

**KIRKLEES METROPOLITAN COUNCIL
INVESTMENT & REGENERATION SERVICE**

DEVELOPMENT MANAGEMENT

Town and Country Planning Act 1990 (as amended) – SECTION 70

DELEGATED DECISION TO DETERMINE PLANNING APPLICATIONS

Reference No:	2025/62/90522/W
Site Address:	7, Quarry Mount, Holmfirth, HD9 1HH
Description:	Alterations to one dwelling to create two dwellings (within a Conservation Area)
Recommending Officer:	Joanna Rednall

DECISION – Conditional Full Permission

I hereby authorise the approval of this application for the reasons set out in the officer's report and recommendation annexed below in respect of the above matter.

Danielle Cooper

AUTHORISED OFFICER

Date: 11/08/2025

The Site

7, Quarry Mount relates to a three-storey terrace building located in Holmfirth. The application site is bounded by Cliff Lane to the east and Back lane to the west, and sited approximately 90m east of Holmfirth Town Centre.

The application site is not a Listed Building, however it is located within Holmfirth Conservation Area.

The Proposal

The applicant is seeking planning permission for alterations to one dwelling to create two dwellings (within a Conservation Area).

The proposals will make no alterations to the external appearance of the building, works will only involve minor internal alterations to block up existing access doorways between the two parts of the building.

Flat 7A

Flat 7A would cover the ground and basement floors, serving a bedroom, office, bathroom, and open plan living and kitchen area. A utility room is located within the basement.

Flat 7B

Flat 7B would cover the upper ground floor and attic, serving a living room, kitchen/dining room and bathroom on the upper ground floor and bedroom and storage in the attic.

History of Negotiations

Officers raised concerns with the applicant's agent regarding the internal floor space of Flat 7B, as it significantly falls short of the required internal space standards, raising concern with the amenity of future occupants. In response to these concerns, the agent submitted revised plans for Flat 7B, reducing the number of bedrooms to ensure compliance with NDSS requirements.

Planning History

There is no planning history for the site which is considered relevant to the current proposal.

Publicity & Representations

The Council are currently undertaking the legal statutory publicity requirements, as set out at Table 1 in the Kirklees Development Management Charter. As such, this application has been publicised via a site notice and press notice as affecting the setting of a Conservation Area.

Final publicity date expired: 4th April 2025

No representations were received as a result of the publicity. The amended plans were not re-publicised as these did not fundamentally change the development applied for.

Holme Valley Parish Council - Defer to Kirklees officers. Some concern for parking provision.

Consultations

KC Highways Development Management (informal): no objection.

KC Conservation and Design (informal): as the proposal would not involve any exterior alterations, officers have raised no objections in this case.

Allocation & Policies

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory Development Plan for Kirklees is the Local Plan (adopted 27th February 2019) and the Holme Valley Neighbourhood Development Plan (adopted 8th December 2021).

Local guidance and policy is provided by the Kirklees Local Plan (adopted February 2019) as such the following policy, guidance and legislation is considered relevant to the determination of this application:-

Kirklees Local Plan (LP)

- LP1 Achieving Sustainable Development
- LP2 Place Shaping
- LP21 Highway Safety
- LP22 Parking Provision
- LP24 Design
- LP30 Biodiversity
- LP31 Strategic Green Infrastructure Network
- LP35 Historic Environment

Holme Valley Neighbourhood Development Plan

The following policies of this plan are considered most relevant:

Policy 1 – Protecting and Enhancing the Landscape Character of the Holme Valley

Policy 2 – Protecting and Enhancing the Built Character of the Holme Valley and Promoting High Quality Design

Policy 12 – Promoting Sustainability

Policy 13 – Protecting Wildlife and Securing Biodiversity Net Gain

National Policies and Guidance

National planning policy and guidance is set out in National Policy Statements, primarily the National Planning Policy Framework (NPPF) published 12th December 2024, the Planning Practice Guidance Suite (PPGS) first launched 6th March 2014 together with Circulars, Ministerial Statements and associated technical guidance.

The NPPF constitutes guidance for local planning authorities and is a material consideration in determining applications. Considered to be of relevance to the consideration of this application are policies within the following chapters:

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Chapter 2 – Achieving sustainable development

Chapter 9 – Promoting sustainable transport

Chapter 12 – Achieving well-designed places

Chapter 14 – Meeting the challenge of climate change, flooding and coastal change

Chapter 16 – Conserving and enhancing the historic environment

Supplementary Planning Guidance

Holme Valley Neighbourhood Development Plan

Legislation

The Town & Country Planning Act 1990 (as amended).

Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out that in considering planning applications the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Section 72 of the Town & Country Planning (Listed Buildings & Conservation Areas) Act 1990 requires Local Planning Authorities to pay special attention to the desirability of preserving or enhancing the character of appearance of Conservation Areas.

Assessment

The following matters are considered in the assessment below –

1. Principle of development
1. Impact upon visual amenity
2. Impact upon residential amenity
3. Impact upon highway safety
4. Other matters
5. Representations
6. Conclusion

1 – Principle of development:

Policy LP1 states that when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. LP1 goes on further to stating that:

The Council will always work pro-actively with applicants jointly to find solutions which mean that the proposal can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Policy LP2 sets out that all development proposals should seek to build on the strengths, opportunities and help address challenges identified in the Local Plan. Policy LP24 of the KLP is relevant and states that “good design should be at the core of all proposals in the district”.

NPPF Paragraph 11 and Policy LP1 of the Kirklees Local Plan outline a presumption in favour of sustainable development. Paragraph 8 of the NPPF identifies the dimensions of sustainable development as economic, social and environmental (which includes design considerations). It states that these facets are mutually dependent and should not be undertaken in isolation.

The site is not allocated for development on the Kirklees Local Plan Policies map. Policy LP2 of the Kirklees Local Plan states that: “*All development proposals should seek to build on the strengths, opportunities and help*

address challenges identified in the local plan, in order to protect and enhance the qualities which contribute to the character of these places, as set out in the four sub-area statement boxes below...”

The application proposes to subdivide an existing dwelling. The impacts of this intensified use will be assessed under the Local Plan policies, the Housebuilders Design Guide SPD, and the NPPF.

The February 2024 update of the five-year housing land supply position for Kirklees shows 3.96 years supply of housing land, and the 2022 Housing Delivery Test (HDT) measurement which was published on 19th December 2023 demonstrated that Kirklees had achieved a 67% measurement against the required level of housing delivery over a rolling 3-year period (against a pass threshold of 75%).

As the Council is currently unable to demonstrate a five-year supply of deliverable housing sites, and delivery of housing has fallen below the 75% HDT requirement, it is necessary to consider planning applications for housing development in the context of NPPF paragraph 11 which triggers a presumption in favour of sustainable development. This means that for decision making *“Where there are no relevant development plan policies, or the policies which are most important for determining the application are outof-date (NPPF Footnote 8), granting permission unless: (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed (NPPF Footnote 7) ; or (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*

The Council’s inability to demonstrate a five-year supply of housing land, or pass the Housing Delivery Test, weighs in favour of housing development but this has to be balanced against any adverse impacts of granting the proposal.

Policy LP7 of the Kirklees Local Plan states encourages the efficient use of previously developed land in sustainable locations provided that it is not of high environmental value and a net density of at least 35 dwellings per hectare should be provided. Principle 4 of the Housebuilders Design Guide seeks to ensure a density of 35 dwellings per hectare or more is achieved. Where a density of 35 dwellings per hectare cannot be achieved, policy LP7 sets out that lower densities will only be acceptable if it is demonstrated that this is necessary to ensure the development is compatible with its surroundings, development viability would be compromised, or to secure particular house types to meet local housing needs.

The application proposes 1 additional separate dwelling (new flat), which would increase the density of development to help meet this requirement. Policy LP11 of the Kirklees Local Plan sets out a requirement for suitable housing mix and affordable homes, the application relates to a single additional dwelling and as such is not required to supply affordable housing in this instance.

This quantum of development is acceptable in principle. The dimensions of sustainable development will be considered throughout the proposal. Paragraph 11 of the NPPF concludes that the presumption in favour of sustainable development does not apply where specific policies in the NPPF indicate development should be restricted. This too will be explored.

2 – Impact upon visual amenity (including impact upon Historic Environment)

Policy LP24 (Design) of the Council's adopted Local Plan sets out that proposals should promote good design by ensuring the form, scale, layout and details of all development respects and enhances the character of the townscape, extensions are subservient to the original building, are in keeping with the existing buildings in terms of scale, materials and details and minimise impact on residential amenity of future and neighbouring occupiers. Paragraph 135 of the NPPF is also of relevance to the consideration of this application.

Policy 1 of the Holme Valley Neighbourhood Plan HVNP sets out that development proposal should demonstrate how they have been informed by the key characteristics of the Local Character Assessment (LCA), in this case the River Holme Settled Valley Floor (LCA4).

Policy 2 of the HVNP states that new development should protect and enhance local built character and distinctiveness, strengthen the local sense of place by respecting the existing grain of development in the surrounding area, use local materials and detailing which add to the quality or character of the surrounding environment, respect the scale, mass, height and form of existing buildings in the locality and their setting.

One key characteristic of the area is framed views from the settled valley floor to the upper valley sides and views across to opposing valley slopes and beyond towards the Peak District National Park.

- Framed views from the settled valley floor to the upper valley sides and views across to opposing valley slopes and beyond towards the Peak District National Park.

- Boundary treatments comprised largely of millstone grit walling. The stone walling which runs parallel with Upperthong Lane is representative of local vernacular detailing.
- A network of Public Rights of Way (PRoW) including the Holme Valley Riverside Way which follows the River Holme from Holmbridge through Holmfirth and downstream. National Cycle Route no. 68 follows minor roads through Upperthong towards the centre of Holmfirth before climbing the opposing valley slopes.
- Mill ponds reflect industrial heritage and offer recreation facilities.

Key built characteristic of the area are

- Mill buildings, chimneys and ponds, including Ribbleden Mill with its chimney, associated mill worker houses and ashlar fronted villas link the area to its industrial and commercial heritage and are a legacy of the area's former textile industry.
- Terraced cottages and distinctive over and under dwellings feature on the steep hillsides with steep ginnels, often with stone setts and narrow roads.
- Narrow winding streets with stepped passageways, stone troughs and setts characterise the sloping hillsides above Holmfirth town centre.
- Small tight knit settlements on the upper slopes are characterised by their former agricultural and domestic textile heritage.
- There are mixed areas of historic and more recent residential and commercial developments.

As the development is restricted to internal alterations only, with no alterations proposed to the exterior of the building, the development is considered to have an acceptable impact upon visual amenity.

Impact upon the Conservation Area

7, Quarry Mount is within the Holmfirth Conservation Area and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 needs to be considered which places a duty on LPAs to protect and enhance conservation areas, including their setting. Policy LP35 of the Local Plan is also relevant which requires that proposals that impact on heritage assets seek protect the historic environment including their setting. Consideration should be given to the need to ensure that proposals maintain and reinforce local distinctiveness and conserve the significance of designated and non-designated heritage assets.

The Council's Conservation and Design Team has been consulted during the course of this application. As there are no external alterations proposed, Officers consider that the development would not harm the character or

setting of the Conservation Area. Accordingly, no concerns are raised regarding the proposal.

In terms of visual amenity, there would be no external changes to the host building itself, therefore would not harm the local character of the area. In turn, the proposal is considered to comply with Policy LP24 and LP35 of the Kirklees Local Plan, Chapter 12 and 16 in the NPPF and Principles within the Housebuilders Design Guide SPD.

3 – Impact on residential amenity:

Policy LP24 of the Kirklees Local Plan and Chapter 12 of the National Planning Policy Framework seeks to ensure development has an acceptable impact upon the amenity of neighbouring occupiers.

Policy 2 of the HVNP sets out that proposals should be designed to minimise harmful impacts on general amenity for present and future occupiers of land and buildings and prevent or reduce pollution as a result of noise, odour, light and other causes. Light pollution should be minimised and security lighting must be appropriate, unobtrusive and energy efficient.

Section B and C of LP24 states that alterations to existing buildings should: “...maintain appropriate distances between buildings” and “...minimise impact on residential amenity of future and neighbouring occupiers.”

The proposal does not involve any exterior alterations, therefore it is considered that the proposed development to create two dwellings would not give rise to any detrimental harm to the amenity of any neighbouring dwellings.

The residential modest scale of 2 units (flats) is considered acceptable as the adjoining properties are also residential and is therefore compatible, raising no concern to the impact of noise.

Impact on future occupiers

Paragraph 135 of the National Planning Policy Framework states that planning decisions should ensure that developments have a high standard of amenity for existing and future users.

Principle 16 of the Housebuilders Design Guide SPD states that: “*All new build dwellings should have sufficient internal floor space to meet basic lifestyle needs and provide high standards of amenity for future occupiers. Although the government has set out Nationally Described Space Standards (NDSS), these are not currently adopted in the Kirklees Local Plan.*” Further to

this, Principle 17 of the Kirklees Housebuilders Design Guide SPD outlines that: *“All new houses should have adequate access to private outdoor space that is functional and proportionate to the size of the dwelling and the character and context of the site. The provision of outdoor space should be considered in the context of the site layout and seek to maximise direct sunlight received in outdoor spaces.”*

In respect to the amenity of future occupiers of the dwelling, dwelling 7a would have a total floorspace of approximately 47m² with one bedroom and dwelling 7b would have a total floorspace of approximately 78m², also with one bedroom.

7A

With regard to Dwelling 7a, officers acknowledge that the proposed unit would result in a slight shortfall against the Nationally Described Space Standard (NDSS), which sets a minimum gross internal floor area of 58m² for a one-bedroom, two-storey dwelling. However, in this instance, the primary accommodation, including the bedroom, kitchen, living area, bathroom, and study, would be provided on a single level, with only a utility room located at basement level. As such, it is considered more appropriate to assess the proposal against the NDSS standard for a one-bedroom, single-storey dwelling, which requires a minimum gross internal area of 50m². When assessed on this basis, the proposed dwelling falls only marginally below the required standard.

The submitted plans demonstrate that all habitable rooms are of an adequate size, and the overall internal layout is considered to provide a functional and sufficient level of accommodation to support an acceptable living environment. The design offers an efficient arrangement of space, and officers are satisfied that the minor shortfall in floor area would not be significant and would not result in substandard living conditions. Furthermore, officers note that the Council is currently unable to demonstrate a five-year supply of deliverable housing sites. In this context, and given the overall quality of the proposed accommodation, it is considered that the slight shortfall in floor area is outweighed by the scheme's overall design, as well as the contribution to the Council's housing delivery. The submitted floor plans also demonstrate that each habitable room would be served by a window. Therefore, on balance, officers consider that Dwelling 7a would provide an acceptable standard of amenity for future occupiers.

7B

Dwelling 7B is also a 1-bedroom dwelling with an open-plan living and kitchen space and bathroom provided at upper ground floor level and a bedroom within the attic space. Initially, the applicant sought to turn this dwelling into a

three bedroom 4-person dwelling, however this has since been reduced due to officer's concerns on the significant shortfall on the gross internal floor space with regard to the NDSS standards. As such, the application has been amended to a 1-bed 2-person unit with a total floor space of 78m², which would exceed the minimum gross internal floor area for a 2-storey dwelling (58m²). The submitted floor plans show that each habitable room would be served by a window.

With regard to Principle 17 of the Kirklees Housebuilders Design Guide SPD outlines that: *"All new houses should have adequate access to private outdoor space that is functional and proportionate to the size of the dwelling and the character and context of the site. The provision of outdoor space should be considered in the context of the site layout and seek to maximise direct sunlight received in outdoor spaces."*

It is considered that an appropriate extent of outdoor amenity space would be retained to serve two dwellings which is in character with the rest of the dwellings on the street. Furthermore, the site benefits from close proximity to accessible green spaces, including Holmfirth Cliff, an open area located approximately 120 metres from the site, as well as additional urban green spaces within Holmfirth town centre. Taking these factors into account, the proposal is considered acceptable on balance.

As such, it is considered that the proposed development would not result in harm to residential amenity. The proposal therefore complies with Local Plan Policy LP24(b) and Chapter 12 of the National Planning Policy Framework.

4 – Impact on highway safety:

Policies LP21 and LP22 of the Kirklees Local Plan relate to access and highway safety and are considered to be relevant to the consideration of this application. The Council's adopted Highway Design Guide and Principle 10 and 12 of the Housebuilders Design Guide SPD seek to ensure sustainable transport modes are supported and acceptable levels of off-street parking are accommodated. The policy background advises that new development would normally be permitted where safe and suitable access to the site can be achieved for all people, and where the residual cumulative impacts of development are not severe.

The building benefits from an existing off-street parking area located to the south, and is well served by public transport, with bus stops just a two-minute walk away on Station Road and Huddersfield Road, offering services to Huddersfield and Holme. As such, the site is considered to be in a sustainable location that supports car-free travel.

There are bin storage arrangements for both dwellings south of the building.

It is therefore considered that the proposed development would not have a detrimental impact on highway safety and is compliant with Policies LP21 and LP22 of the Kirklees Local Plan, as well as guidance set out in the NPPF.

5 – Other matters:

Ecology

Policy 13 (Protecting Wildlife and Securing Biodiversity Net Gain) of the Home Valley Neighbourhood Plan sets out that development proposals should demonstrate how biodiversity will be protected and enhanced including the local wildlife, ecological networks, designated Local Wildlife Sites and habitats.

Chapter 15 of the National Planning Policy Framework are relevant, together with The Conservation of Habitats and Species Regulations 2017 which protect, by law, the habitat and animals of certain species including newts, bats and badgers.

Policy LP30 of the Kirklees Local Plan requires that proposals protect Habitats and Species of Principal Importance. Whilst it is acknowledged that the site is located within an identified bat alert area, the proposals are internal only, and therefore considered unlikely that the proposals would have an impact on the bat population. An informative has been provided however, making the applicant aware that if bats are discovered on site during the works, any development shall cease and the applicant is advised to contact Natural England for advice on how to move forward.

Climate Change

On 12th November 2019, the Council adopted a target for achieving ‘net zero’ carbon emissions by 2038, with an accompanying carbon budget set by the Tyndall Centre for Climate Change Research. National Planning Policy includes a requirement to promote carbon reduction and enhance resilience to climate change through the planning system and these principles have been incorporated into the formulation of Local Plan policies. The Local Plan pre-dates the declaration of a climate emergency and the net zero carbon target, however it includes a series of policies which are used to assess the suitability of planning applications in the context of climate change. When determining

planning applications the Council will use the relevant Local Plan policies and guidance documents to embed the climate change agenda.

The proposal is a change of use with minimal external alterations. As such, no special measures were required in terms of the planning application with regards to carbon emissions. A Climate Change statement has been submitted with this application.

Strategic Green Infrastructure Network

Policy LP31 of the Kirklees Local Plan identifies a number of areas which form part of the Strategic Green Infrastructure Network. This policy sets out that priority will be given to safeguarding and enhancing green infrastructure networks, green infrastructure assets and the range of functions they provide. This policy sets out that development should ensure the function and connectivity of green infrastructure is retained / replaced, new or enhances green infrastructure is provided / integrated into new developments. In addition this policy requires integration of developments into walking / cycling network and providing new links where appropriate and the protection of biodiversity / ecological links. Where the creation of new or enhanced green infrastructure is proposed, provided it does not conflict with other policies within the Kirklees Local Plan policy LP31 sets out that the Council will support such development.

The proposal involves the alterations of a single dwelling into two separate dwellings. As the works are limited to internal alterations only, the development is not considered to have any adverse impact on the function or connectivity of existing green infrastructure networks. Accordingly, the proposal is considered to comply with the aims and objectives of Policy LP31 of the Kirklees Local Plan.

6 – Representations:

None received

7 – Conclusion:

The NPPF has introduced a presumption in favour of sustainable development. The policies set out in the NPPF taken as a whole constitute the Government's view of what sustainable development means in practice.

This application has been assessed against relevant policies in the development plan and other material considerations. It is considered that the

development would constitute sustainable development and is therefore recommended for approval.

Recommendation

APPROVE

Decision Authorisation - Delegated Powers

Application Number: 2025/90522

Officer Recommendation: Approve

Conditions

1. The development hereby permitted shall be begun within three years of the date of this permission.

Reason: Pursuant to the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended).

1. The development hereby permitted shall be carried out in complete accordance with the plans and specifications schedule listed in this decision notice, except as may be specified in the conditions attached to this permission, which shall in all cases take precedence.

Reason: For the avoidance of doubt as to what is being permitted and to accord with Policies LP01, LP02, LP21, LP22 & LP24 of the Kirklees Local Plan, Policies 1, 2, 12 & 13 of the Holme Valley Neighbourhood Development Plan and Policies within Chapters 2, 9, 12 and 14 of the National Planning Policy Framework.

NOTE: Due to its location, a bat roost may be present on site. Bats are a European protected species under regulation 41 of the Conservation of Habitats and Species Regulations 2010. It is an offence for anyone intentionally to kill, injure or handle a bat, disturb a roosting bat, or sell or offer a bat for sale without a licence. It is also an offence to damage, destroy or obstruct access to any place used by bats for shelter, whether they are present or not. If bats are discovered on site development shall cease and the applicant is advised to contact Natural England for advice.

Plans and specifications schedule:-

Plan Type	Reference	Version	Date Received
Location Plan	-	-	26/02/2025
PROPOSED SITE PLAN	(100)03	-	26/02/2025
EXISTING AND PROPOSED FLOOR PLANS 7A	(100)01	-	26/02/2025
EXISTING AND PROPOSED FLOOR PLANS 7B	(100)02	A	30/07/2025
EXISTING AND PROPOSED SECTION	(100)04	-	26/02/2025
Application form	-	-	26/02/2025
Climate Change Statement	-	-	10/03/2025

Pursuant to article 35 (2) of the Town and Country Planning (Development Management Procedure) Order 2015 and guidance in the National Planning Policy Framework, the Local Authority have, where possible, made a pre-application advice service available, complied with the Kirklees Development Management Charter 2024 and otherwise actively engaged with the applicant in dealing with the application. Officers raised concerns with the applicant's agent regarding the internal floor space of Flat 7B, as it significantly falls short of the, with concerns regarding the amenity of future occupants. In response to these concerns, the agent submitted revised plans for Flat 7B, reducing the number of bedrooms to ensure compliance with NDSS requirements.

Report Dated: 05/08/2025

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