
2022/0031

Mr David Cockerline

Erection of detached two storey outbuilding to side of existing dwelling consisting of triple garage on the ground floor with play room above

3 Wellfield Court, Midland Road, Royston, Barnsley, S71 4QN

Site Location & Description

The applicant's property is a detached stone-fronted dwelling with rendered side and rear elevations located on Midland Road in Royston. The site is located within a fairly generous curtilage area, being significantly set back from the road (c.22m), with a parking/turning area to the front and side. The land has a gentle South to North slope with the rear portion of the curtilage area being higher than the front. This creates a step up into the rear garden of the property with stone steps to the front of the dwelling leading up to the front elevation/main access door. There is an existing flat roofed double garage on the site to the North of the dwelling, to the rear.

The site is located within the Urban Fabric with the immediate surrounding area being mostly primarily residential, with a variety of dwelling type, size, structure and external materials. That being said, there are some commercial properties scattered along Midland Road, increasing in frequency the further West, particularly near to the signalised crossroads.

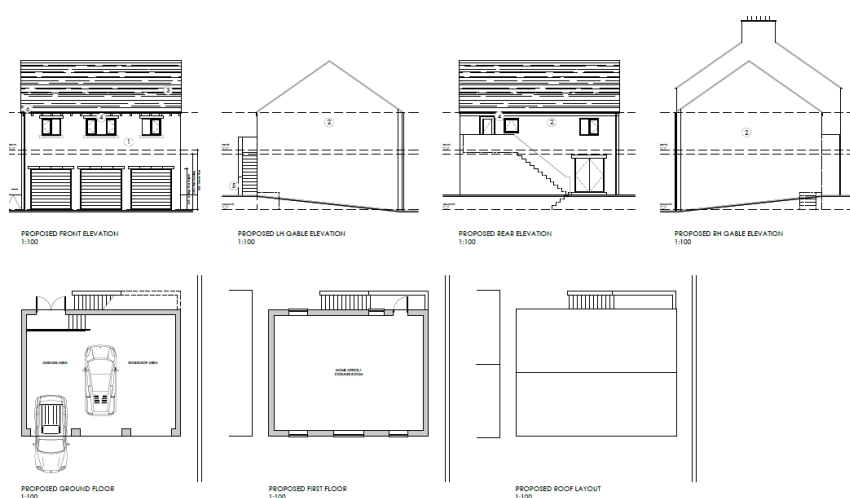
There is planning history on the site with a previous approval (B/04/2057/RO) to demolish the dwelling and build out the entire site for the erection of an apartment block for 11 no. apartments. However, this development never commenced and subsequent planning permissions were granted for the erection of a pair of semi-detached properties with dormers on the frontage which are located to the Western side of the dwelling.



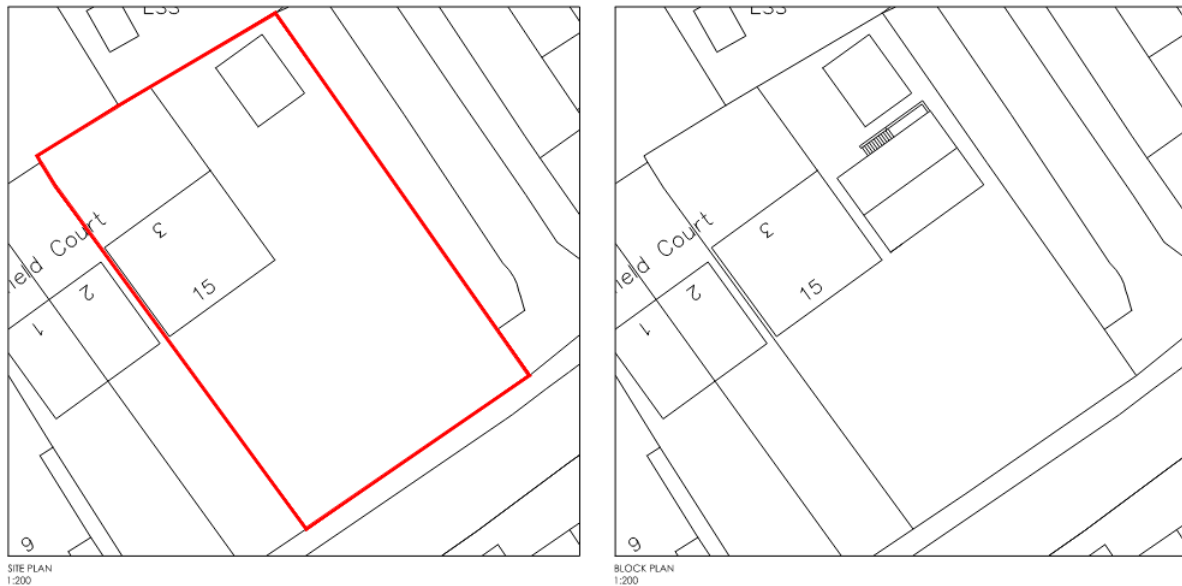


Proposed Development

The applicant is seeking approval for the erection of a two-storey outbuilding consisting of a triple garage at ground floor level, and an office/storage room at first floor level. The outbuilding measures 9.65m x 7.65m, featuring a pitched roof with a height of 5.9m to the eaves and 9.1m to the roof ridge. The building is to be erected to the Northern side of the dwelling, significantly setback from the road by c.22 m. The outbuilding will be constructed from stone to the front elevation with render to rear and side elevations, concrete roof tiles, UPVC windows and doors, with 3 x metal garage doors at the front. There is an external staircase to the rear which leads to an access door for the first floor with 3 x windows on the first-floor elevation and 2 x windows on the rear elevation at the first floor, alongside the access door.



Existing and proposed site plan:



Partial proposed street scene showing existing dwelling:



Relevant Planning History

B/04/1051/RO – Erection of 15 no. dwellings (outline) – Refused

B/04/2057/RO – Demolition of existing dwelling and erection of 11 apartments in 1 block (outline) – Approved with conditions

2006/1951 – Conversion of cellar into garage and new retaining walls - Approved with conditions)

2006/1952 – Erection of one pair of semi-detached dwellings - Approved with conditions

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 for 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; one comment was received objecting to the proposal raising the following concerns:

1. Loss of privacy,
2. Noise from construction works,
3. Concerns with right of access from construction workers.

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 outbuilding is a very excessive structure in terms of size, height and overall scale for a domestic outbuilding. It is a two storey structure measuring 7.65m x 9.65m designed with a pitched roof with a height of 5.9m to the eaves and 9.1m to the roof ridge. The outbuilding has a garage/workshop area at the ground floor, and a home offices/storage room at first floor level with an external staircase leading to the first floor. Assessment against the Council's Supplementary Planning Document (SPD) for House Extensions is necessary for proposed developments for domestic outbuildings/garages of any size. The SPD has a specific section in regards to 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 clearly in direct conflict with several elements of the SPD as it is greater than a single storey structure, has an eaves

height of 5.9m and is a very large structure in terms of both footprint and internal floor space, set over two floors. The footprint size of the outbuilding measures 74sqm with the internal floor space measuring 62.5sqm on both floors creating an accumulative floorspace of 125sqm. This is very excessive for a domestic outbuilding and to put into perspective, the minimum floorspace expected for a two-bedroom bungalow in the South Yorkshire Residential Design Guide (SYRDG) is 62sqm. This floorspace is achieved on just the ground floor of the proposed outbuilding which gives an indication on how large the proposed building is. The addition of an external staircase to the building, alongside other features such as first floor windows, alongside the excessive height and scale would give the development an overly residential appearance, rather than that of an ancillary outbuilding. Whilst the dwelling is setback from the road, with some screening on the front and sides, it will be visible from the road and from neighbouring properties and it is considered to punctuate the character of development in the area and will have a detrimental impact on visual amenities of the area. The LPA considers that an outbuilding of this size and scale would appear as an incongruous and dominant feature and would be at odds with the general development pattern of the area and would harm the visual amenity of the area.

The applicant has provided an amended set of plans which shows the proposed building next to the host dwelling for comparison and to distinguish whether the proposed building can be described as 'sympathetic' or not to the host dwelling. The roof ridge height of 9.1m is comparable to that of the host dwelling which is 10.9m, however the height on the existing dwelling is partially due to the fact that the ground level of the site has a slope which results in the front elevation being built a lower ground level than the rear. It is effectively built on a platform and when measured from the actual finished floor level of the dwelling to the roof ridge, the height is 9.6m. The proposed outbuilding is therefore only 0.5m lower than the existing dwelling when measured from its floor level, and generally domestic outbuildings have a maximum roof height of 4.5m-5m depending on the circumstances. The eaves height (5.9m) is more than double the maximum amount allowed outlined in the SPD (2.5m), further highlighting its excessive size. It is understood that the garage will partially be required to securely park a workman and an eaves height of at least 2.8m is required for this reason. This has been acknowledged and can be understood but the eaves height of 5.9m clearly vastly exceeds the requirements for the parking of a vehicle. Suggestions were offered to the applicant to amend the application with a significant reduction to the overall size and scale of the outbuilding, including a reduction to a single storey structure and lowering the eaves height to 2.8m. Whilst an eaves height of 2.8m also slightly exceeded the limitation of 2.5m eaves height in the SPD, there is a legitimate reason behind needing this eaves height, and there is a ground level difference on site which would have meant that the rear elevation is being built off a slightly higher ground level than the front.

The outbuilding will be constructed from stone (frontage) with rendered sides and rear elevation which would match the existing dwelling. It is designed with 3 x metal garage doors on the frontage with UPVC windows and a door on the rear elevation. All of these materials are considered to be acceptable and in keeping with the existing dwelling and the surrounding area.

All in all, the proposed outbuilding is in direct conflict of several key elements of the SPD in terms of outbuildings. Most notably, the eaves height is more than double the maximum amount allowed in the SPD, it is a two-storey structure and has a significant footprint (74sqm) and internal floor space size (accumulatively 125sqm). All of these elements combine to result in an extremely large development which is of an excessive size for a domestic outbuilding which is not sympathetic to the host dwelling. It appears more akin to a separate independent dwelling and clearly exceeds the size what is typically required for domestic ancillary purposes. The proposed development does not comply with the SPD for House Extensions and Other Domestic Alterations and Local Plan Policy D1: High Quality

Design and Place making and is unacceptable in terms of visual amenity and overall design due to the aforementioned excessive size, scale and height.

Residential Amenity

An objection has been received from a neighbour in term of the outbuilding having a detrimental impact on residential amenity enjoyed by the neighbours in terms of loss of privacy and noise disturbance. These concerns have been acknowledged and can be appreciated given that the outbuilding is of a very excessive size and scale, being a two storey structure with an excessive height and overall dimensions. There are windows located on the front and rear elevations of the outbuilding, but these serve an ancillary office/storage room with a fair separation distance (10m) to the rear boundary line. There is no specific policy guidance within the SPD or any other Local Policy which requires a separation distance from non-habitable windows to boundary lines, but the SPD does require first floor windows on extensions to be at least 10m from rear boundary lines. This is a good measure as to whether a first floor window will result in privacy issues or not. Clearly the windows are not habitable and serve ancillary non-habitable areas of the outbuilding and there is sufficient distance to the rear boundary lines to ensure that there is not a substantial overlooking issue. The front windows face onto the applicant's property and not onto any neighbours and also do not result in a direct overlooking issue.

The outbuilding is situated to the South of neighbouring properties on Redhaw Road and extensions and outbuildings situated directly to the South of neighbouring properties and their garden areas generally have a greater overshadowing impact due to their positioning and movement of the sun throughout the day. The outbuilding is of a significant size, scale and massing with a high roof ridge height (9.1m), but there is a fairly significant distance (14m) to the nearest property at no. 31 Redhaw Road and 10m to the rear boundary line. There is also an access road to the East of the site which leads to the dwellings to the rear of the site. It is considered that the outbuilding will potentially have some overshadowing impact over neighbouring properties given its excessive size, but the majority of the overshadowing impact will be on the actual dwelling, its rear garden and the access road later in the day. Further, there is significant screening located on the side and rear boundary lines, which will further reduce any overshadowing impact.

The proposed outbuilding is of a very excessive size, but it is situated in a large curtilage area with screening to the side and rear, at a distance away from neighbouring properties and setback significantly from the road. The neighboring dwellings to the immediate West will likely be unaffected by the development as the outbuilding is on the other side of the applicant's dwelling to these neighbours. The outbuilding is a two-storey structure with windows on the front and rear elevations at the first floor, but these serve an ancillary office/storage area and not a habitable room. The proposed development, despite its excessive size, is not considered to have a direct detrimental impact on any neighbouring property in terms of residential amenity. As such, the LPA does not have significant enough concerns to warrant a refusal in terms of its impact on the residential amenity enjoyed by neighbouring properties.

Highway safety

The outbuilding will form a triple garage which adds to the ample parking on site. There is clearly sufficient space on site for the parking of at least 2 vehicles which is in line with the Council's Parking SPD. The proposed development is acceptable in terms of highways safety.

Conclusion

To conclude, the Local Planning Authority has raised significant concerns with the proposed scale, height and massing of the proposed outbuilding. It is in direct conflict with several key elements of the Council's SPD for House Extensions in that it is a two-storey structure, has an eaves height of 5.9m which is more than double the maximum amount allowed in the SPD (2.5m) and has a very excessive footprint and floor space size. The footprint size is 74sqm with an accumulative floor space, set over two floors, measuring 125sqm. The outbuilding is of a significant size, height and mass which vastly exceeds the size of a typical domestic outbuilding. Additionally, the roof ridge of the outbuilding is also considered to be extremely excessive for a domestic outbuilding at 9.1m which is comparable to the host dwelling which has a roof ridge height of 9.6m when measured from the finished floor level of the dwelling. The footprint and floorspace size is comparable to a 2-bedroom dwelling in the Borough which is required to have a minimum floorspace of 62sqm for the entire dwelling. This floorspace is achieved on just one of the floors of the proposed outbuilding which has an accumulative floorspace of 125sqm. Whilst setback, the outbuilding would be visible from the road and from neighbouring properties and it is considered to punctuate the character of development in the area and will have a detrimental impact on visual amenities of the area.

All in all, the development is not in compliance with the SPD: House Extensions and Other Domestic Alterations and Local Plan Policy D1: High Quality Design and Place Making in that the structure is not sympathetic to the host dwelling. The outbuilding is at odds with the character of development in the area in the opinion of the LPA, it will harm the visual amenities of the area. The LPA has serious concerns with the overall size, scale, massing and height of the outbuilding and for the above reasons, the development is recommended for refusal.

Recommendation

Refuse