
2017/0173

Applicant: Geoff Varnham, C/o Paul Goudge

Description: Erection of 1no detached dwelling house and detached garage (Amended Plans)

Site Address: 23-25 Carr Head Road, Howbrook , Barnsley, S35 7HG

The application is referred to the Board for determination as it raises Green Belt planning policy considerations warranting scrutiny by Councillors. Representations have been received from 3 local residents.

Site Description

The application relates to an area of land located to the west of Carr Head Road in the village of Howbrook measuring 0.045Ha. The land has existing vehicular access onto Carr Head Road and accommodates a driveway/parking area, double garage and garden areas. The land level slopes up from the highway to the rear boundary. There is a row of 3no. stone built terraced cottages to the North and a detached, brick built bungalow to the South. Beyond the rear boundary, to the West, are open fields and to the West, opposite Carr Head Road, is the side elevation of a stone built semi-detached dwelling, built on a lower level.

Proposed Development

The applicant seeks permission to erect a 2 storey detached dwelling with living accommodation in the roof space providing 4 bedroom accommodation. The dwelling would measure 10.5m wide, 6.2m deep (7.7m including the porch) and 8.1m high (5.2m to the eaves). The dwelling would accommodate an open plan dining kitchen, lounge, porch and WC on the ground floor, 3 bedrooms (1 en-suite) and a bathroom on the first floor and a bedroom and study within the roof space.

The existing vehicular access would be retained, as would the existing detached double garage. There would be a small garden provided to the front of the dwelling and a private garden, circa 128m², to the rear.

The end cottage, number 23, adjacent to the site would be provided with a 2 car driveway.

It should be noted that the scheme presented to members has been amended during the course of the application. The amendments included setting the dwelling further back on its plot, setting the dwelling on a lower ground level (approx. 650mm), reducing the ridge height to 350mm by changing the pitch from 45 to 42 degrees and the removal of dormer window extensions that were proposed to the rear.

Policy Context

Planning decision 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 Core Strategy, saved Unitary Development Plan policies and Waste Plan. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations.

The Council has submitted our emerging Local Plan to the Secretary of State but we are at an early stage in the examination process. It establishes policies and proposals for the development and use of land up to the year 2033. The document is a material consideration and represents a further stage forward in the progression towards adoption of the Local Plan. As such increasing weight can be given to the policies contained within the document although, in accordance with paragraph 216 of the NPPF, the extent of this will depend on:

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given) and;
- The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF (the closer the policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given).

UDP

Green Belt

Core Strategy

CSP 4 'Flood Risk' The extent and impact of flooding will be reduced by expecting all development proposals on brownfield sites to reduce surface water run-off by at least 30%.

CSP 26 – New Development and Highway Improvement – New development will be expected to be designed and built to provide safe, secure and convenient access for all road users.

CSP29 – Design – High quality development will be expected, that respects, takes advantage of and enhances the distinctive features of Barnsley. Development should enable people to gain access safely and conveniently.

CSP 34 - 'Protection of Green Belt' in order to protect the countryside and open land around built up areas the extent of the Green Belt will be safeguarded and remain unchanged.

SPDs/SPGs

SPD 'Designing New Housing Development'

SPD 'Parking'

Other material considerations

South Yorkshire Residential Design Guide - 2011

NPPF

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, the policies above 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. They also reflect the advice in paragraph 58 (general design considerations) and paragraph 64, which states 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'.

Chapter 9 of the Framework seeks to ensure that Green Belt land is protected. It sets out that the Green Belt serves the following five purposes:

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Paragraphs 87, 88 & 89 go on to state 'As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.⁸⁸ When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.⁸⁹ A local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this include 'limited infilling in villages'.

Consultations

Drainage – Drainage to be checked by Building Control

Pollution Control – No objections

Highways DC – No objections subject to condition

Tree Officer – No objections subject proposed landscaping

Ward Councillors – No comments have been received

Representations

The application was advertised by way of a site notice and letters to neighbouring properties within the immediate area. A re-consultation exercise also took place following the application being amended. Representations were received from the residents of 3 neighbouring dwellings. In summary the main concerns expressed are:-

Harm to residential amenity via overshadowing and loss of privacy

Reduced highway safety due to additional traffic generation/manoeuvring

Concerns that the development may be built over a private sewer and that this may be affected also by the proposed tree planting. Related concerns are raised about the ability of the local network to accommodate the additional flows.

Visual amenity – Concerns that the design of the development would not fit with its surroundings.

In addition the accuracy of the site location boundary has been questioned with regards to land ownership considerations.

Assessment

Principle of Development

The Core Strategy settlement hierarchy lists Howbrook as a village and the Local Plan, which is currently under examination, continues to list Howbrook as a village. The Core Strategy indicates within CSP8 'The Location of Growth' that within villages, development is likely to occur on small infill sites that are consistent with, and sensitive to, Green Belt policy.

The site is located within the Green Belt, where the Framework says that inappropriate development should not be approved except in very special circumstances. The construction of new buildings is usually inappropriate. Exceptions to this however include limited infilling within villages.

A village boundary has not been identified in the adopted UDP plan or Local Plan. The main development is clustered around Carr Head Road with further dwellings and development along Hollinberry Lane. The site itself has a frontage and existing access onto Carr Head Road and has residential properties to the North, East and South. On these facts and, given the scale of the development, It is considered that this proposal would comprise limited infilling in a village and would not be inappropriate development.

Visual Amenity

The proposed dwelling would sit in a gap between existing properties. Carr Head Road supports a number of residential properties and there are limited gaps between them. As such, the proposed dwelling would reflect the rhythm of the streetscene and the development pattern of the area. Furthermore, the site currently has a vehicular access point and accommodates a detached double garage.

It should also be mentioned that a similar gap between existing residential properties along Carr Head Road (no.s 5 & 11), located within 100m to the South of the site, was recently granted planning permission for a detached dwelling (2015/1199). Similar to the proposed dwelling, the approved property was a two storey dwelling immediately adjacent to a bungalow and 1.5 storey property.

The proposed dwelling would be located in between a detached bungalow, to the South, and a row of modest 2 storey cottages to the North. The proposed dwelling would have accommodation over have a ridge height greater than that of the neighbouring dwellings. However, as there are no dormers or rooflights proposed on the front roofplain it would have the appearance of a 2 storey dwelling. The juxtaposition of single storey and 2 storey properties within close proximity is not uncommon within the area as there are a number of similar examples along the streetscene, including the recently approved dwelling highlighted above. As such, the proposed dwelling would not be contrary to the development pattern of the streetscene.

The side elevation of the dwelling would be relatively prominent when travelling North on Carr Head Road, given that it would sit to the front of the neighbouring bungalow. The dwellings fronting Carr Head Road to the South of the Site are generally set back from the highway and the proposed dwelling is no different with a distance of 7m. It should be noted that the properties to the East and Farm buildings to the North East of the site are immediately adjacent to the highway, as such, the proposed dwelling would be viewed

against those when travelling North of Carr Head Road, which would further reduce prominence.

In terms of the design of the dwelling itself, Carr Head Road has a mixture of styles, ages and sizes, therefore, there is no specific architectural language that needs to be followed. The dwelling would take inspiration from some of the older neighbouring properties in terms of materials and design details such as the heads and sills, window sizes etc. Therefore, the dwelling would sit comfortably within the streetscene. Furthermore, the boundary treatments and landscaping scheme proposed would enable the dwelling to sit comfortably within the plot.

As mentioned above, the proposal has been amended throughout the application process and the applicants agent has worked to reduce the prominence of the dwelling as much as possible by resiting it further back on the plot, lowering the ground level off which it would be built and also reducing the pitch of the roof to lower the ridge.

Residential Amenity

The proposed dwelling would sit directly to the South of number 23, be built on a higher level and have a ridge height approximately 1.4m higher than the neighbouring dwelling. However, the proposed dwelling would not project beyond the neighbouring front elevation or rear extension, as such, overshadowing would not increase to an unreasonable degree and the side elevation would not result in an overbearing feature. Furthermore, there are no habitable room windows on the proposed Northern elevation facing the shared boundary; therefore, privacy levels would be maintained.

It is acknowledged that the proposed dwelling would be positioned in-front of the front elevation of number 19, which is a bungalow. However, the dwelling would be orientated to the North East and would not be within 45 degrees of the closest neighbouring habitable room window. As such, it would not significantly increase overshadowing or result in an overbearing feature. Furthermore, there are no habitable room windows on the Southern elevation of the proposed dwelling facing the boundary shared with number 19, therefore, privacy levels would be satisfactorily maintained. The proposed dwelling would be directly opposite the side elevation, which contains habitable room windows, of number 16 which is built on a lower level. Carr Head Road separates the two sites and the proposed dwelling would be orientated to the West/North West. As such, no significant overbearing/overshadowing impact would occur.

There are no habitable room windows on the front elevation of the proposed dwelling facing the side elevation of number 16 and its associated side windows. Given the level difference there would be a level of overlooking, however, as mentioned above the two sites are separated by the highway resulting in an approximate separation distance of 15m. SPD 'Designing New Housing Development' states that where dwellings face a road they should be between 12m to 19m apart, as such, the proposed dwelling falls within this range. Therefore, privacy levels for existing and future residents would be to a reasonable degree.

The proposed dwelling would result in some noise and disturbance as a result of residential activity and vehicular movements. However, there is already a vehicular access point onto the site and a detached double garage which is to be retained. There are also residential properties to three sides of the site, as such; the increase in noise and disturbance would not be to an unreasonable degree.

Highway Safety

The proposed dwelling would utilise the existing vehicular access point from Carr Head Road and also retain the existing double garage. There would be ample space within the site to enter and exit in a forward gear and provide adequate parking, in accordance with SPD 'Parking'. Furthermore, the proposed gates would be set back from the highway so that a vehicle entering the site would not have to wait within the highway while the gates were opened/closed.

The applicant also proposes to provide a separate driveway for the residents at number 23/25. The driveway would provide 2no. of parking spaces in accordance with the SPD.

The proposed access and parking arrangements have been assessed by the Councils Highways Officer who has raised no objections subject to conditions.

Manual for Streets (MfS) published in 2007 highlights that walking offers the greatest potential to replace short car trips, particularly those under 2km. Thus, whilst within Howbrook the availability of services is lacking, there is within 2km a variety of facilities that could provide for the day to day needs of residents within High Green, albeit, it is acknowledged that access is across the A61. Whilst the bus service to Howbrook is limited, bus stops are available within relatively close proximity of the site which are served by service 29 (Sheffield to Penistone). This service operates every 60mins between Monday and Saturday daytime.

Summary

The application site is located within the Green Belt where the NPPF says that inappropriate development should not be approved except in very special circumstances. The construction of new buildings is regarded as inappropriate development. Exceptions to this however include limited infilling within villages. It is considered that this proposal would comprise limited infilling in a village and would not be inappropriate development. Accordingly, it is unnecessary to consider whether very special circumstances exist to justify the development.

The proposed dwelling would 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, the development would maintain visual amenity and would not significantly reduce the openness of the Green Belt given its village location, in accordance with policies H8D, CSP 26, CSP 29, CSP 34, SPD's 'Designing New Housing Development' and 'Parking' and the NPPF.

Recommendation

Grant planning permission subject to conditions:-

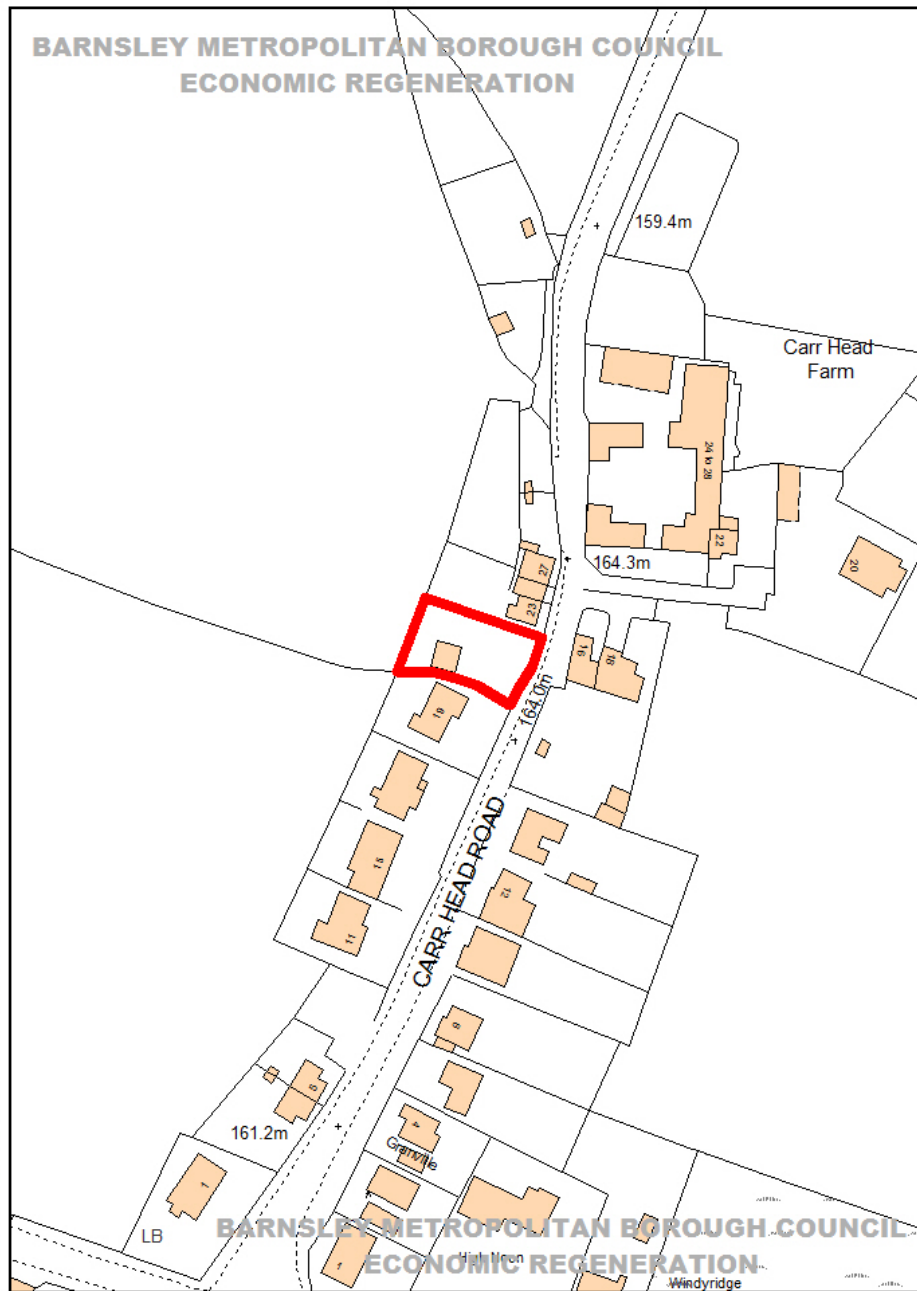
- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.
- 2 The development hereby approved shall be carried out strictly in accordance with the plans (Nos 4201/1/17-A, 4201/2/17-A & 4201/3/17-A) and specifications as approved unless required by any other conditions in this permission.
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.

- 3 The external materials shall be in accordance with the 'Materials Schedule' set out in the Design and Access Statement which accompanied the application.
Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 29, Design.
- 4 Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Core Strategy Policy CSP 40, Pollution Control and Protection.
- 5 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which die within a period of 5 years from the completion of the development, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with other of similar size and species.
Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 36, Biodiversity and Geodiversity.
- 6 The parking/manoeuvring facilities, indicated on the submitted plan, shall be surfaced in a solid bound material (i.e. not loose chippings) and made available for the manoeuvring and parking of motor vehicles prior to the development being brought into use, and shall be retained for that sole purpose at all times.
Reason: To ensure that satisfactory off-street parking/manoeuvring areas are provided, in the interests of highway safety and the free flow of traffic and in accordance with Core Strategy Policy CSP 26, New Development and Highway Improvement.
- 7 All surface water run off shall be collected and disposed of within the site and shall not be allowed to discharge onto the adjacent highway.
Reason: In the interests of highway safety in accordance with Core Strategy Policy CSP 40, Pollution Control and Protection.
- 8 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or re-enacting that Order with or without modification), no enlargement, improvement or other alteration of the dwellings which would otherwise be permitted by Part 1 of Schedule 2 to that Order shall be carried out without the prior written consent of the Local Planning Authority, and no garages or other outbuildings shall be erected.
Reason: To safeguard the openness and visual amenities of the Green Belt in accordance with Core Strategy Policy CSP 34, Protection of Green Belt.

PA Reference:-

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