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**Ref 2022/1201**

Applicant: Mr Oliver Scott (Capital Care Investment)

Description: Erection of three storey building containing 6no studio apartments  
(Outline seeking approval over layout, scale, appearance and means of access)  
(Amended Address)

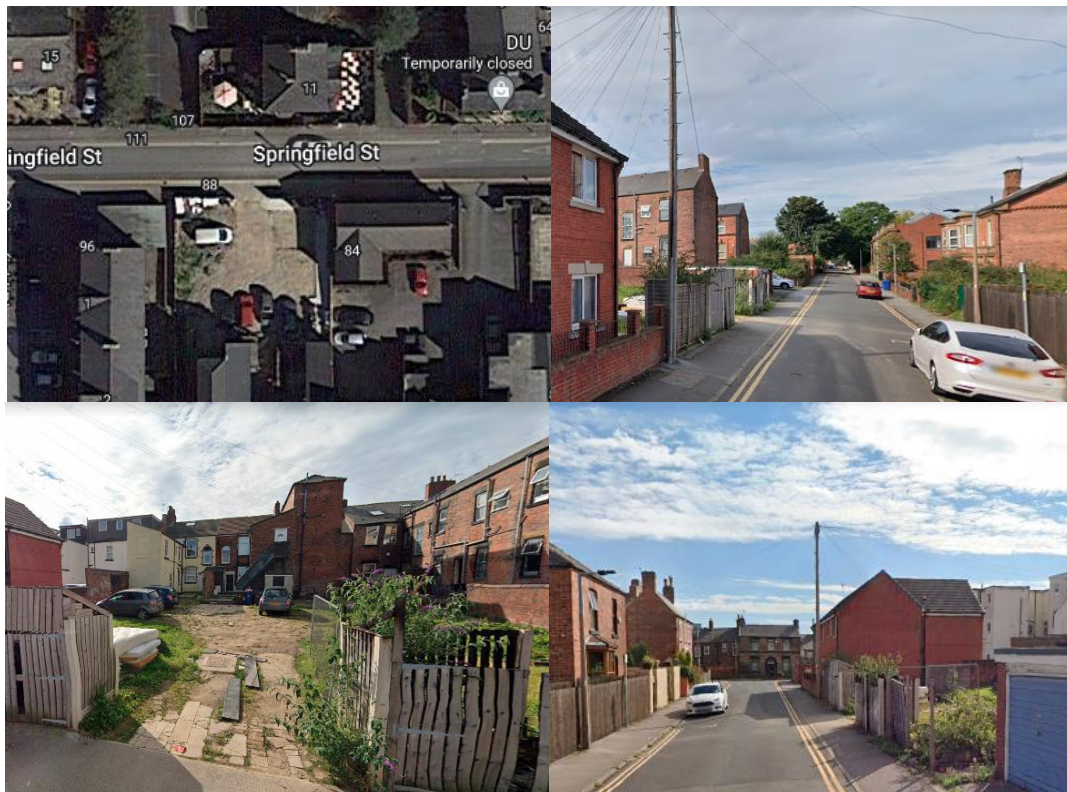
Site Address: Land adjacent 1-4 Springfield Street, Barnsley, S70 6HH.

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### Site Description

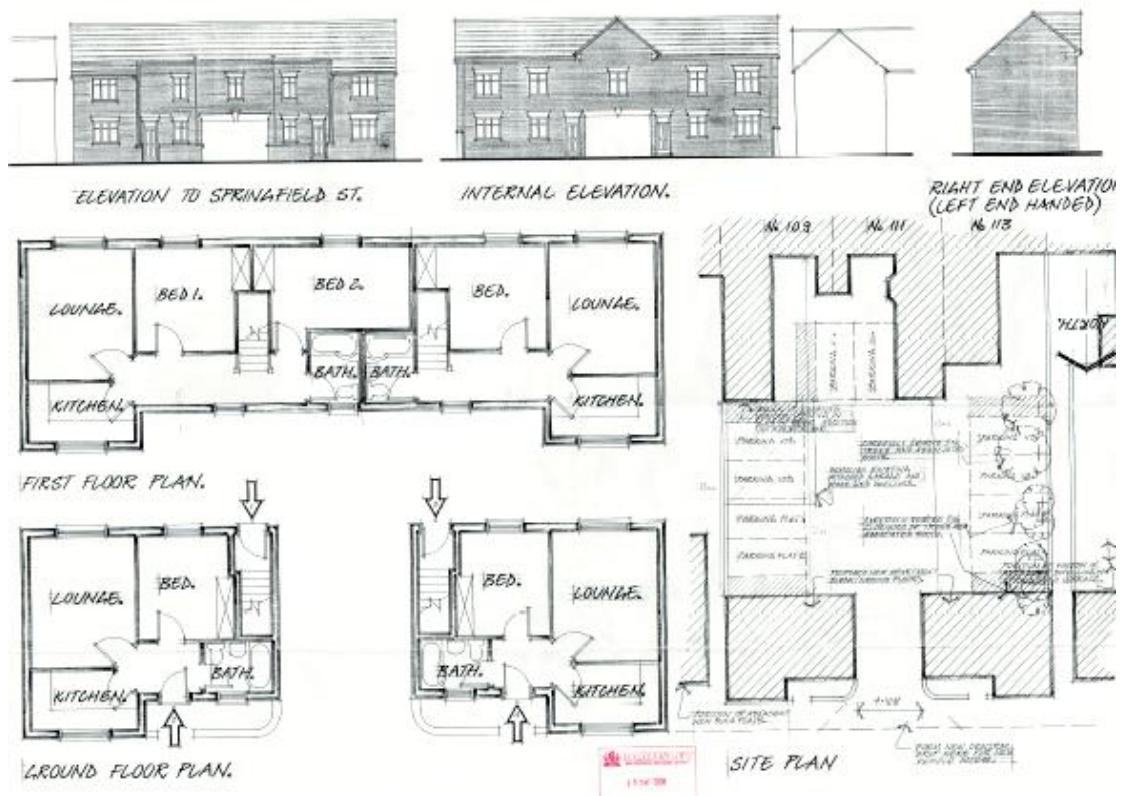
The application relates to a piece of land which front Springfield Street and sits to the rear of 109-113 Dodworth Road. The site is currently used for parking by the residents of the flats fronting Dodworth Road and consists of grass, bare ground and areas of hardstanding. Vehicular access is directly from Springfield Street with double yellow lines along both sides of the street. The site gently slopes up from Springfield Street to the rear elevations of the flats.

The immediate area is generally residential in nature with a circa 15 year old 2 storey block of 4 flats immediately to the East, the rear elevations and yards of properties fronting Springfield Place to the West, a detached dwelling directly opposite Springfield Street to the North and the rear of the properties fronting Dodworth Road to the South.



### History

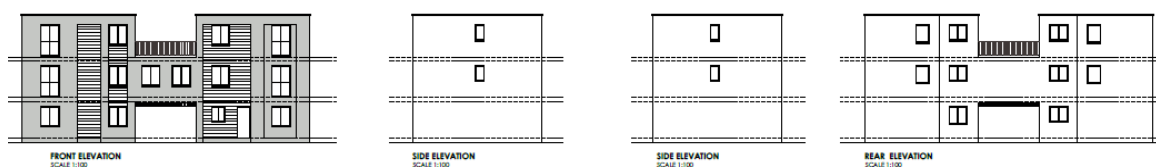
2006/0645 – Erection of a two-storey block of four apartments – approved subject to conditions



## Proposed Development

The applicant seeks outline permission (including layout, scale, appearance and means of access) to erect a 3 storey block of 6no. apartments. 5no. parking spaces and a bike store are proposed to the rear of the building with access from Springfield Street. The parking area would be accessed via an open section through the centre of the building. The building is set out in 3 sections with 2no. 3 storey sections either side of the drive through section with a storey of accommodation and a roof terrace above.

The 6no. apartments are described as studios; however, studios have an open plan living/cooking/eating/sleeping area. The proposed apartments have a separate bedroom so are 1 bedroom apartments and will be assessed as such.





## Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting 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.

Site Allocation: Urban Fabric

SD1 'Presumption in Favour of Sustainable Development'

Policy GD1 'General Development'

Policy LG2 'The Location of Growth'

Policy H1 'The Number of New Homes to be Built'

Policy H2 'Distribution of New Homes'

Policy H4 'Residential Development on Small Non-allocated Sites'

Policy H6 'Housing Mix and Efficient Use of Land'

Policy T1 'Accessibility Priorities'

Policy T3 'New Development and Sustainable Travel'

Policy T4 'New Development and Transport Safety'

Policy D1 'High Quality Design and Place Making'

Policy CC1 'Climate Change'

Policy CC2 'Sustainable Design and Construction'

Policy CC4 'Sustainable Urban Drainage'

Policy CL1 'Contaminated and Unstable Land'

Policy Poll1 'Pollution Control and Protection'

### SPD's

- Design of Housing Development
- Parking
- Sustainable Travel

### Other

South Yorkshire Residential Design Guide

### NPPF

The NPPF 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.

Paragraphs of particular relevance to this application include:

Para 7 - The purpose of the planning system is to contribute to the achievement of sustainable development.

Para 11 – Plans and decisions should apply a presumption in favour of sustainable development.

Para 59 - To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay

Paras 74-77 - reiterates the importance of a deliverable supply of homes to meet the needs of the district.

Para 92 - Planning policies and decisions should aim to achieve healthy, inclusive, and safe places

Para 111 - 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.

Para 126 - The creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. 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.

Para 134 - 'Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes.

### **Consultations**

Drainage – No objections subject to condition

Highways – Object due to insufficient parking for the proposed dwellings and existing dwellings and also a lack of bin storage.

Pollution Control – No objection in principle but requested a Noise Assessment condition.

Ward Cllrs – 1no. objection received due to the amount of HMO's and small units within the area.

### **Representations**

The application was advertised by neighbour notification letters (67 addresses in total) and a site notice was erected within the immediate area. Originally the address was quotes as Dodworth Road, however, that was amended to Springfield Street and neighbours re-consulted. 3no. objection letters have been received. The main points of concern are:-

- Add to the issues of on-street parking
- Increase in anti-social behaviour
- Increase in waste/lack of space for bins
- Too many HMO's and small residential units within the area
- Reduced highway safety
- Loss of Privacy/increase overlooking
- Increased overshadowing

### **Assessment**

#### Principle of development

The site is located within Urban Barnsley and adjacent to Barnsley Town Centre. The significance of this is that it is a priority location to accommodate growth and new residential development in spatial and sustainable development terms making it compliant with policies LG2 and H2.

Local Plan Policy H4 'Residential Development on Small Non-allocated Sites' states that proposals for residential development on sites below 0.4Ha will be allowed where the proposal complies with other relevant policies in the plan. These sites make a valuable contribution to the housing supply. Sites in towns and villages can offer good opportunities for providing houses where other people already live, near to shops and services. Developing these sites also reduces the need to provide new sites outside settlement boundaries. We will allow small scale residential development within towns and villages in line with other plan policies, including those protecting people's living conditions, road safety and design.

An application has previously been granted approval on the site for 4no. apartments in a 2 storey block, however, that decision dates back to 2006 and was assessed under local and national policies and guidelines which have since been superseded, as such, that approval does not set the principle or a precedent in this case and the current application has to be assessed on its own merits and against currently adopted policies and guidelines.

In addition to the above all new dwellings must ensure that living conditions and overall standards of residential amenity are provided or maintained to an acceptable level both for new residents and those existing. In addition, development will only be granted where it would maintain visual amenity and not create traffic problems/reduce highway safety. An assessment of the proposals against those criteria is set out within the sections of the report below:-

### Housing Mix

Local Plan Policy H6 states Housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. The applicant states the development is for 6no. studios, however, as outlined above, the proposal is actually for 6no 1 bedroom apartments. There is no mix proposed. The units have not been informed by the Strategic Housing Market Assessment which was adopted in June 2021 and sets out the recommendations on market and affordable housing needs for each market sub-area. The SHMA concluded that no existing households planning to move in the next 5 years expressed an aspiration or expectation to move to a studio or small bedsit flat/apartment. The surrounding area also consists of a number of HMO's, Studios, Bedsits and small 1 bedroom units which has eroded the character of the area.

### Design/appearance/layout

The proposed building would be located very close to the back edge of the footpath and would be in a very prominent position within the streetscene, set further forward than the immediately neighbouring buildings. It is noted that the proposed building would be a similar height to the neighbouring flats, however, they have 2 storeys of accommodation with a pitched roof above (which slopes away from the highway), whereas the proposed building has a full 3 storey of accommodation with a flat roof, as such, it would be more imposing and dominant on the streetscene. In addition, the buildings directly opposite the site have a modest height and are built on a lower level which would exacerbate the height difference.

The proposed building is on a lower level and has a similar eaves height as the properties fronting Springfield Place, however, they are set back from Springfield Street and have a more modest side elevation fronting the streetscene.

In terms of design, the proposed building would have fenestration over 3 full floors which is not reflective of the buildings immediately adjacent to the site fronting Springfield Street. It is noted that there are some 3 storey town houses on Springfield Street to the West of the site, however, these are not seen within the same context. Furthermore, the immediately adjacent buildings are relatively traditional in design whereas the proposed building is more contemporary with a boxy, flat roofed design and differing facing materials. This would draw more attention to the building and increase its prominence and dominance within the Streetscene, contrary to the SPD and Local Plan Policy D1.

The neighbouring flats are more modern than a number of other buildings within the immediate area but they do take design cues from the neighbouring properties such as the materials, pitched roof and architectural details around the windows. In addition, since that development was approved design standards have moved on. The proposed building has not drawn from its surrounding and does not respect the immediate area, as such, it would not sit comfortably within the streetscene.

The immediately adjacent buildings also have breathing space around them with gaps to neighbouring buildings. The proposed building would be situated immediately adjacent to the existing flats and also close to the rear elevations of the properties fronting Springfield Place. This would result in this section of Springfield Street appearing very cramped and dense, contrary to the existing development pattern and rhythm of the street, again contrary to the SPD and Local Plan Policy D1. The plans also fail to demonstrate any areas for soft landscaping within the site as it is fully occupied by the building and areas of hardstanding required for parking.

### Residential Amenity

The proposed building would be circa 12m from the dwelling directly opposite Springfield Street. It is noted that the SPD states a distance of 12m to 19m is acceptable in principle when the properties are divided by a highway. However, this should be based on the local context and development pattern of the area. Although the existing neighbouring flats are a similar distance, they do not directly face that property. Furthermore, the proposed building has a number of habitable windows over 3 floors facing the neighbouring dwelling, which is built on a lower level. In addition to that there are also 2no. roof terraces in the centre of the building which also would add to the negative impact. As such, the proposed dwelling would be imposing and overbearing on those residents, to the detriment of residential amenity and contrary to Local Plan policy GD1.

The proposed side elevation of the proposed building is also only 4.1m from the rear elevation of the property facing Springfield Place. It is acknowledged that it is not entirely behind the full elevation and some of the windows are offset, plus it is orientated to the North East, however, it would still be imposing and overbearing from the rear habitable room windows and rear garden/yard area, again, detrimental to residential amenity.

The proposed building also falls short of the required 21 metres from the rear habitable room windows on the buildings fronting Dodworth Road, contrary to the SPD. Although those properties currently do not have rear private amenity space, if

they did in the future there would be less than 10m separation distance from the proposed rear elevations to that space.

In terms of the future residents, the flats/apartments are labelled as studios on the drawings, however, they have separate bedrooms, as such, they will be assessed as 1 bedroom apartments in terms of internal spacing. In accordance with the South Yorkshire Residential Design Guide a 1 bedroom, 2 person flat should be 47m<sup>2</sup>, however, studios, 1, 2, 5 and 6 fall considerably short of the requirement. The SPD also states that flats should have 50m<sup>2</sup> of shared garden space plus 10m<sup>2</sup> per unit where a balcony cannot be provided. Only flats 5 and 6 have access to a roof terrace.

Given the comments above, the proposed development would be detrimental to the amenities of both the existing neighbouring residents and the future residents of the scheme itself, contrary to the SPD and Local Plan Policy GD1.

### Highway Safety

SPD 'Parking' requires 1no. space per unit for dwellings with 2 bedrooms or fewer, however, the plans show only 7no. spaces proposed which is obviously contrary to the SPD. There is also historic parking problems within the area and a lack of on street parking given the double yellow lines to both sides of Springfield Street within the immediate proximity of the site. There is also a residents parking scheme in operation within the area.

As outlined above, the site backs onto 3no properties which front Dodworth Road and have been subdivided into flats. This site, and the area immediately to the rear of those properties, is currently used as parking for the residents. The submitted plans do not show if there would be any retained parking for those residents and how many spaces there would be, as such, they could be a displacement of parking onto the surrounding road network.

The access into and from the site is also less than ideal. The parking would be accessed through the centre of the building. Given the building is proposed adjacent to the back edge of the footpath there would be very limited visibility for drivers when exiting the site which could impact pedestrian safety. There could also be a conflict, due to lack of visibility, if one car is entering and one car is exiting the site.

The parking layout does show provision for cycle parking, which is welcomed, however, there is no provision shown within the site for waste storage which could lead to a reduction in parking space in the future.

### Conclusion

The proposed development would represent an undesirable form of infill development. Its cramped positioning, scale and design would not reflect the development pattern on the area, to the detriment of the visual amenity of the streetscene, contrary to Local Plan Policy D1. Furthermore, its design would not reflect, or take design cues, from the immediately adjacent buildings.

Given the proposed separation distances, the building would detrimentally impact the residential amenity of the neighbouring residents as a result of its overbearing impact and reduction of privacy levels, Contrary to Local Plan Policy GD1. In addition, both the internal and external amenity levels for future residents falls short of the

requirements set out in SPD 'Design of Housing Development' and the South Yorkshire Residential Design Guide.

Finally, the in curtilage parking falls short of the requirements set out in SPD 'parking' and limited information has been submitted regarding the retained spaces for the neighbouring residents who currently park on the site, as such, the development is contrary to Local Plan Policy T4.

**Recommendation** Refuse.