## **DONCASTER METROPOLITAN BOROUGH COUNCIL**

# PLANNING COMMITTEE -6<sup>th</sup> Feb 2018

Application 8
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Application	17/02591/FUL	Application	13th December 2017
Number:		Expiry Date:	

Application	Full Application
Type:	

Proposal Description:	Erection of two storey dwelling and detached double garage.	
At:	69 High Street Hatfield Doncaster DN7 6RS	

For:	Mr Robert Richardson
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Third Party Reps:	5	Parish:	Hatfield Parish Council
		Ward:	Hatfield

Author of Report	Gareth Stent
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MAIN RECOMMENDATION: Grant



#### 1.0 Reason for Report

1.1 This application is being presented to Planning Committee for determination at the request of Cllr Derek Smith.

### 2.0 Proposal and Background

- 2.1 This application seeks permission for a detached dwelling and double garage at land to the rear of 69 High Street, Hatfield.
- 2.2. The design and form of the dwelling has also been amended since its original submission to reduce its scale and make it better accord with what was previously approved. This is highlighted in the Appendix 1, which shows the previous approval and Appendix 2 shows the current amended plans. Appendix 3 shows the initial submission.
- 2.3 The site in question site lies to the rear of 69 High Street, which is a semi-detached 2 storey property. The surrounding area is predominantly residential in character and is characterised by 2 storey semi-detached with some in depth development to the rear. To the west is a converted and extended barn and to the east are two bungalows known as 'Brambles' and 'The Hawthornes'. The site is partially visible when entering Hatfield particularly when descending Jubilee Bridge.
- 2.4 The character of the Hatfield High Street conservation area is that of a linear village of generally small scale historic buildings fronting directly onto the highway. Traditional buildings of the area are generally two storeys high with clay pantile and brick being the predominant building materials. The conservation area also contains a number of farm structures as well as more substantial and larger proportioned buildings but reinforcing the linear pattern of the village.

## 3.0 Relevant Planning History

- 3.1 The site already has the benefit of several planning permissions with the original demolition and replacement of the barn being permitted in 2012. This was renewed in 2016 and more recently a standalone application for the demolition of the barn was made due to its poor condition. The barn is now demolished and this permission seeks to alter the approved plans for the new dwelling making it larger.
  - 12/02489/CAC Conservation area consent for the demolition of existing derelict barn and storage building in connection with erection of detached dwelling with ancillary landscaping and parking areas on 0.05ha of land.
  - 12/02487/FUL Erection of detached dwelling with ancillary landscaping and parking areas on 0.05ha of land following demolition of existing derelict barn and storage building. Granted 8.3.13.

- 16/00634/FUL Erection of detached dwelling on 0.05ha of land following demolition of existing derelict barn and storage building - resubmission of 12/02487/FUL.
- 17/00562/FUL Demolition of existing derelict barn and storage building in a Conservation Area. Granted.

### 4.0 Representations

- 4.1 This application has been advertised by site notice and individual neighbour letters. Cllr Derek Smith has requested the application be presented to planning committee. 3 letters have been received.
  - Questioning fire regulations regarding a distant tandem build inaccessible from the road in that the rear of the building should be no further than 40 metres for access. This regulation is to safeguard fire crews from the snaking effect of an over extended hose caused by the water pressure.
  - This is a designated conservation area and was surprised when the developer got permission to demolish an old barn when his next door neighbour was forced to renovate one in a similar condition.
  - There have been many other large garages, large extensions, (one the size of another house) plus a huge commercial usage building all erected in close proximity in the recent past resulting in an over development of the area.
  - All of the above gives the impression of an out of scale, over bearing, densely developed and out of character vista for this rural area.
  - As well as a visual impact concerned for my major loss of privacy along with the noise and air pollution that three garages will bring with it.
- 4.2 The plans were amended and reconsultation took place. 2 further representations of opposition were made from the same neighbour;
  - The proposal is even more incongruous than the original application. The size of the overall build is way too large for the footprint of land the applicant is requesting to put it on.
  - The layout and siting, both in itself and in relation to surrounding properties, spaces and views, is inappropriate and unsympathetic to the appearance and character of the local environment. The proposed build, by reason of it's size, siting and design would represent an unneighbourly form of development detrimental to the occupiers of surrounding properties particularly by reason of the overbearing effect.
  - Apart from this being a designated conservation area concerned re the loss of trees that at present form a natural boundary and represent home to many birds, that will be almost totally replaced by a solid brick wall.

- The overall build length consists of a total 18.5 metres along a boundary wall at 10 metres in height for the gable end.
- The plans are misleading on the basis that the garage is reduced in length, on the plans, but does, however, measure longer than the house itself being 7 metres, another attempt to downplay the overall effect of overbuild on a small land area.
- The mass, bulk and proximity of the build is disproportionate to the area of land and would produce an overbearing an intrusive effect to all unfortunate enough to have to view it.
- 4.3 Councillor Derek Smith objected to the proposal on the grounds of over development of the site and the proposal is not subservient to the main dwelling. Concern is also expressed over the impact on the Conservation Area. This is a small area in the heart of Hatfield which will have a severe impact on the neighbouring property owned by Mr Jennings. Such an obtrusive development should be rejected.

#### 5.0 Hatfield Town Council

- 5.1 Hatfield Town Council: Object. It is considered that the footprint of the new dwelling is larger than the host dwelling. Furthermore the footprint of the triple garage is larger than the host dwelling. There are concerns about the ingress and egress to the property onto this busy road with a crossroads nearby. It is also considered that this would be over intensive development on the site.
- 5.2 The Town council were reconsulted on the revised plans and would like to reiterate its previous comments. Furthermore the footprint of the large garage now with the addition of the study results in a footprint larger than the host dwelling. It is also considered that this would be over intensive development on the site and have a considerable visual impact on nearby residents.

#### 6.0 Relevant Consultations

- 6.1 Conservation Officer The conservation officer initially objected to the scheme as the proposal was for a narrower building of deeper span and includes a triple garage to the front of the site immediately to the rear of the frontage building. This increase in massing from that previously approved combined with its marked domestic appearance goes against the spirit of earlier approvals and of the character of the conservation area as described above. A building of this character would be required to be subsidiary to the frontage building notwithstanding the conservation area location.
- 6.2 The proposal has been subject to a number of amendments since the initial submission, which have made the building more barn like. Whilst the building will have some impact as a result of the increased span and two storey projection the changes have generally appeared the Conservation officer.

- 6.3 In terms of the proposed garage this is a sizeable gabled building along the side of the plot but is in keeping with the historic pattern of development with ancillary buildings running up the side boundaries (C19<sup>th</sup> maps show such development here).
- 6.4 Pollution Control A "YAHPAC screening assessment form" was submitted due to the sensitive end land use. No concerns and conditions covering importation of soils and unexpected pollutants were added as condition as in previous applications.
- 6.5 Highways No objections.

## 7.0 Relevant Policy and Strategic Context

7.1 The site is allocated as Residential Area as defined by the Doncaster Unitary Development Plan 1998. The site also lies within Hatfield's Conservation Area. The relevant UDP policies are:

PH11 - Residential Policy Area ENV 25 - Conservation Areas.

- 7.2 The National Planning Policy Framework identifies a number of aspects to delivering sustainable development. The relevant sections that relate to this application are as follows:
  - NPPF Principle 6: Delivering a wide choice of high quality homes.
  - NPPF Principle 7: Requiring good design. Paragraph 55 requires that developments should add to the overall quality of the area and respond to local character/history and reflect the identity of local surroundings.
  - NPPF Principle 12: Conserving and enhancing the historic environment.
- 7.3 The Doncaster Council's Core Strategy is also relevant in particular policies:
  - CS1 Quality of life
  - CS15 Valuing our historic environment
- 7.4 New supplementary planning guidance, the Doncaster Development Guidance and Requirements Supplementary Planning Guidance, amalgamated a number of guides into a single document and was adopted on 2nd July 2015. This gives guidance on window distances, garages spaces, parking etc.
- 7.5 The Doncaster Residential Backland and Infill Development SPD and South Yorkshire Residential Design Guide are retained as Supplementary Planning Guidance and remain material considerations to this application.

#### 8.0 Planning Issues

#### Main Issues

8.1 The main issues to consider are the impact on the Conservation Area and the impact on the living conditions of surrounding residents in terms of outlook and privacy. It is also necessary to assess the differences between the proposed scheme and the fall-back position given by the granting of the extant permission reference 16/00634/FUL.

#### **Principle**

- 8.2 The proposal is located within the settlement boundary and within the Residential Policy Area and is therefore supported 'in principle'. In terms of the area's wider character, backland development is common place in the immediate locality with other examples of in depth development and similar proportioned barn conversions.
- 8.3 The permission granted under 16/00634/FUL remains implementable and was similar in nature albeit narrower in span, set slightly further forward within the site and had less development in terms of footprint. This was designed to replicate the former barn, which once stood on the site. This in effect confirms the principle of developing this rear garden.

#### **Design and Layout**

- 8.4 Planning Policy Principle 7 of the NPPF states that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and contributes positively to making places better for people. Policy CS 14 of the Doncaster Council Core Strategy sets out the local policy in relation to design and sustainable construction.
- 8.5 The extant approval permitted a narrow span barn like structure, designed to replicate the building that was demolished. The building had a depth of 5.1m and spanned the entire width of the plot being 13m. The dwelling had a ridge height of 7m and eaves height of 4.6m. The dwelling had an integral ground floor garage, lounge and kitchen diner, with 3 bedrooms at first floor and family bathroom. The dwelling was compact with a floor area of 66.3 sqm. The sides had blank gables with windows facing front to rear. (Shown in Appendix 1)
- 8.6 The proposed dwelling as originally submitted was designed more like a traditional house, with a central door way and sash windows. The foot print had increased to 88.4sqm. The depth of the dwelling was 7.5m with a 1.5m off shot at the rear compared with the narrower 5.1m previously permitted. The width of the dwelling was 10.5m so narrower than the 13m building previously permitted. The eaves height is 5.2m (compared with 4.5m previously permitted) and the ridge is 8.05m (compared with 7m). The dwelling is set slightly further back within the plot and proposed a detached triple garage.

8.7 The applicant was advised that this would not be supported and through several amendments a revised scheme was submitted. This further reduced the span of the building to 6.5m and the width to 10.3m. The detached garage was reduced to a double garage and butted up to the dwelling. A ground floor study and two storey rear extension were added with a cat slide roof. The chimney was removed, the windows and doors were improved giving the design a much more barn like in appearance. This actually increased the floor area to around 94m sq but the reconfiguration of the massing and the single storey nature of the additions assisted in lessening its actual impact. There is no question that this is a tightly compact dense development that is pushing the limitations of the site. With this in mind permitted development rights are recommended for removal to ensure the dwelling doesn't increase in size. The proposal also retains a reasonable sized rear garden.

### The impact of the development on the Conservation Area

- 8.8 In conservation terms, the critical test is whether the proposal would preserve or enhance the character or appearance of the Hatfield Conservation Area as supported by policy CS 16 of the Core strategy and policy ENV 25 of the Unitary Development Plan.
- 8.9 The historic barn which until recently occupied the site was probably late C18th or an early C19th building in origin and early OS maps c1850 show that the barn was part of an L range of buildings which attached to a frontage building. To the back of the plot and lining up with the adjacent barn (no67) was another narrow span barn like structure, now demolished, and beyond that was an orchard.
- 8.10 The existing barn in its form, materials and detailing was relatively plain but is typical of the original character of the village and contributed positively to the character of the conservation area. As previously permitted the loss of the historic barn was regarded to result in less than substantial harm to the conservation area, which would be localised to this part of the area. The new dwelling was permitted on the basis that a structure was previously on site and the new barn was design to replicate this.
- 8.11 The originally proposed building with its deeper span was a sizable (33%) increase in massing from that previously approved. Compounding this was the marked domestic appearance so that it could be perceived as a large backland house which goes against the spirit of earlier approvals and of the character of the conservation area as described above.
- 8.12 The amendments made to reduce the span and width of the building and re detail the elevations make the building more traditional character and better reflect the barn design in the original approval. This lessens the overall impact and harm to the Conservation Area. The submitted single storey rear extension has been replaced by a 2 storey rear catslide extension of equivalent footprint which allows for a first floor bathroom. From a conservation viewpoint this detracts from the linear character and would be better to one side as opposed to the central location. However, it is less domestic than a gabled projection.
- 8.13 The separate garage has been relocated and integrated with the main building connected to it by a study and running along the side boundary. Again this arrangement is characteristic of backland buildings and agricultural ranges. This also gives better separation to the frontage building.

- 8.14 The proposal plans to use natural red Sandtoft Old English red pantiles and a Wienberger Kassandra multistock brick. The Sandtoft Old English is a traditional non interlocking pantile and the brick has a rustic character especially if pointed with a flush pointing joint. Both are suitable to backland buildings in this conservation area. The windows are described as anthracite grey aluminium framed double glazed units with grey composite doors. Aluminium can give narrow sections and would be acceptable if it reflects the window design in the drawings. They will also need to allow for fire regulations. The doors need to reflect a vertically boarded appearance regardless of the material. These can be subject to condition.
- 8.15 The proposal shows the windows with soldier course or shallow segment arch heads. Segment arches are fine but soldier course heads look unconvincing over significance spans (i.e. doorways) and a lintel appearance would be better. In the main the proposal is an improvement on the submitted scheme (notwithstanding the rear projection).
- 8.16 There is no question that the narrower span building as originally permitted was less intensive, however it is not felt that the proposed scheme causes significant harm to the character of the Conservation Area, sufficient to warrant it refusal.

#### Impact on the living conditions of neighbouring properties

- 8.17 Policy CS 14 of the Core Strategy requires that new development should have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment. The 2016 approval was a replication of an earlier 2012 permission which never showed the converted or extended dwelling to the rear of No.67 to the west. This has windows in its eastern elevation facing the application site and the approved dwelling had a gable on the boundary at a distance of 6m away. This falls substantially short of the required 11m. The new dwelling is set in from the boundary, however the span of the building has increased to 6.5m at 2 storey. Therefore whilst wider by 1.4m its set 1.2 m further back therefore this impact is similar to a large extent. No objections have been raised from the occupiers of this dwelling despite is being substandard in separation. The presence of a closer extant permission renders this element acceptable. The additional rear two storey cat slide extension was again positioned centrally to minimise this impact.
- 8.18 To the east are two detached bungalows known as 'The Brambles' and 'The Hawthornes.' Both residents have objected to the proposal with the development. The Brambles is the most affected dwelling as the proposal will develop the entire rear garden in terms of the resident's outlook. 'The Brambles' however has a rear garden of in excess of the 11m required for outlook purposes which conforms to the guidance in the SPD. Therefore whilst the development will have some impact in terms of outlook, the previously permitted scheme which spanned boundary to boundary would also have had a similar impact at 2 storey. The revised scheme has been pulled in from the boundary by 1m which helps to further lessen the impact.
- 8.19 It is acknowledged that the single storey additions to the property will compound this and increase the sense of enclosure, however some single storey outbuildings are often permitted development i.e. do not require permission at a height of 2.5m. The proposed buildings are higher at 4.8m (main garage) and 4.0m (study) to the ridge, however they slope away from the boundary to lessen the impact. The proposal will also cause period loss of sunlight in the late evening to the dwelling known as 'Brambles', however the permitted scheme and existing barn would have had a similar impact.

8.20 To the north of the 'Brambles' is 'The Hawthornes'. The new dwelling is set slightly further back and therefore the impact of the new dwelling will be more apparent than the approved scheme. Again 'The Hawthornes' has a good sized rear garden and outlook concerns are less apparent due to the distances involved.

8.21. Finally the windows on the new property all look front to rear and not considered that a significant degree of overlooking will occur due to the angles east and west and due to the presence of a garage to the north. On the whole, the development will have more of an impact on surrounding dwelling than the previously permitted scheme, however the harm is not to such a degree that a refusal is warranted.

#### **Highways and Parking**

8.22 Policy CS14 states that the proposal should not harm highway safety and the South Yorkshire Residential Design Guide offers guidance on the size and levels of parking provision. The Councils highway officer raised no objection to the scheme as the access onto the highway remained unchanged. Space exists within the site for parking and turning.

#### **Pollution Control**

8.23 Historic maps show the above application is located opposite a garage. There was a strong concern that contaminants may remain on the site. The original approval imposed the need for a desk based assessment i.e. CON 1 to ensure there is no risk to human health from remaining contaminants on site via inhalation, ingestion and dermal contact. However the applicants filled in the YAPCA form on the 2016 application and this application which has now removed the need for such an assessment. Conditions covering any unexpected material found on sites and the importation of material are reiterated as in the 2016 permission.

#### 9.0 Summary and Conclusion

9.1 In conclusion the amended scheme is tight and seeks to maximise the potential for the site. The proposal creates some harm to the character of the Conservation Area by the increased span and massing, however not sufficient to warrant a refusal. The building by virtue of the increased footprint causes some harm to the outlook of adjacent dwellings, however outlook distances conform to the SPD and the presence of an extant permission is a significant material consideration in favour of supporting the proposal. The proposal on balance is therefore recommended for approval.

#### 10.0 Recommendation

10.1 GRANT Full planning permission subject to the following conditions.

01. STAT1

The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.

REASON

Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.

02. DA01

The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development. REASON

To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.

03. ACC1

The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the amended plans and specifications.

REASON

To ensure that the development is carried out in accordance with the application as approved.

04. NOPD1A

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (No.596) (England) Order 2015, Article 3, Schedule 2: Part 1 (or any subsequent order or statutory provision revoking or re-enacting that order) no additions, extensions or other alterations other than that expressly authorised by this permission shall be carried out without prior permission of the local planning authority.

**REASON** 

The local planning authority considers that further development could cause detriment to the amenities of the occupiers of nearby properties or to the character of the area and for this reason would wish to control any future development to comply with policy PH11 of the Doncaster Unitary Development Plan.

05. HIGH1

Before the development is brought into use, that part of the site to be used by vehicles shall be surfaced, drained and where necessary marked out in a manner to be approved in writing by the local planning authority.

**REASON** 

To ensure adequate provision for the disposal of surface water and ensure that the use of the land will not give rise to mud hazards at entrance/exit points in the interests of public safety.

06. HIGH3

Before the development hereby permitted is brought into use, the parking as shown on the approved plans shall be provided. The parking area shall not be used otherwise than for the parking of private motor vehicles belonging to the occupants of and visitors to the development hereby approved.

**REASON** 

To ensure that adequate parking provision is retained on site.

07. Materials

Unless otherwise agreed in writing by the local planning authority the external materials to be used in the construction of the building shall be:

Sandtoft Old English red clay pantiles with verges to the gables of the building pointed as mortared verges, and Wienberger Kassandra multistock 65mm brick which shall be flush pointed.

REASON

To preserve and enhance the character and appearance of the Conservation Area in accordance with policy ENV25 of the Doncaster Unitary Development Plan

08. Window

Prior to the implementation of the relevant site works full details of their design, construction and finish of all doors and windows (including garage doors) shall be submitted to and approved in writing by the local planning. Unless otherwise agreed in writing, the details shall include an elevation at 1:20 scale of each door or window type and 1:5 scale cross-sections. Development shall be carried out in accordance with the approved details.

**REASON** 

To preserve and enhance the character and appearance of the Conservation Area in accordance with policy ENV25 of the Doncaster Unitary Development Plan

09. U46156

The roof lights to be installed on the building shall be flush fitting low profile conservation rooflights. Prior to the commencement of the relevant site works details of the make and model number of the rooflights to be used in the construction of the building shall be submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

**REASON** 

To preserve and enhance the character and appearance of the Conservation Area in accordance with policy ENV25 of the Doncaster Unitary Development Plan.

10. U46157

Any rainwater goods, pipework, and any fascias to be used in the construction of the building shall be black unless otherwise agreed in writing by the local planning authority.

REASON

To preserve and enhance the character and appearance of the Conservation Area in accordance with policy ENV25 of the Doncaster Unitary Development Plan.

11. U46158

Prior to the commencement of work, full details of the proposed hard and soft landscaping and the design, materials and type of boundary treatment to be erected shall be submitted to and approved in writing by the Local Planning Authority. Such details should include details of design, materials, and finish of all gates proposed for the site. REASON

In the interests of the character or appearance of the Conservation Area

12. U46159

Prior to the commencement of work, full details of the proposed design, size, materials and location of all flues and vents (including roof insulation vents, heating and plumbing vents, meter boxes, and air extract vents) shall be submitted to and approved in writing by the Local Planning Authority.

REASON

In the interests of the character or appearance of the Conservation Area

13. CON2

Should any unexpected significant contamination be encountered during development, all associated works shall cease and the Local Planning Authority (LPA) be notified in writing immediately. A Phase 3 remediation and Phase 4 verification report shall be submitted to the LPA for approval. The associated works shall not re-commence until the reports have been approved by the LPA.

**REASON** 

To secure the satisfactory development of the site in terms of human health and the wider environment and pursuant to guidance set out in the National Planning Policy Framework.

14. CON3

Any soil or soil forming materials brought to site for use in garden areas, soft landscaping, filing and level raising shall be tested for contamination and suitability for use on site. Proposals for contamination testing including testing schedules, sampling frequencies and allowable contaminant concentrations (as determined by appropriate risk assessment) and source material information shall be submitted to and be approved in writing by the LPA prior to any soil or soil forming materials being brought onto site. The approved contamination testing shall then be carried out and verification evidence submitted to and approved in writing by the LPA prior to any soil and soil forming material being brought on to site.

**REASON** 

To secure the satisfactory development of the site in terms of human health and the wider environment and pursuant to guidance set out in the National Planning Policy Framework.

16. U46160

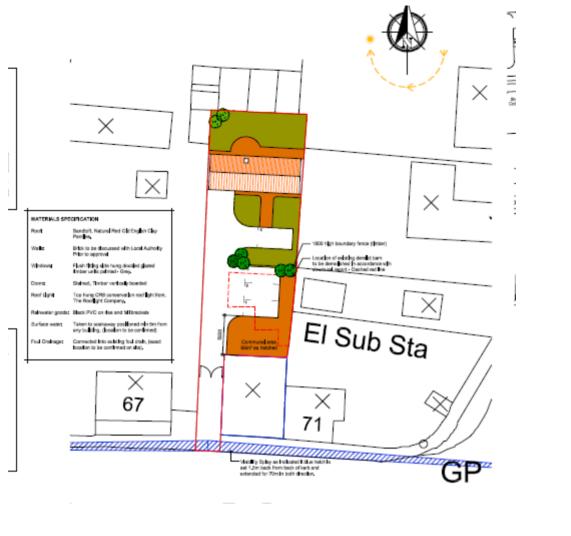
Unless otherwise agreed in writing part of the existing barn to be demolished which forms the boundary wall between 69 and 71 shall be retained at a height of 1.8m.

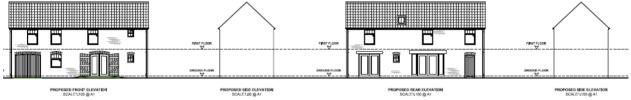
**REASON** 

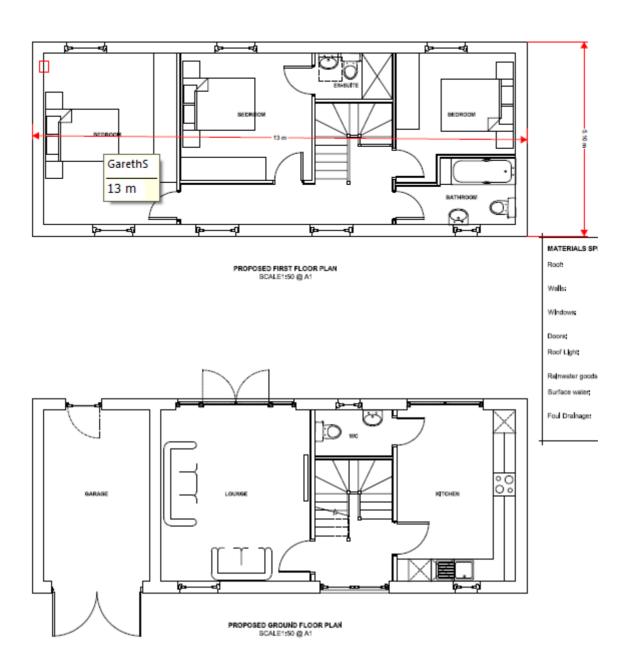
To ensure the site is suitably secured and does not impinge on the curtilage of No.71 during demolition.

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

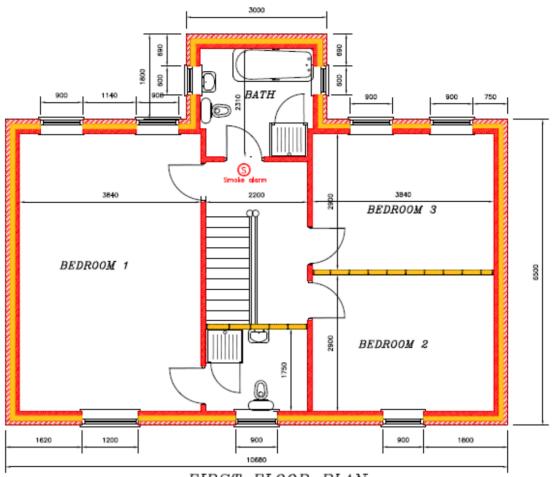
# Appendix 1 - Previously approved 16/00634



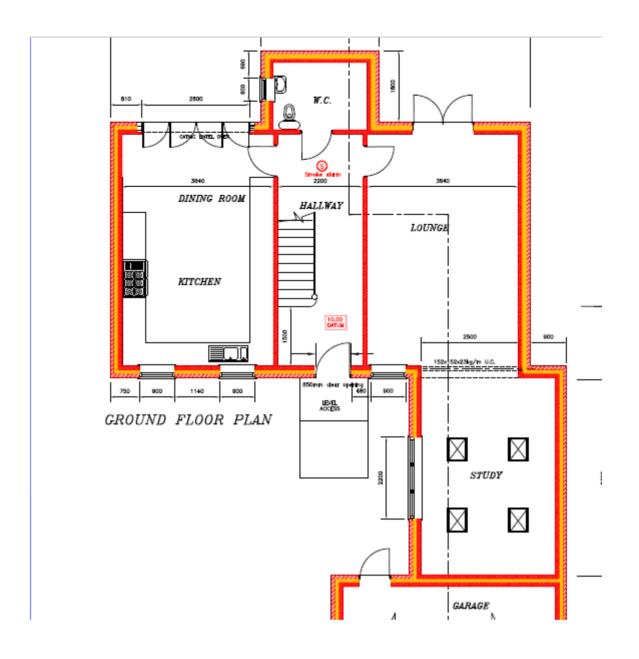


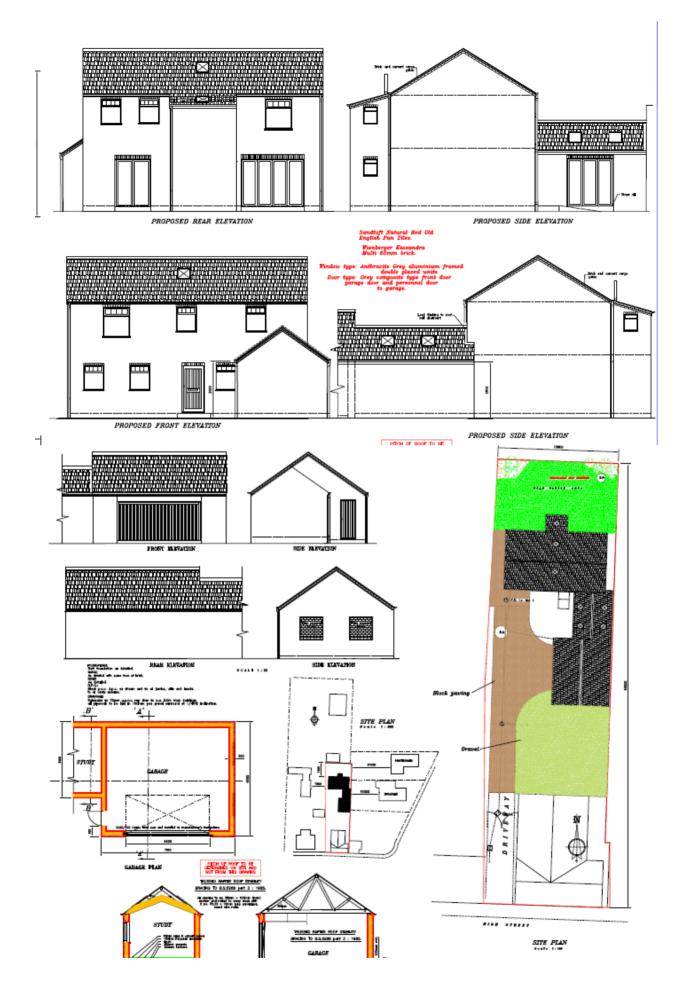


# Appendix 2 - Current plans



FIRST FLOOR PLAN \_ A





# Appendix 3 - Initial plans. (prior to amendment)

