

2023/0683

Applicant: Mr Farnsworth

Reinstatement of flat at lower ground floor. Demolition of timber store to provide two parking spaces, creation of balcony area with staircase

106 Manchester Road, Thurlstone, Sheffield, S36 9QW

Site Description and background

The application site relates to an end terrace stone-built dwelling located on Manchester Road in Thurlstone. The red line boundary includes the dwelling itself (two storey), an attached ancillary area to the lower ground floor and also a detached wooden structure within the curtilage area which appears to be used for domestic storage. The site contains three different addresses – no. 102 for the dwelling, 104 for the detached wooden structure and 106 for the lower ground floor area.

Manchester Road is the main road which runs through the village of Thurlstone with the site located in the Conservation Area. There is no associated off-street parking provision serving the property.

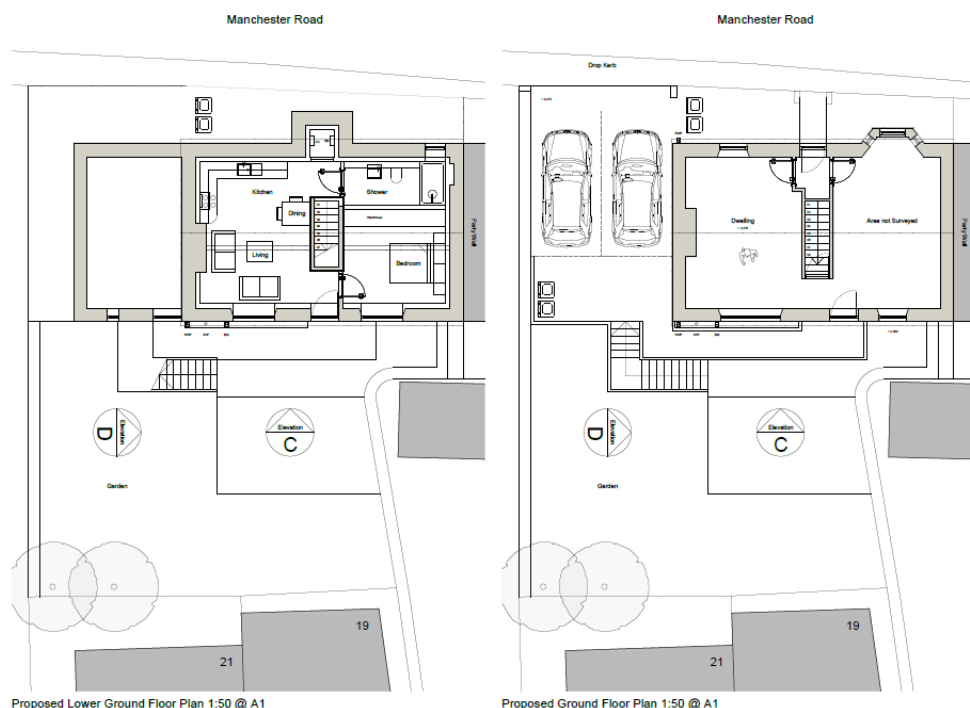
Relevant Site History

None

Proposed Development

The applicant is seeking to change the use of the lower ground floor area into a one-bedroomed flat. The flat will be split into three rooms, an open plan living/dining/kitchen, a bedroom and a shower room. The applicant has submitted an amended plan showing replacement glazing on the elevation of the flat, including 2 x larger windows serving the habitable rooms and a replacement door showing a glazing panel. The development includes the demolition/removal of the existing wooden structure and reutilising this area for 2 x off-street parking spaces and a bin storage, and features a re-design of the raised decking area to the rear/side of the building. The re-design creates a walkway which will provide a direct walkway from the parking area to the flat, rear elevation of the existing dwelling and the rear garden area, respectively.

The application has been described as a 'reinstatement' of a flat on the lower ground level of the building, however there is no planning history on site or other evidence which details whether this use was ever legitimised, nor is there any evidence of when the use ceased.





Elevations 1:100 @ A1

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. The National Planning Policy Framework represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application. The following policies are relevant:-

GD1 – General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

D1 – High Quality Design and Place Making – Development is expected to be of a high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

SD1: Presumption in favour of Sustainable Development – When considering development proposals we will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. We will work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

LG2: The Location of Growth - Priority will be given to development in the following locations:

Urban Barnsley;
Principal Towns of Cudworth, Wombwell, Hoyland, Goldthorpe (which includes Thurnscoe and Bolton on Dearne), Penistone and Royston; and
Villages.

Urban Barnsley will be expected to accommodate significantly more growth than any individual Principal Town, and the Principal Towns will be expected to accommodate significantly more growth than the villages, to accord with their place in the settlement hierarchy

H1: The Number of New Homes to be Built – The Council will seek to achieve the completion of at least 21,546 net additional homes during the period 2014 to 2033. A minimum five year supply of deliverable sites will be maintained.

H2: The Distribution of new Homes – The location of housing development accords with the settlement hierarchy and Policy LG2 regarding location of growth.

H4: Residential development on small non-allocated sites - Proposals for residential development on sites below 0.4 hectares (including conversions of existing buildings and creating dwellings above shops) will be allowed where the proposal complies with other relevant policies in the Plan.

H6: Housing Mix and Efficient use of Land – Housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population. Proposals to change the size and type of existing housing stock must maintain an appropriate mix of homes to meet local needs.

H9: Protection of Existing Larger Dwellings – Development within the curtilage of existing larger dwellings will be resisted where it will have an adverse impact on the setting of the original dwelling, and the size of the remaining garden area.

HE1: The Historic Environment – The Council will positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley's historic environment, especially for those assets which are at risk.

HE2: Heritage Statements and general application procedures – Proposals that are likely to affect known heritage assets or sites where it comes to light there is potential for the discovery of unrecorded heritage assets will be expected to include a description of the heritage significance of the site and its setting.

T4: New Development and Transport Safety – 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.

Poll1: Pollution Control – Development will be expected to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people. Developers will be expected to minimise the effects of any possible pollution and provide mitigation measures where appropriate.

RE1: Low Carbon and Renewable Energy - All developments will be expected to seek to incorporate initially appropriate design measures, and thereafter decentralised, renewable or low carbon energy sources in order to reduce carbon dioxide emissions and should at least achieve the appropriate carbon compliance targets as defined in the Building Regulations.

Supplementary Planning Documents

- Design of Housing Development
- Parking
- Sustainable Travel

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.

Other material considerations

South Yorkshire Residential Design Guide - 2011

Consultations

Conservation Officer – This application seeks permission to re-establish the flat below the 104 (I believe would have previously been number 104) and undertake several internal alterations / opening up etc. However, by far the most obvious change is the removal of the existing side timber building and conversion of this area to a new parking area. To the rear a new ground floor level balcony / walkway is proposed with steps down to the new sub-ground flat (104). The building was constructed sometime between 1850 and 1891 and is a typical stone build /Welsh Slate roof small terrace in Thurlstone with numerous similar examples along Manchester Road. That said it is characteristic and shares a strong group value with other buildings and the conservation area and contributes positively. The small wooden outbuilding that fronts Manchester Road is conspicuous but is certainly later than the stone-built dwelling and I would estimate this is early to mid C20. I understand the building has had many uses over the years including a shop and home to various businesses. This wooden building has some appealing details including the decorative barge board and the brackets that support the roof that projects forwards. However overall, I would suggest this is a borderline negative element in the conservation area owing to its materials - profiled metal sheet roof, general state of repair and slightly out of keeping appearance. It is however primarily a functional building of its time and (perhaps) a minor landmark on Manchester Road but on balance a feature that does not contribute strongly. Consequently, whilst retention and repair would be the ideal, I do not feel strongly that the proposal to remove it is unjustified. Regarding the other elements of the proposal, I have no objections as these are either internal alterations, or small changes to the rear of the property well outside the public realm.

Highway Drainage – No objection raised.

Highways DC (Two responses):

Initial response - Initially requested information in relation to the planning history of the site, given that the level of parking is unacceptable for the total uses of the site and the development seeks to intensify the use of the property. There is a high demand for on-street parking on this stretch of Manchester Road due to parked vehicles and topography of the area, with visibility impeded. The creation of a vehicular access will reduce the on-street parking availability. It is acknowledged that the neighbouring property has created similar off-street parking, but this does not seem to have gained planning permission and there is no dropped crossing, resulting in vehicles crossing the highway illegally.

Second response – Upon receipt of further information, Highways DC reiterated the concern that the proposed development would intensify the use of the site, with insufficient parking provision and poor visibility on both the Easterly and Westerly approaches to the site. In some situations, the access would be completely concealed from view. Due to the prevalence of on-street parking in the area, it is necessary for cars travelling east along Manchester Road to encroach into the opposing carriageway lane to pass parked vehicles for considerable lengths and those travelling in a westerly direction to be aware of this and potentially give way to oncoming traffic. There is also a bus stop opposite and to west slightly of the site. Furthermore, the footway reduces in width significantly, directly adjacent to the property, which could result in pedestrians having to step out into the carriageway. All of these factors result in drivers having to be very aware of their already busy surroundings and the introduction of an obscured vehicular access that subsequently does not meet the required minimum standards, gives rise to serious road safety concerns. The site has unusual history but is clear that even though the ground floor unit has a registered address, it cannot be considered an existing self-contained residential dwelling in its own right, but an annex to the existing dwelling. Likewise, the neighbouring parking area was never granted planning permission and there is no legal vehicular access in place.

Penistone Town Council – No comments received.

Pollution Control – No objection subject to conditions.

Ward Councillors – No comments received.

Yorkshire Water – No comments received.

Representations

Neighbour consultation letters were sent to neighbouring residents with a site notice placed nearby; no comments were received. .

Assessment

Principle of development

The site is located in the Urban Fabric in an established residential area. The site has somewhat of a complex history with three different addresses on the site – nos. 102, 104 and 106, respectively, with the applicant arguing that 102 is the existing dwelling, 104 is the detached wooden structure which previously served as a shop and 106 being a separate dwelling/flat. However, there is no planning history or formal evidence which confirms such use.

Notwithstanding the above,, the proposed development is for a residential development in an established residential area with Local Plan Policy H4 states that residential development on small non-allocated sites is acceptable subject to other Local Plan Policies being complied with. The development includes the demolition of the existing wooden structure on site which would require permission in its own right given that the site is in the conservation area, and this will be assessed in the below sections of the report. The applicant has confirmed that the dwelling has three bedrooms and the development would not be contrary to Local Plan Policy H9.

Highways Safety

Colleagues in Highways DC initially raised a query to the development in regards the perceived complex history of the site, which contains three addresses and the applicant argued that the site was split into a dwelling, a flat and a detached wooden structure which was last used as a shop (and still retaining this use). Highways DC also requested any planning history of the site which would provide evidence of such.

Upon receipt of further information from the agent and confirmation that there is no formal planning history on the site, Highways DC reiterated their concerns. The parking provision (2 x off-street spaces) presents a shortfall in terms providing 2 spaces for a three-bed dwelling (existing) and 1 space for a one-bed (proposed). It is appreciated that the proposed development would provide a net of 2 off-street parking spaces however it seeks to intensify the use of the site where there is a clear shortfall of parking provision. Likewise, Highways DC have raised concern in regard to visibility on both Westerly and Easterly approaches to the site, in addition to a lack of turning facility within the site which would allow vehicles to enter and leave the site in forward gear. The road is classified and busy, and the proposed arrangement would require vehicles to either enter the highway in reverse gear, or stop in the road, turn and reverse into the parking space. Both of these situations are considered to have a harmful impact on the free flow of traffic in the area, whilst intensifying the use of the site with limited visibility in both directions.

The proposed development is contrary to the Council's Parking SPD and Local Plan Policy T4 and is considered to be unacceptable in terms of highway safety.

Residential Amenity

The proposed development seeks to introduce a one-bedroom flat at the lower ground floor level of the building. The internal footprint area (40sqm) meets the minimum floorspace expectation for a dwelling of this size and there is a shared rear garden area serving the flat and the host dwelling. The total area of the shared rear garden area would measure 112sqm. The agent has confirmed that the applicant would be willing to agree to a condition which would submit and agree details of the garden area to the LPA, to determine whether the garden would be shared between the two properties or would be split using appropriate boundary treatments etc. However, it is considered that the total area exceeds what would be expected for a three-bed dwelling and a one-bed flat – 60sqm + 50sqm, respectively, and is considered to be acceptable.

The proposed replacement glazing is on the lower ground floor facing onto the rear garden area and whilst there will be some impact on the privacy enjoyed by both properties in the garden area, this area would likely be split up accordingly or used as a shared area. The raised decking area will also likely overlook into the rear garden area and the nature of the area would lend itself to a shared area rather than two independent gardens.

The increased glazing will allow additional light into the open plan room and the bedroom, respectively, to a level which is acceptable alongside offering sufficient outlook for both of the properties.

The proposed development is considered to be acceptable in terms of residential amenity.

Visual Amenity and Impact on Conservation Area

The development makes little change to the building itself, with replacement openings with 2 x larger windows and a door with a glazing panel, which is primarily to increase the amount of natural light into the dwelling and increase the level of outlook for future residents. The visible external alterations to the dwelling are located on the rear elevation and make little impact on the street scene.

The existing wooden structure on site is not considered to make a positive contribution to the character of the area or the Conservation Area and its removal has been supported by the Conservation Officer and the LPA.

The formation of a parking area to the side of the dwelling is considered to make a neutral impact on the character of the area, and there is a visual example of such parking provision to the immediate side of the site (albeit this doesn't appear to have gained any planning permission). The raised balcony, decking and walkway area also replaces an existing external staircase which is dated and the new arrangement is considered to be an improvement in terms of design.

Subject to appropriate construction materials, the proposed development is considered to be acceptable in terms of visual amenity and its impact on the Conservation Area.

Drainage

No objection has been raised by colleagues in drainage to the development.

Conclusion

The applicant is seeking approval for the introduction of a one-bedroomed flat on the lower ground floor of the building, which is primarily used as a two-storey residential dwelling (3-bed). The site has an unusual history with three different addresses on site – nos. 102, 104 and 106, with the applicant arguing that the building is split into the dwelling, a flat at lower ground floor level and the wooden structure which has formally been used as a shop. However, no planning history has been found of either of these uses being approved by the LPA. As such, the proposed development has been described as an 'introduction' rather than the previous term of 'reinstatement' as proposed by the applicant.

The agent has made some minor alterations to the plans, primarily to replace the existing openings with larger windows and a new entrance door with glazing which will result in greater natural light into the habitable rooms of the flat and increase the level of outlook. The flat meets the minimum criteria of the SYRDG for a dwelling of this size with a shared rear garden area which would meet the minimum external amenity for the dwelling and the flat. The development seeks to demolish the existing wooden structure located to the side of the dwelling and replace this area with an off-street parking area. The wooden structure is not considered to make a positive contribution to the Conservation Area. The development includes the re-design of the existing external staircase with a raised balcony and external steps serving both properties. This is located primarily to the rear of the building and will be screened and subject to appropriate building materials (can be covered through a planning condition) is considered to be suitable in terms of design.

However, the site is located on a busy road – Manchester Road – running through Thurlstone. The development seeks to intensify the use of the site, with the addition of a 2 x off-street parking spaces to serve both the existing dwelling and the proposed flat. This represents a shortfall of a parking space with the Council's SPD requiring 2 spaces for a 3-bed and 1 space for a 1-bed dwelling. Additionally, there is no space within the site which would allow vehicles to enter and leave the highway in forward gear which is a local requirement for classified roads. Likewise, Highways DC have raised concern with poor visibility on approach to the site from Westerly and Easterly directions.

To conclude, the proposed development is considered to be contrary to Local Plan Policy T4 and the Council's SPD for Parking in that it presents a parking shortfall, seeks to intensify the use of the site with the parking provision having poor visibility in both directions. The lack of turning facility will likely result in vehicles either reversing onto the highway or stopping in the road and reversing into the spaces. Both of these options would disrupt the free flow of traffic and are considered to be unacceptable in terms of highways safety. The proposed development is recommended for refusal.

Recommendation

Refuse