 2000) and the Core Strategy (adopted in 2011). In reference to this application, the following policies are relevant:

Policy SD1: Presumption in favour of Sustainable Development – sets out principles when considering development proposals.

Policy GD1: General Development – sets out appropriate proposals for development.

Policy D1: High quality design and place making – sets overarching design principles for the borough to ensure that development is appropriate to its context, and improves what needs improving, whilst protecting what is good about what we have.

Policy T4: New Development and Highway Improvement - 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.

SPD: House extensions and Other Domestic Alterations

Supplementary Planning Document - House Extensions sets out the design principles that specifically apply to the consideration of planning applications for house extensions, roof

alterations, outbuildings & other domestic alterations. The general principles are that proposals should:

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

These policies 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.

Consultations

None

Representations

Neighbour notification letters were sent to neighbouring properties; no comments were received.

Assessment

Principle of Development

The site falls within the urban fabric which has no specific land allocation; however, the site and immediate surrounding area is made up principally of housing. Extensions, alterations to residential properties and the erection of domestic outbuildings are considered acceptable in these areas where they do not have a detrimental impact on the amenity of surrounding residents, visual amenity or on highway safety.

Visual Amenity

The proposed development will replace an existing garage in the same general area on site, with a different overall layout and shape, but the footprint size will remain the same at 64sqm. The proposed outbuilding is also 1.5 stories with storage room in the roof space compared to the existing outbuilding, which is single storey, with an increase to the roof height from 4.12m to 4.7m. The SPD is fairly open-ended in terms of the design for domestic outbuildings stating that '*detached garages should relate sympathetically to the main dwelling in style, proportions and external finishes*'. The SPD continues to read '*detached garages should be single storey structures and the eaves height should not normally exceed 2.5m from ground level. It is not considered appropriate for detached garages to include dormer windows as a way of accommodating rooms in the roof space but in some circumstances [...] it may be possible to utilise the roof space for ancillary accommodation/storage*.' The proposed outbuilding is a 1.5 storey structure with a first floor window in the Southern-Side elevation and 2 x roof lights on the rear roof slope. The proposed development therefore does not fully comply with the guidance within the SPD as it features the first floor window in the side elevation which partially facilitates the roof space being used for ancillary storage purposes. However, there is general justification for outbuildings to be 1.5 stories high in large domestic curtilages such as this one. In regards to the first part of the policy, this is somewhat open to interpretation given the variety in the size, shape and structures of garages throughout the borough. The general test is whether the outbuilding is considered to be of an excessive size, scale and height which would no longer render it to be 'sympathetic' compared to the host dwelling and whether the scale goes against the character of development in the area. The outbuilding is considered to be

fairly excessive in height with a new roof ridge of 4.7m which is higher than the majority of the existing dwelling (4.4m). The dwelling does have an extension which measures 5.6m in height to the roof ridge but this is a relatively small section of the dwelling when viewed from the frontage. The proposed outbuilding also has a footprint of 63.5sqm which is considered to be excessive for a domestic outbuilding, especially given it would be visible from neighbouring properties and in close proximity to the rear and side boundary lines. The internal floor space is 54sqm at the ground floor and c.36sqm within the first floor/roof space. This is comparable to a 2-bed bungalow in the borough of Barnsley which is expected to have a minimum internal space of 62sqm and typically has a height similar to that of the proposed outbuilding. Whilst the SPD does allow for outbuildings with 1.5 stories, it is considered that the proposal fails the first test in that it is not sympathetic to the host dwelling – being taller and also of a considerable footprint size which exceeds what would typically be required for ancillary domestic purposes. In terms of general design, the outbuilding takes on a shape/structure which could be argued to appear more like an independent dwelling than an ancillary domestic outbuilding. It is appreciated that the proposed outbuilding will be of a smaller footprint than the existing outbuilding, but the system does not show any planning history for the outbuilding and it is very likely that planning permission was never granted for the development.

The existing steel-clad outbuilding will be replaced by an outbuilding constructed from materials which would match the existing. The chosen materials are considered to be an improvement on the existing steel-clad which looks more like a commercial use building, but the above concerns with the size and scale of the outbuilding are considered to outweigh the benefit from changing the materials.

To conclude, it is considered that the proposed development is of an excessive size and scale for a domestic outbuilding, most notably that it is 1.5 stories, has a footprint size of 64sqm with a roof ridge height of 4.7m which is greater than the majority of the existing dwelling's roof line (4.4m). The development is contrary to the SPD in terms of the general scale/size of the outbuilding not being considered to be sympathetic to the main dwelling. The proposed development is therefore considered to be unacceptable in terms of visual amenity due to the aforementioned size, scale and height.

Residential Amenity

The replacement garage is built more or less on the same foundations/layout as the existing garage, but is being increased in size and height, with a slight change in the shape of the outbuilding. Most notably, the roof ridge height of the outbuilding is being increased to 4.7m which presents a 580mm increase compared to the existing garage on site. The proposed garage resides in the very North-Western corner of the site in close proximity to the neighbouring property (no. 364) and to the immediate South of this property's rear garden. Additionally, the outbuilding is very close to the rear boundary line of the site which has a substantial drop to the rear of the site with neighbouring properties a distance of around 10m away. The front of the outbuilding is at a separation distance of c. 5.5m when measured from the closest corner of the neighbouring property at no. 364. The site visit showed that there are habitable room windows on the rear elevation of the neighbouring property which would face directly onto the outbuilding at a distance of c.6m from the mid-point of the nearest habitable room window. This is less than the minimum separation distance of 12m expected between habitable room windows and blank gable walls. It is appreciated that the outbuilding will replace the existing garage without increasing the footprint size, but the building is now split over two floors and there is no record that the original garage received planning permission. It is not visible on the 2002 aerial photograph but appears on the 2009 photograph, obviously being erected within this period. The height of the outbuilding exceeds the 4m height limitation for domestic outbuildings meaning that permission was required for the development but there is no planning history prior to 2010 on the site. This is

a slightly different matter to the proposed development, but the LPA feels that the argument that the height of the outbuilding is being increased by what may seem a nominal amount (580mm) over the existing is not a sufficient reason to grant an approval. The increase to the roof ridge height is more relevant in terms of its impact on residential amenity enjoyed by neighbouring properties. The LPA has a duty to assess the proposed development against the limitations in Local Plan Policy GD1 and the SPD for House Extensions and Other Domestic Alterations in which residential amenity of neighbouring properties needs to be respected and upheld. The very close proximity between the rear elevation of no. 364 and the large outbuilding will ultimately lead to a detrimental impact on the residential amenity enjoyed by this neighbouring property in terms of loss of outlook, and increased overshadowing. The outbuilding is also located to the immediate South of the neighbouring garden with outbuildings and extensions generally having a much greater overshadowing impact when they are situated directly to the South. It is considered that the increased height will also lead to a greater overshadowing impact over the applicant's rear elevation (and habitable room windows) and the rear garden area by an unreasonable level.

Additionally, the outbuilding is to be situated almost on the rear boundary line which is shared with neighbouring properties located to the rear (Parkland View). The closest of which is 73 Parkland View which is located at a distance of 10.5m from the closest point of the proposed outbuilding. However, there is a significant drop to the rear of the site with the outbuilding also situated to the South/South-East of the rear garden of 71 Parkland View. In a similar vein to the above comments regarding the outbuilding's impact over the neighbouring property at no. 364, it is considered that given the significant drop in the ground level, the outbuilding also has an overshadowing impact over these properties on Parkland View. It can be appreciated that the difference in the ground level will already result in some overshadowing over these properties, but it is felt that the fairly close proximity of these properties and the positioning to the South-East will accentuate the overshadowing impact. In the opinion of the LPA, the rear gardens of nos. 71 and 73 would be overshadowed to an unreasonable degree by the increased height to the proposed outbuilding.

The proposed outbuilding is a 1.5 storey structure with storage room in the roof space which is allowed in the SPD for domestic properties with large curtilage areas, such as this one. Rooflights are also allowed where the privacy of neighbouring properties are not detrimentally affected. There are other neighbouring properties located to the South, South-West and North-West, with the outbuilding featuring 2 x roof lights on the rear roof slope (Facing West) and also includes a first-floor window on the Southern elevation. The rooflights and the window serve the proposed storage room so therefore are not habitable, however the general impact of overlooking needs to be assessed. The window on the Southern-Elevation faces partially onto the rear garden of the adjacent neighbouring property at 360 Pontefract Road but there is a significant distance to the side boundary line (18m). Even closer is a neighbouring property to the South-West (no. 75 Parkland View) in which the front elevation is approximately 15m from the proposed first floor window. There is a significant level distance to this neighbouring property, but it is two storey and the window will hence partially look onto the first floor windows on no. 75 at approximately the same/similar eye level. However, given that the proposed window is not habitable with the roof space being used for storage, the separation distance of 15m is considered to be sufficient. The level difference actually has some benefits as it allows for privacy to the neighbouring property and there is boundary treatment on the rear boundary line which helps to obscure/screen the proposed building from the neighbouring property.

The outbuilding is located near enough on the rear boundary line of the site with neighbouring properties to the Rear/West of the in fairly close proximity. The closest point of the proposed outbuilding measures c.10.5m from the rear elevation of the closest property at no. 73. This is less than the minimum separation distance (12m) expected between

habitable room windows and blank gable walls, but in this case, there is a significant level difference in which the neighbouring property is not likely to look directly onto the outbuilding. Additionally, this distance is not being decreased compared to the existing outbuilding's location. There are 2 rooflights on the rear roof slope but in a similar vein to the assessment of the first-floor window on the Southern-side elevation, these serve a storage room and primarily face upwards rather than onto the neighbouring property. As such, it is not considered that there are significant privacy issues to the properties to the rear of the site.

All in all, whilst the SPD does allow for 1.5 storey outbuildings, the proposed outbuilding is located in the very North-Western corner of the site, almost on the rear and Northern-side boundary line with a c.1m separation distance to both of the boundary lines. The replacement outbuilding will be 4.7m high to the roof ridge which is 580mm higher than the existing garage which is to be replaced. The increased height is concerning given that the outbuilding is located directly to the South of the rear garden of the neighbouring property at no. 364, c.6m from the habitable room windows on this neighbouring rear elevation and also to the South/South-East of neighbouring properties on Parkland View to the rear at a close proximity. The increased height to the proposed outbuilding is considered to result in loss of outlook from the habitable room windows on the rear elevation of no. 364, as well as overshadowing to these windows and the rear garden to an unreasonable degree and on the rear gardens of nos. 71 and 73 Parkland View. The proposed development is therefore considered to be contrary to Local Plan Policy GD1: General Development and the Council's SPD for House Extensions in that it has a significant adverse impact on the residential amenity enjoyed by neighbouring properties. The proposed development is therefore considered to be unacceptable in terms of residential amenity.

Highway Safety

The outbuilding will replace a triple garage with the replacement building containing what appears to be a singular parking space at ground floor level, with a hot tub area as well. The reduction in the parking spaces within the garage itself is not problematic as the site is of a generous size with hard surfacing in the majority of the site which is clearly utilised for parking provision. The site visit (February 2022) clarified this and showed cars parked on numerous areas within the site. Clearly there is room for at least 2 parking spaces on the site which is in compliance with the Council's Parking SPD. The proposed development is acceptable in terms of its impact on highway safety.

Conclusion

To conclude, the LPA has raised significant concerns with the proposed size, scale and height of the proposed development and the close proximity to neighbouring properties to the North, East and West which will have a significantly detrimental impact on the residential amenity that the neighbouring properties enjoy. There are two significant concerns, as follows:

1. Visual Amenity – The Proposed outbuilding is 1.5 stories high with a height of 4.7m to the roof ridge which is greater than the majority of the existing dwelling's roof line (4.4m). The footprint size is also fairly large measuring 64sqm with an internal floor space of 54sqm at the ground floor and c.36sqm at the first floor. The LPA considers that the proposed outbuilding is therefore contrary to the SPD for House Extensions and Other Domestic Alterations in that the outbuilding is not sympathetic to the host dwelling in terms of height, with the general size and scale exceeding that of a typical ancillary domestic outbuilding.

2. Impact on Residential Amenity – The proposed outbuilding is located in the very North-Western corner of the site, 1m from the rear boundary line and 1m from the Northern side boundary line at the closest. The outbuilding is also in very close proximity to the immediately neighbouring property at no. 360 at a distance of c.5.5m from the closest corner to corner. The proposed outbuilding, particularly given the increased height, is considered to have a significant overshadowing impact on the neighbouring property at no. 360 and its rear garden and on the neighbouring properties to the West. The significant drop in ground level to the West significantly accentuates this overshadowing impact – particularly over property nos. 71 and 73 Parkland View. The proposed development is therefore considered to be contrary to Local Plan Policy GD1 and SPD: House Extensions in that it does not respect or protect the residential amenity enjoyed by neighbours.

For the reasons outlined above, the proposed development is considered to be contrary to Local Plan Policies GD1 and D1, and the SPD for House Extensions and Other Domestic Alterations and is recommended for refusal.

Recommendation

Refuse