

APP/2018/0435

32 HOLYOAKE STREET BURNLEY

The proposal is to erect a pair of two storey semi-detached houses on the site of a redundant farm building and sheds (formerly Holyoake Farm), located at the southerly end of Holyoake Street in the urban area of Burnley. The site is bound on its east side by Lowerhouse Cricket Club, on its south side by the Empire Business Park and on its west side by the rear gardens and properties at Greenbrook Close.



Goat willow tree to be removed

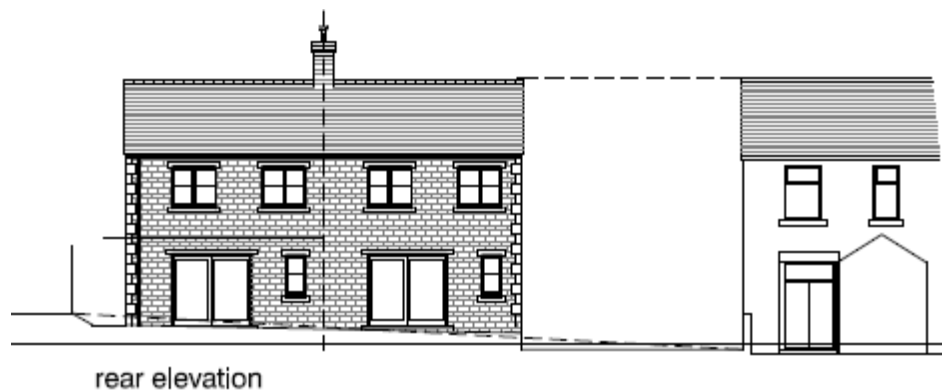
Proposed dwellings

The proposed pair of semi-detached houses would be constructed with their formal front elevations facing in a westerly direction similar to the existing terraced street, where access is by foot only. The rear elevations of the proposed houses would face towards the end of a private back street.

Proposed Front Elevation

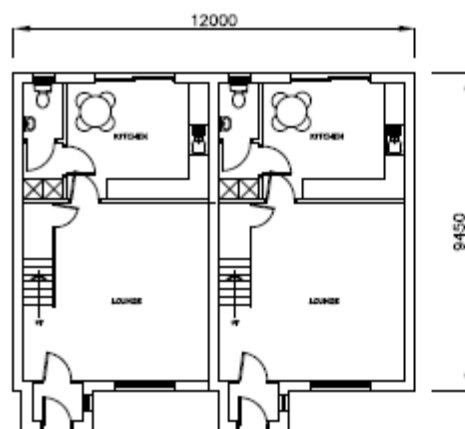


Proposed Rear Elevation



The proposed dwellings would be constructed in coursed natural stone and natural blue slate.

The proposed dwellings would be modest in size with three bedrooms.



Two car parking spaces for each of the dwellings is indicated on the proposed site layout to the rear of the properties. Vehicular access to the site would be from the private back street only which serves nos. 4 – 32 (evens) Holyoake Street.

Relevant Policies:

Burnley's Local Plan (July 2018)

SP1 – Achieving sustainable development

SP2 – Housing requirement 2012-2032

SP4 – Development strategy

SP5 – Development quality and sustainability

HS4 – Housing developments

NE1 – Biodiversity and ecological networks

NE5 – Environmental protection

CC4 – Development and flood risk

IC1 – Sustainable travel

IC3 – Car parking standards

The National Planning Policy Framework

Site History:

None.

Consultation Responses:

LCC Highways

No objection.

Environmental Health

No comments.

Publicity

Two letters have been received from neighbouring properties, expressing the following concerns:-

- Access and damage during construction. Access is not possible on back street for large heavy vehicles or plant which cannot turn the corner
- Building materials left at the start of the back street would block access for residents (which has occurred in the past)
- Construction would cause damage to the unadopted access road, drains and cables
- Access for residents is already a problem; more properties increases this
- Increase in noise from more cars travelling up and down the back street
- Parking is already difficult; this would increase parking on the back street from residents and visitors and increase tensions
- Additional cars could block the turning circle at the end of the back street
- Back street is narrow with parked cars and inconsiderate parking would block access to residents' parking and restrict access for an ambulance
- Increase the risk of flooding due to the loss of field

Planning and Environmental Considerations:

Principle of proposal

Policy SP4 identifies the urban area of Burnley as a principal town and the highest tier in the settlement hierarchy where it is expected that large scale, major and a variety of smaller sites will deliver a comprehensive range of choice of types and tenures of housing. In addition to allocated sites, Policy SP4 states that new development will be supported within Development Boundaries where it is an appropriate type and scale and where, amongst other things, it makes efficient use of land and buildings. Other factors to take into account include the site's accessibility (by walking, cycle and public transport), its impact on residential amenity and any benefits from the appropriate re-use of existing buildings and infrastructure. The accessibility of the site within the existing urban area and its close relationship with the existing residential area would indicate that the proposal would, in principle, comply with Policy SP4. Consideration should also be given to the impacts of the development, particularly in respect of parking and highway safety, residential amenities and the effect on the character and appearance of the local area.

Impact on parking and highway safety

Policy IC1 seeks to promote sustainable travel by locating development where it is or can be well served by walking, cycling and public transport and ensure that development is provided with safe and convenient access. Policy IC3 sets out the car parking standards for development, requiring two car parking spaces for each 3no. bedroom dwelling.

The proposed site would provide 4no. off-street parking spaces which would comply with the adopted parking standards and would maintain the open turning area at the end of the back street.

Existing turning area



Back Holyoake Street



Extract from Proposed Layout



Turning area to be formed

The concerns expressed by residents relate to the increased use of the back street and the difficulties for residents if the back street became blocked by construction vehicles, plant or building materials. No other vehicular access is possible to the site; notably, access to the front of the terrace is a path only. The existing situation provides limited parking and only a narrow back street for access by residents of this terrace (15no. houses within one terrace). The application site provides a turning area at the end of this back street. The applicant states that there is no formal right of access/turning for any of the residents but they have allowed their neighbours to use the turning head for convenience. The proposed site layout would maintain a turning head that could, in principle, continue to be used by others. A condition can be imposed to require the turning area to be kept unobstructed and available for use for turning purposes at all times. Adequate parking and turning could therefore be secured.

In respect of the impacts from the construction phase, it is acknowledged that this is likely to cause some short term disruption. However, the applicant has agreed to a pre-commencement condition for the submission and approval of a Construction Management Plan that will be expected to set out the methods of servicing the site throughout the construction period. This would enable some control on the type and size of vehicles, parking and the deposit of building materials. With this provision, the disruption, inconvenience and disturbance to existing residents would be minimised.

Impact on residential amenities

Policies HS4 and SP5 seek to protect the amenities of existing occupants and future occupiers of development. Policy SP4 also states that new development will be supported within Development Boundaries where, amongst other things, it would not have an unacceptably detrimental impact on residential amenity or other existing land users.

Policy HS4 requires appropriate outlook and privacy distances between habitable rooms; in this case, this requires a minimum distance of 20m. The interface distance between the front windows of the proposed dwellings and the rear windows of the facing bungalows on Greenbrook Close is approximately 22m which is sufficient to provide adequate privacy and provide an acceptable outlook. There are no windows in the end gable of the existing terrace (which is in the control of the applicant) and no gable windows in the proposed dwellings. The proposed dwellings are therefore adequately spaced and designed to respect existing residential amenities.

Neighbour concerns refer to an increase in noise and disturbance from an increase in vehicular movements up and down the back street. The additional movements are however unlikely to lead to a heavier concentration of traffic movements and a minor proportionate increase would be less than significant.

The impact of the proposal on the residential amenities of residents is therefore acceptable and would not conflict with Policies HS4 or SP5.

Impact on visual amenities

Policy HS4 states that new housing should be high quality in its construction and design in accordance with Policy SP5 which requires development to respect locally characteristic street layouts, scale and massing, as well as have regard to landscaping and high quality materials appropriate to the site's context.

The red brick two storey barn provides a visual link to the past use of the site as a farm but is not so significant either in historic or architectural terms to warrant its retention.

The ridge height of the proposed dwellings would be similar to the existing terrace and the overall scale, massing, alignment and orientation would respect its form. Window design and details would differ from the vertical emphasis of the traditional terrace but the use of natural stone and blue slate and a traditional ridge chimney would provide some distinctive elements that would enable the development to appear in keeping with the existing traditional terrace.

There are a small number of mature trees that surround the site. A tree survey and arboricultural impact assessment has been submitted with the application which states that none of the trees require felling as a result of the proposal but that they are all poor with limited potential. The applicant proposes to remove a goat willow tree to the south boundary of the site which has poor structural condition. Replacement planting will be necessary to compensate for the loss in visual terms and in respect of biodiversity. A landscaping scheme should be required by condition.

The visual impact therefore from the removal of the existing buildings and the construction of the proposed dwellings would be appropriate within its context and respect the local area.

Other issues

Policy NE1 states that development should seek to maintain and actively enhance biodiversity. A bat survey has been submitted with the application which details a survey that has been carried out that found no signs of past or current use by bats. An informative should be placed on any permission to ensure any developer or contractor is aware of the need to cease work if any evidence of bats is found.

Policy NE5 states that on sites that are known to be contaminated, applicants will be expected to carry out an appropriate survey. The site has the potential to be affected by past farm uses and by local landfill sites. A condition is necessary therefore to require a desk top study and where necessary, a remediation strategy prior to the commencement of the development.

Policy CC4 seeks to ensure that development does not result in increased flooding either on the development site or elsewhere. In this case, the site falls within Flood Zone 1 where there is the least risk to flooding. Due to the minor scale of the development, no further assessment on drainage is required and no comments have been received from United Utilities. On this basis, the proposal would not significantly affect flooding.

Conclusion

The proposal would contribute to the supply of new housing within existing Development Boundaries at a reasonably sustainable location in the Burnley urban area. The development is of an appropriate scale, massing and design to respect the existing distinctive street character and is adequately spaced to safeguard residential amenities. Concerns regarding parking and access have been addressed by the provision of off-street parking, the retention of a turning area and a condition to require a Construction Management Plan. The proposal would comply with the development plan and there are no material considerations which outweigh this finding.

Recommendation: Approve with conditions

Conditions

1. The development must be begun within three years of the date of this decision.
2. The development hereby permitted shall be carried out in accordance with the following approved plans: ADM/18/27/04, ADM/18/27/02RevA and ADM/18/27/03, received on 12 September 2018.
3. Prior to construction work commencing on the approved dwellings, details and representative samples of the external materials of construction to be used on the walls and roof of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter only be carried out in accordance with the approved materials.
4. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
 - i) the parking of vehicles of site operatives and visitors;
 - ii) loading and unloading of plant and materials;
 - iii) storage of plant and materials used in constructing the development;
 - iv) the erection and maintenance of security hoarding;
 - v) measures to control the emission of dust and dirt during construction;
 - vi) wheel washing facilities;
 - vii) details of working hour; and,
 - viii) contact details for the site manager.
5. During the demolition and construction phase of the development, no construction work or use of machinery or deliveries to the site shall take place on Sundays and Bank/Public Holidays or other than between 08:00 and 18:00 hours Monday to Friday and between 08:00 and 13:00 hours on Saturdays.
6. Prior to the start of any construction works on the approved dwellings or the removal of any trees from the site, there shall be submitted to and approved in writing by the Local Planning Authority a scheme of landscaping which shall include indications of all existing trees and hedges on the land and details of any to be retained, together with measures for their protection in the course of development (including details of excavating near tree roots), as well replacement tree planting where applicable, and details of hard and soft landscaping works to include schedules of plants, species, plant sizes and proposed numbers/ densities where appropriate.
7. 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 first occupation of any dwelling or the completion of the development, whichever is the sooner; and any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar

size and species, unless the Local Planning Authority gives written approval to any variation.

8. Prior to the erection of any boundary treatment or the first occupation of any dwelling, boundary treatment shall be constructed in accordance with details which shall be previously submitted to and approved in writing by the Local Planning Authority. The approved boundary treatment shall thereafter be retained at all times.
9. Prior to the commencement of development, the following shall be submitted to and approved in writing by the Local Planning Authority:-
 - a) A desktop study to identify all previous site uses, potential contaminants that might reasonably be expected given those uses and other relevant information. Using this information a diagrammatical representation (Conceptual Model) for the site of all potential contaminant sources, pathways and receptors shall be produced.
 - b) If necessary following the recommendations of a) above, a site investigation designed for the site using the information obtained from (a) above; and,
 - c) a site investigation and associated risk assessment; and,
 - d) a Method Statement and remediation strategy, based on the Information obtained from c) above.

The development shall then proceed in strict accordance with the measures approved. Work shall be carried out and completed in accordance with the approved method statement and remediation strategy referred to in (d) above, and to a timescale which shall be agreed in writing by the Local Planning Authority.

10. Neither dwelling shall be first occupied until its associated off-street parking provision has been constructed, surfaced and is available for use as indicated on the approved plans. The approved car parking spaces for each dwelling shall thereafter be retained at all times.
11. No dwelling shall be first occupied until the turning area as indicated on the approved plans has been constructed, surfaced in a bound material and is available for use. The approved turning area shall thereafter at no time be obstructed and shall remain available at all times for the turning of vehicles.
12. No dwelling shall be first occupied until its associated refuse and recycling storage has been provided and is available for use in accordance with the details as indicated on the approved plans. The refuse and recycling storage facilities shall thereafter be retained at all times.

Reasons

1. Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. To ensure the development is implemented in accordance with the approved plans and to avoid ambiguity.

3. To ensure a satisfactory appearance to the development, in accordance with Policies HS4 and SP5 of Burnley's Local Plan (July 2018).
4. To ensure that the safety and amenities of other residents on Holyoake Street are satisfactorily protected and accessibility by car to homes and disturbance is minimised, in accordance with Policies NE5 and IC1 of Burnley's Local Plan (July 2018). The Construction Management Plan is required prior to the commencement of development to ensure that the measures contained therein can be carried out at the appropriate phases of the construction period.
5. To protect the amenities of local residents, in accordance with Policy NE5 of Burnley's Local Plan (July 2018).
6. In the interests of the visual amenity of the site and its surroundings, in accordance with Policies HS4 and SP5 of the Burnley's Local Plan (July 2018).
7. In order that the landscaping works contribute to a satisfactory standard of completed development and its long term appearance harmonises with its surroundings, in accordance with Policies HS4 and SP5 of Burnley's Local Plan (July 2018).
8. To ensure a satisfactory appearance to the edges of the development and a satisfactory appearance to the finished development, in accordance with Policies HS4 and SP5 of Burnley's Local Plan (July 2018).
9. To ensure the site is made suitable for residential use, in accordance with Policy NE5 of the Burnley's Local Plan (July 2018). The investigation and report is required prior to the commencement of development to ensure that measures that are necessary to make the development acceptable can be carried out at an appropriate stage in the development.
10. To ensure adequate off-street parking to meet the needs of the development, in accordance with Policy IC3 of Burnley's Local Plan (July 2018).
11. To ensure adequate turning facilities for vehicles at the end of the back street, in the interests of highway safety and convenience, in accordance with Policy IC1 of Burnley's Local Plan (July 2018).
12. To ensure adequate refuse and recycling storage for the approved dwellings in order to cater for the needs of the development and to protect the visual amenities of the area, in accordance with Policy SP5 of Burnley's Local Plan (July 2018).