

2023/0482

Karina Archer

Land adjacent 293 Hough Lane, Wombwell, Barnsley, S73 0LR

Erection of two dwellings

### Site Description

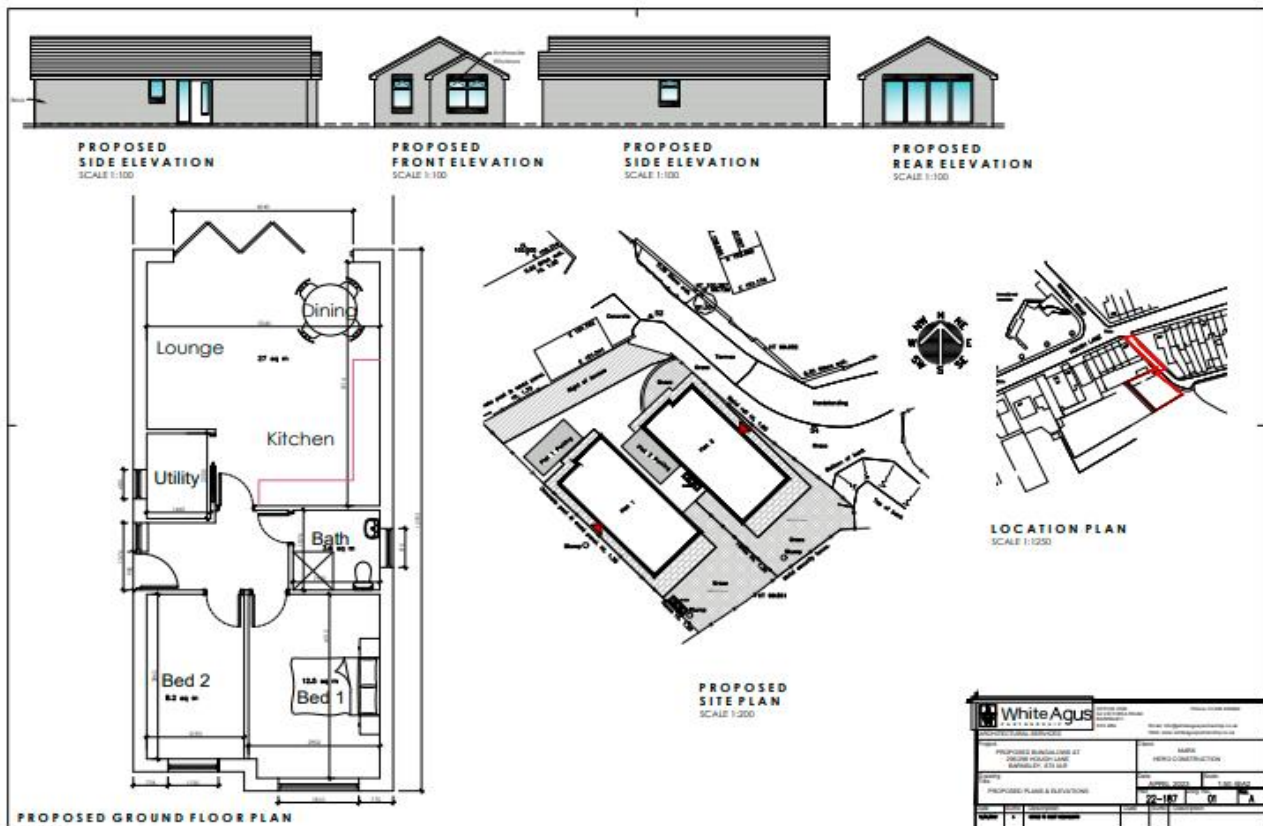
The site is in relation to a spare piece of land which is located to the rear of the terraced row (nos. 295 to 299) on Hough Lane, Wombwell. The site is accessed via a narrow access between 293 and 295 Hough Lane which also leads to a parking area for the properties to the rear of Hough Lane.

### Planning History

2017/1153 - Erection of 1 no. single storey dwelling (Outline - All Matters Reserved) (Withdrawn)

2020/1250 - Outline application for one dwelling with access considered at this stage (Approved with Conditions)

### Proposed Development



The applicant is seeking approval for the erection of two identical pitched roof detached bungalows. An open plan kitchen, dining and living room are proposed as well as two bedrooms in each. The bungalows have a length of 12.7 metres and a width of 5.85 metres. The bungalows have a ridge height of 4.25 metres and an eaves height of 2.25 metres. The materials used for the bungalows will be red brickwork and grey concrete roof tiles.

## 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 on 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.

## Local Plan Allocation – Urban Fabric

To the extent that development plan policies are material to an application for planning permission the decision on the application must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004).

In reference to this application, the following policies are relevant:

**Policy SD1: Presumption in favour of Sustainable Development** – States that proposals for development will be approved where there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land. Policy GD1 below will be applied to all development.

**Policy 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. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land.

**Policy 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.

**Policy 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.

**Policy 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.

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

- Urban Barnsley
- Principle Towns of Cudworth, Wombwell, Hoyland, Goldthorpe, Penistone and Royston; and
- Villages

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

**Policy T3: New Development and Sustainable Travel** – New Development will be expected to:

- Be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists.
- Provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people set out in the relevant Supplementary Planning Document.

**Policy 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.

**Policy Poll1: Pollution Control and Protection** – 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.

**Policy BIO1: Biodiversity and Geodiversity** – Development will be expected to conserve and enhance the biodiversity and geological features of the borough.

#### Supplementary Planning Documents

The proposals have been considered in relation to the following SPD's:-

- Design of housing development
- Parking
- Sustainable Travel

#### Other Guidance

South Yorkshire Residential Design Guidance

#### National Planning Policy Framework

The NPPF sets out the Government's planning policies and how these are expected to be applied. The core of this is a presumption in favour of sustainable development. Proposals that align with the Local Plan should be approved 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 inclusion of high-quality design for all developments, including individual buildings, public and private spaces and wider area development schemes.

Within section 12, paragraph 139 states that *“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**

The LPA's Biodiversity Officer was consulted and raised no objections subject to conditions.

The LPA's Forestry Officer was consulted and raised no objections subject to conditions.

Highways Development Control (DC) were consulted and objected to the application. Reasons for this are given in the highway safety section of the report.

Pollution Control were consulted and raised no objections subject to conditions.

Wombwell Parish Council were consulted and raised no objections.

Yorkshire Water were consulted and raised no objections.

## **Representations**

Neighbour notification letters were sent to surrounding properties and a site notice placed in the vicinity of the site, no comments were received.

## **Assessment**

### Principle of Development

The site falls within urban fabric which has no specific land allocation; however, the site and surrounding area is made up principally of housing. Development should be compatible with its surroundings and in this case the street scene is largely residential, as such the use of this site for residential use would be in keeping with the locality. Also, the use of the site for residential use has been previously established (2020/1250).

The site is an infill development of a spare piece of land to the rear of existing residential properties, but the land does not fall within the curtilage/garden of any of these properties. There are undeveloped Green Belt fields to the south of the site itself however the site does not form part of the Green Belt. The proposal will be classed as backland development, but the proposed access is already used by vehicles and leads to a parking area for existing properties.

In addition to the above, all new dwellings must ensure that living conditions and overall standards of residential amenity are provided for or maintained to an acceptable level both for new residents and those existing. Also, development will only be granted where it would maintain visual amenity and not create traffic problems or reduce highway safety.

### Highway Safety

The proposal would cause a significant impact to highway safety in the locality. The site is accessed from the B6096 Hough Lane via an adopted access track that provides access to the rear of property no.'s 275 to 303 Hough Lane. The site has previously been granted outline planning permission (with access considered) for the erection of one dwelling along with two parking spaces. Permission is now sought for the erection of 2no. two bed dwellings with one parking space each, this proposed level of off-street parking provision is in accordance with the Barnsley Supplementary Planning Document (SPD) Parking (2019) Table 1.

The access road from Hough Lane is substandard in terms of both width and visibility; to be suitable for an intensification of use, the access should have a minimum width of 4.5 metres for at least the first 10 metres from Hough Lane in order to allow two cars to pass, thereby avoiding a situation where vehicles have to wait within the carriageway of a busy classified road. Sight lines of 2.4 metres x 43 metres should also be provided, however, sight lines of just 2.4 metres x 11 metres approx. to the right (east) and 2.4 metres x 10 metres approx. to the left (west) are achievable.

Given that the site has an existing vehicular access and could presumably be used by the owners for the parking of vehicles, the previous application for a single dwelling was considered to be acceptable from a highways point of view, however, highway's comments on that application did state that no further development served by this rear access road would be acceptable due to the visibility constraints mentioned above.

Whilst it is acknowledged that both this application and the previously approved application both have the same number of parking spaces within the site (two), it is not considered that the overall number of vehicular movements associated with the currently proposed 2no. two bed dwellings would be the same as those for the previously approved single larger dwelling. The proposed development of two dwellings would result in additional vehicular movements when taking into consideration visitors, deliveries etc. and would therefore result in an intensification of use of the substandard access.

The Highway Supporting Statement (HSS) submitted by the applicant offers the following description of the site access: *"A width of 4.5m for the first 16m of the access track allows for two large cars to pass each other, avoiding the requirement for vehicles arriving at the Site waiting on Hough Lane for any exiting vehicles"*. Detailed on-site measurements reveal that the required 4.5 metre width for at least the first 10 metres is not achieved and the available width for vehicles is actually restricted to no more than 4.3 metres at its narrowest point due to the presence of the soil pipe attached to the gable wall of no.295 Hough Lane (see image below). Given the restricted width and lack of any corner radii at the access junction, it is considered very unlikely that two cars would be able to pass within the first 10 metres of the access.



In terms of the impact of vehicular movements generated by the development upon the highway network, it is stated within the HSS that a material increase is considered to be if the turning traffic flows would increase by 5% or more. The additional dwelling for which permission is now sought would result in one extra vehicle movement during peak periods and a total of five two-way movements across a typical day. For this increase to fall below the 5% figure, there would need to be twenty existing movements at the access junction during peak hours and one hundred existing movements during a typical day.

With regard to sight lines along Hough Lane from the site access road, if the above-mentioned turning traffic flows do indeed exceed one hundred movements per day, the access would certainly not fall within the definition of being 'lightly trafficked' and as such an 'x' distance of 2 metres would not be justified. The HSS references information contained within the Manual for Streets 2 document as justification for a reduced 'x' distance of 2 metres being used rather than the 2.4 metre distance normally used in most built-up situations.

Whilst it is acknowledged that said document does indeed state that a minimum figure of 2 metres may be considered in some lightly trafficked and slow speed situations, if the access road is as busy as the HSS suggests, this would clearly point towards a 2.4 metre 'x' distance being required. Also, Hough Lane is a busy classified road (B6096) therefore it is unlikely vehicle speeds are particularly low in this location, as such, it remains doubtful that a reduced 2 metre 'x' distance is appropriate.

The issue of visibility is further discussed within the HSS with reference to the presence of approx. 5 metres of double yellow lining along Hough Lane to either side of the access preventing vehicles from parking. However, although these double yellow lines may serve as a deterrent, they do not prevent vehicles from parking because the lining does not form part of a Traffic Regulation Order; these double yellow lines were installed by the local residents themselves in an attempt to try and improve visibility at the junction, such is their concern for safety due to the substandard sight lines and a number of 'near misses'.

Furthermore, on the subject of deliveries, the HSS considers that *"any deliveries to the residential dwelling would be infrequent and irregular"*; the basis of this assumption is unclear but given that the average UK household receives three to four parcel deliveries per week, plus deliveries of groceries and takeaway food, it is not considered that deliveries would be infrequent. This does give cause for concern because in the event that a large vehicle enters the access road to deliver to the site, there may be insufficient room to carry out a turning manoeuvre, this would then result in the vehicle reversing out onto a busy classified road, an occurrence that would be prejudicial to highway safety and the free flow of traffic.

Information from the applicant gives the impression that the proposed dwellings are akin to single bedroom sheltered accommodation, stating that *"there is a high probability that there may be no cars at two smaller dwellings, just mobility scooters"*. The proposed pair of two-bedroom properties are far more likely to appeal to either young families as a starter home or older couples looking to downsize. Many older couples that choose to downsize are still very active, often with one of them still in either full or part-time work.

Properties such these are popular due to the second bedroom which serves as a playroom/bedroom for grandchildren, this is borne out by recent research which found that more than half of all grandparent's care for their grandchildren while the children's own parents are at work. It is therefore not unreasonable to suggest that many of the 'trip generators' listed as being associated with the single larger dwelling would indeed also be applicable to each of the proposed dwellings.

It is stated that take-away type deliveries would more often occur during off-peak times when traffic volumes are lighter. Whilst there is agreement on this, vehicle speeds along Hough Lane will likely be higher during these quieter times, thereby emphasising the importance for visibility standards to be met, given the intensification of use of the access as a result of these proposals.

The applicant reasons that grocery deliveries to the site would be cancelled out by way of the vehicle trip replacing that of a resident going to get their own shopping. This would certainly be the case for a certain number of grocery deliveries, but not all; a significant number of grocery trips by residents would be combined with trips already being undertaken for other purposes. Notwithstanding this, the primary concern with regard to grocery deliveries (along with parcel deliveries) is not the number of trips but rather the size of vehicle involved and the ability for these larger vehicles to turn within the adopted highway adjacent the site and not undertake reversing manoeuvres to/from Hough Lane.

Taking into consideration all information provided, whilst it is acknowledged that both this application and the previously approved application both have the same number of parking spaces within the site (two), it is not considered that the overall number of vehicular movements associated with the currently proposed pair of two bed dwellings would be the same as those for the previously approved single larger dwelling. In view of these reasons the Highways Section have objected to the application. The proposed development would see a significant enough increase in vehicular movements to result in an intensification of use of a substandard access, as such, the proposals are unacceptable from a highways perspective as they are considered prejudicial to highway safety, contrary to Local Plan Policy T4 New development and Transport Safety.

### Residential Amenity

The proposal involves the erection of two detached dwellings. Other residential properties are adjacent and most notably to the northeast and northwest, therefore the impact upon the residential amenity of these properties is an important consideration. The site was previously undeveloped land, but the use of the site for residential purposes is in keeping with the adjacent uses and has already been established by a previous permission. In terms of external spacing standards and overlooking, the SPD Design of Housing Development states that a minimum of 21 metres should be achieved between facing habitable room windows, and 12 metres should be maintained between habitable room windows and a blank side elevation. 12 metres is maintained from the side elevation (without habitable rooms) of the closest dwelling to the rear elevation of no.293.

Approximately 20 meters is maintained to the rear elevations of the dwellings to the northwest however breaching the 21-metre distance between habitable rooms is not significantly harmful in this circumstance given the proposed dwellings are bungalows and can be easily screened. No habitable room windows will face the adjacent proposed dwelling as the habitable room windows are located on the front, rear elevations of the dwellings. Additionally, a distance of 10 metres is not maintained to the rear boundary of the site for each dwelling however this is not significantly detrimental as no dwellings are set to the rear of the site.

The proposal should not cause any significant overbearing to any neighbouring dwelling, and although set to the south of neighbouring dwellings the proposed dwellings are single storey. In terms of overshadowing, again the proposed dwellings are bungalows and the properties are set in line with each other. The dwellings are designed to be identical and therefore will harmonise. The proposed dwellings have been designed with adequate room sizes and external amenity space of over 60sqm which is in compliance with the standards set within the SPD and the SYRDG.

### Visual Amenity

The street scene consists primarily of terraced two storey dwellings. There are no immediately adjacent properties and the site is screened from the street scene of Hough Lane. The proposal involves the erection of two detached brick-built bungalows with pitched roofs, which in terms of materials will match the appearance of the red brick side elevation of no. 295 which is prominent on the access road. The siting of the dwellings is acceptable, and the residential use has already been established. The two proposed bungalows are set in line with each other. Sufficient landscaping and boundary treatments are indicated on the submitted site layout plan.

### **Recommendation**

#### **Refuse**