

Applicant: Mr N Sables

Agent: Mr G OShea

Description: Change of use from private dwelling to 3 self-contained apartments. Two storey side extension and rear extensions. New dropped kerb to side/rear, new parking area and solar panels to roof.

Site Address: 2 Houghton Road, Thurnscoe, Rotherham, S63 0JT

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### **Site Location and Description**

The subject property is located on the corner of Houghton Road and John Street, Thurnscoe. The property is a two storey, semi-detached dwelling, constructed from brick and painted white.

The surrounding area is mixed in nature with residential dwellings to the west, north and east of the site, commercial properties to the east and a recreation ground and bowling green to the south- west of the site.

A Design and Access statement has been submitted to support the application.

#### Site Location Plan



### **Site History**

2022/0929- Change of use from private dwelling to HMO with 7 habitable rooms plus communal area and shared kitchen. Two storey side extension and rear single storey extension. New dropped kerb to side/rear, new parking area and solar panels to roof- Refused on 28/10/2023 for the following reasons:

1. In the opinion of the Local Planning Authority the proposal to change the use of the building to a House of Multiple Occupation is contrary to the aims of Local Plan Policy H9, which

seeks to protect larger homes and to enable the re-establishment of single-family sized houses. The application property is within a predominantly residential area and is capable of becoming a larger home without significant adaption.

2. In the opinion of the Local Planning Authority, the rear garden space is substandard with future residents subject to an inadequate standard of residential amenity. Therefore, the proposal is contrary to Local Plan policies GD1 'General Development', D1 'High Quality Design and Place Making', the 'Supplementary Planning document 'Designing New Housing Development' and the South Yorkshire Residential Design Guide.
3. In the opinion of the Local Planning Authority the proposed extension would be contrary to Policy D1 of the Local Plan and the Council's Supplementary Planning Document 'House Extensions and Other Domestic Alterations' in that it would result in a two storey extension with no set in from the front elevation, rear elevation or the side elevation. This would result in an extension which is un-subservient which is exacerbated by the dwellings position on the corner plot. Further, the extension would unbalance the pair of semi-detached dwellings and be uncharacteristic in the street scene and thus detrimental to the visual amenity of the Locality.

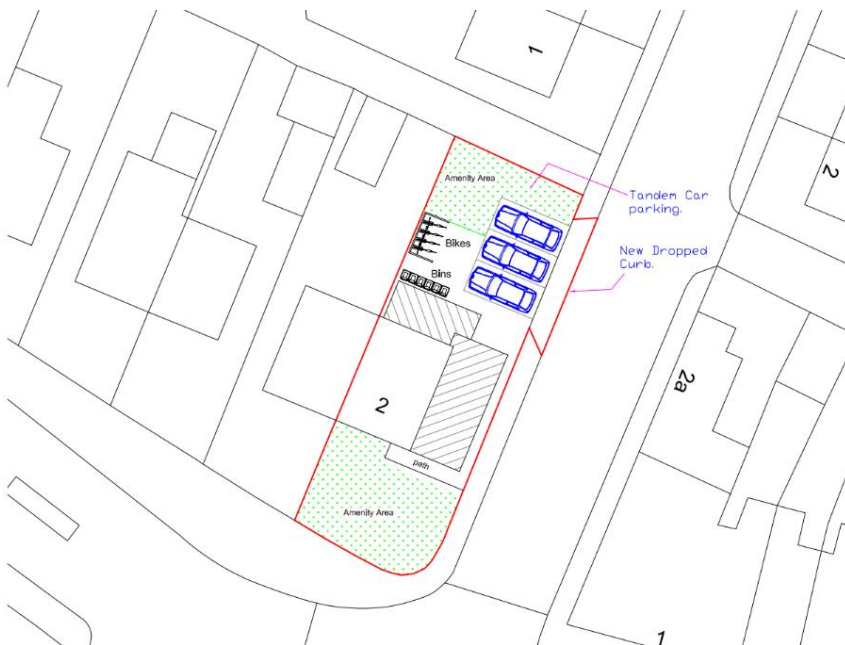
## Proposed Development

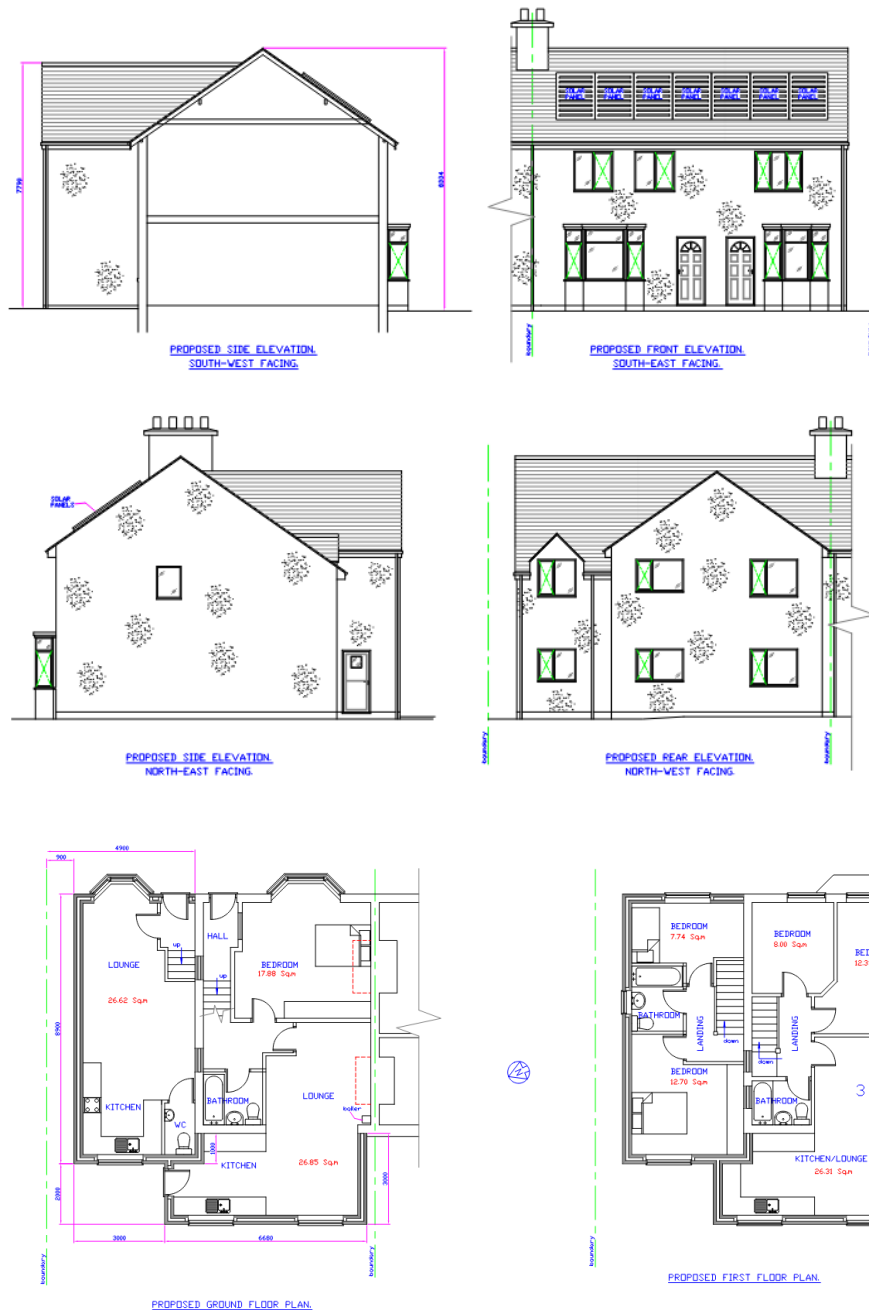
This application seeks permission for a change of use from a private dwelling to 3 self-contained apartments, a two-storey side extension and rear extensions. In addition to a new dropped kerb to side/rear, new parking area and solar panels to roof.

The proposed apartments consist of 1 x one bedroom flat and 2 x two-bedroom flats and the proposed site plan shows private amenity space to the rear of the property. The apartments will consist of an open plan kitchen/lounge, in addition to the bedrooms and bathroom.

The two-storey side extension would measure 4.32m in maximum width, 8.9m in maximum depth and 8.3m in maximum height with a gable roof with eaves of 5.4m. The extension will be built up to the existing ridge of the dwelling. The rear extension will measure 6.68m in maximum width, 3m in maximum depth and 7.79m in maximum height with a gable roof with eaves of 5m. The extensions will be constructed from render/pebble dash walls, a slate roof and white UPVC windows and doors.

## Proposed elevations and plans





## Policy Context

The site is allocated as Urban Fabric within the Local Plan Proposals Maps.

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.

## 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 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.

### Local Plan

Policies of particular relevance to this application include:

SD1 'Presumption in Favour of Sustainable Development'.

GD1 'General Development' provides a starting point for making decisions on all proposals for development setting out various criteria against which applications will be assessed.

LG2 'The Location of Growth'

H1 'The Number of New Homes to be Built' sets the target of new homes for the plan period 2014 to 2033 at 21,546

H9 'Protection of Existing Larger Dwellings'

T3 'New Development and Sustainable Travel'.

T4 'New Development and Transport Safety'

D1 'High Quality Design and Place Making'

Poll1 'Pollution Control and Protection'

### SPD's

-Design of Housing Development

-Parking

### Other

South Yorkshire Residential Design Guide

### **Consultations**

Highways - No objection subject to condition.

Pollution – No objections subject to condition.

Drainage – No objections, can be signed off by building control.

Yorkshire Water- No objection subject to condition.

### **Representations**

7 neighbouring properties were consulted, and a site notice was displayed at site. 1 letter of objection has been received at the time of writing, signed by 11 residents and is summarised as follows:

- Housing has improved in Thurnscoe over the years.

- Public transport has declined.
- Parking is insufficient.
- Significant need for affordable houses and family accommodation versus flats.
- No reference to insulation standards.
- Extensions would change eyeline and view from junction and is out of character with existing properties.

The above comments will be addressed in the assessment section of this report.

## **Assessment**

### Principle of development

Local Plan policy H9 'Protection of Existing Larger Dwellings' states the loss of existing larger dwellings will be resisted. SPD 'Design of Housing Development' states that larger dwellings are those that have four or five bedrooms or are capable of accommodating four or five bedrooms without significant adaption.

Further, the conversion of larger homes into flats and other non-self-contained housing such as Houses in Multiple Occupation is resisted and instead there is support for their re-introduction into family-sized homes. As such, the creation of three-self-contained flats, as proposed, within a property which can accommodate a 4 bedroom plus 'larger home' without significant alteration would be contrary to policy H9.

Section 26 of the SPD relates to the conversion of buildings to residential accommodation and outlines acceptable concentration levels. The SPD also sets out a number of criteria that has to be met in order for such application to be supported. In any case, all new dwellings proposed 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, particularly in respect of the levels of mutual privacy. In addition, development will only be granted where the development would maintain visual amenity and not create traffic problems or prejudice the possible future development of a larger area of land. The proposed is assessed against these criteria below:

### Design / Visual Amenity

The application proposes a change of use of the property in addition to a two storey side extension, rear extension, solar panels, new dropped kerb and parking area.

The House Extensions and Other Alterations SPD provides guidance on what is acceptable. In relevance to a two-storey side extension it states that "all two-storey side extensions should have a pitched roof following the form of the existing roof" and "to prevent a terracing effect and to avoid detrimental changes to the character of the street scene, it will be desirable to provide a setback of at least 500mm from the main front wall of the dwelling". "In addition to the set-back from the front, where practicable, a side extension should also be set in by one metre from the side boundary with an adjacent property, to further avoid the terracing effect". Furthermore, "the sideways projection of a two storey side extension should not exceed more than two thirds the width of the original dwelling. Where located on a corner plot the sideways projection should not exceed more than half the width of the gap between the side elevation of the original dwellings and the side boundary (unless the gap exceeded more than two thirds the width of the original dwelling). In addition, on a corner plot where the rear elevation of the dwelling is clearly visible, a set back of 500mm will also be required at the rear to ensure the extension remains subordinate and to avoid the unsightly bonding of old and new materials".

In this case, the two-storey side extension has a dual pitch roof alike the existing dwelling, however the extension fails to provide a setback from the front wall of the dwelling, from the side boundary or from the rear (which is necessary in the case of a corner plot). In this particular case, there is no adjacent dwelling to the east and as such a set in from the side boundary would not be a detriment as no terracing effect would be created to this elevation.

The dwelling is located on a corner plot and as such, the sideways projection of the extension should not exceed more than half the width of the gap between the side elevation of the original dwelling and the side boundary. The distance between the side elevation and boundary is approximately 4.9m and as such the extension would be permitted to be 2.45m in width. The extension measures 4.32m and as such does not conform to this standard.

In this case, the extension does not appear subservient and instead appears to dominate the dwelling, providing no setbacks in any direction. Therefore, the extension would not only be detrimental to the subject dwelling but to the other semi within the pair of dwellings and surrounding street scene due to the dwelling's location on the corner plot which exacerbates the extension.

The House and Other Alterations SPD states that two-storey rear extensions will be considered on the basis of the extent of overshadowing, loss of privacy and outlook. Two-storey rear extensions to semi-detached houses should generally be designed with a rear projection of less than 3.5 metres and for terraced houses 2.5 metres. Larger extensions may be acceptable in certain circumstances -for instance: where the neighbouring house has been extended; or where there is a strong boundary treatment, such as a high wall or an outbuilding or garage built close to the boundary. Similarly, there may be circumstances where only smaller extensions are acceptable for instance: on sloping sites or where neighbouring houses are already overshadowed.

The rear extension would project 3m from the rear wall of the dwelling and would have a gable roof alike the existing roof of the dwelling. The extension would conform with the SPD in terms of its depth, however it is considered that the rear extension would appear out of character in the row of dwellings and in the pair of semis and additionally would be highly visible from the John Street/Houghton Road junction, exacerbated by the dwellings location on the corner plot.

The development also proposes solar panels, a parking area and dropped kerb which are typical of a residential property and do not raise any contentious issues.

In taking all the above into consideration the proposal would raise issues due to the two-storey extensions being unacceptable and as such the proposal would be contrary to Local Plan Policy D1.

#### Neighbouring properties

The application proposes two extensions and a number of new openings to the property. There are no residential properties to the front of the dwelling to take into account in terms of overlooking. There is a window facing onto the properties on Station Road however this window serves a bathroom, is considered to be non-habitable and in addition could be obscure glazed. In terms of overlooking to the rear of the property there are kitchen windows at ground floor to consider and a kitchen/lounge and bedroom window to consider at first floor. 1 John Street is located to the rear of the property however there is a boundary wall, hedges and trees which act as boundary treatments obscuring views from the extensions to 1 John Street. Notwithstanding the fact that the hedges could be cut down and the trees are deciduous, the views from the first-floor window serving the bedroom would be looking onto the front garden which is not private space at a distance of 16m. The windows serving the kitchen/lounge at first floor would have the potential to overlook the side windows of 1 John Street at 16m, however it appears that these are secondary windows which are obscure glazed and as such there wouldn't be a detriment through overlooking.

In terms of the extensions being overbearing, there are no adjacent properties to be considered in terms of the two-storey side extension.

The rear extension is a substantial at almost 8 metres in height and 6.7m in width. Whilst the SPD states that two storey rear extensions to semi-detached properties should be designed with a rearward's projection of less than 3.5 meters, the South Yorkshire Residential Design Guide provides guidance in relation to daylighting and avoiding overbearing relationships.

For the purposes of daylight and to avoid an overbearing relationship with neighbouring properties, particularly adjoining ones, a 45-degree rule is applied to assess the impact a rear extension would have. A 45-degree quadrant is taken from the mid-point of the potentially affected window; if the extension falls within this area, then it is considered that the proposal would have an overbearing impact on the neighbouring dwelling.

The proposed extension is to intersect the 45-degree quadrant by approximately 1.17 meters and it is considered that the proximity of the extension to the party boundary and the substantial expanse of brick work will limit levels of outlook and have an overbearing impact on the adjoining property to the detriment of residential amenity which would conflict with Local Plan Policy D1.

It is noted that the number of adults in the property would be an increase over and above what is likely to be accommodated if the property were a family home, however the area is a mixed area with residential, commercial and recreational areas and as such the increased noise would not be above and beyond what is already experienced in the area and it is therefore considered there would not be a detriment to the adjoining neighbouring properties.

### Future Occupiers

The proposed apartments comprise 1- and 2-bedroom apartments. All habitable rooms would be served by windows to allow for sufficient light and outlook. In terms of internal amenity, the bedrooms have been shown on the proposed plans as a mixture of double and single bedrooms. The South Yorkshire Residential Design Guide states that the minimum GIA should be 7sqm for a single bedroom, 12sqm for a double bedroom and at least 2m in width. All bedrooms would meet the minimum standards. Whilst two of the apartments meet the overall space standards for a 1 and 2 bed apartment, the 2-bed apartment at first floor labelled as apartment 3 would be undersized at approximately 51.66sqm with a slightly undersized kitchen/lounge. The apartment should be 62sqm and is therefore inadequate.

In considering the above, the internal living space does not comply with the SPD and design guidance. The SPD also goes on to state that the external amenity space should be at least 50m<sup>2</sup> for flats plus an additional 10m<sup>2</sup> per unit as balcony space or added to shared private space. The amenity space to the rear measures approximately 84sqm and therefore would provide an adequate standard of external amenity for the flats.

Overall, the living conditions would be inadequate due to the shortfall in overall internal amenity space for flat 3 of the development and this would be detrimental to future residents, contrary to Local Plan Policy GD1.

### Highways Safety

The site is located on Houghton Road, a mixed residential/commercial road with a 30mph speed limit, at the roundabout junction with John Street, Station Road and Shepherd Lane. The site is in an established local centre, above shops and close to services and facilities which complies with NPPF 9: Promoting Sustainable Transport policies and Barnsley Local Plan (January 2019) Policy T3: New Development and Sustainable Travel which will be acceptable.

A previous application (2022/0929) to convert the dwelling to a house of multiple occupancy was refused, but Highways officers did not raise objection to the scheme.

The Planning, Design and Access Statement supplied by HMS includes a proposed block plan showing the provision of three off-street parking spaces, bin storage, and a secure cycle store. All of these elements are appropriate for the scale of development given the advice in the South Yorkshire Residential Design Guide and Barnsley MBC's Parking SPD.

The scheme is acceptable from the perspective of highways. Highways DC would raise no objection to this application on highway grounds subject to condition.

### Conclusions

Taking into account the relevant development plan policies and other material considerations, it is considered that the development is unacceptable as there will be a substandard of internal amenity for future occupiers, it would result in the loss of a larger home, it would impact on the available light for the neighbouring property and the extensions would be out of character of the area and the pair of semis. As such the proposal does not comply with the development plan or the advice contained within the NPPF.

As such the scheme is recommended for refusal.

**Recommendation: Refuse**