
2016/0552

Mr Mark Bray

Approval of reserved matters (appearance, landscaping, layout and scale), pursuant to outline planning application 2014/0807 at Land at Carrington Avenue comprising of 80 dwellings, associated car parking and landscaping and biodiversity mitigation and enhancement
Land at Carrington Avenue, Barnsley S75 1BW

6 individual letters of objection have been received from local residents.

Site Location and Description

The Carrington Avenue site is located within the suburb of Honeywell, an established residential area located approximately 1 km north of Barnsley Town Centre. The site is rectangular in shape and covers an area of approximately 2.6ha. At present it supports two football pitches, these are used in connection with sports provided at the Colleges Honeywell Campus.

The site is bounded by Carrington Avenue to the West, properties on Honeywell Lane to the South, a railway line to east and the back of properties on Smithies Lane to the north. It is located approximately 2.5m below the street level of Carrington Avenue. Given the recreation use of the site vegetation is limited to the sites boundaries, this comprises of 19 individual trees and 2 hedgerows.

The site is not publically accessible, a palisade fence defines the boundary and access is taken via secure gate onto Carrington Avenue. The properties located along Carrington Avenue and Honeywell Lane includes two storey semi-detached as well as detached bungalows.

Proposed Development

The application follows on from the approval of the outline application under reference number 2014/0807, this permission also secured a package of offsite compensation to address the loss of the playing fields. The details of this have been included within a section 106 agreement. The matters reserved for this application are scale, appearance, siting and landscaping.

The Outline permission permitted a maximum threshold of up to 85 dwellings, the details submitted as part of the Reserved Matter's is for a residential development of 80 (30no.3 bed & 50no.4 bed) dwellings, that would comprise of detached, semi-detached and small runs of terraces, the height of the dwellings would be as follows:

51no. 2 storey dwellings
17no. 2.5 storey dwellings
12no. 3 storey dwellings

The access point has been approved, this would be taken from a priority junction onto Honeywell Lane, the internal layout and parking provision is however, for consideration.

In addition to the above, the development includes a centralised area of public open space, landscape buffers to the Carrington Avenue and Railway boundaries, and commitment to the delivery of a LEAP located offsite on Honeywell Lane.

The application has been accompanied by a range of technical documents/reports. Prior to the submission, the applicant also undertook a community consultation exercise whereby local residents and Ward Members were consulted directly in writing. A summary of the comments have been included within the planning statement.

History

2014/0807 – Outline application including details of access for a residential development of up to 85 dwellings. Members Resolved to grant at the Committee meeting held on the 25/09/2015. The decision was subject to 22 conditions and the completion of a section 106 agreement that secured offsite formal recreation improvements as well as the payment of a commuted sum of £250k.

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

The Council has produced the Publication Consultation Document of the Local Plan. 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 this is still limited by the need to consider any comments received during the consultation and with the knowledge that the Inspector can require changes to the plan.

Core Strategy

CSP1 Climate Change
CSP2 Sustainable Construction
CSP3 Sustainable Drainage Systems
CSP4 Flood Risk
CSP5 Including Renewable Energy in Developments
CSP8 Location of Growth
CSP10 The Distribution of New Homes
CSP14 Housing Mix and Efficient Use of Land
CSP25 New Development & Sustainable Travel
CSP26 Development & the Highway Network
CSP29 Design
CSP35 Green Space
CSP36 Biodiversity and Geodiversity
CSP39 Contaminated and Unstable Land
CSP40 Pollution Control and Protection
CSP42 Infrastructure and Planning Obligations

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, relevant policies include:

Para 9 Sustainable Development – positive improvements

Para 17 Core Planning Principles
Para 32 Transport Assessment
Para 35 Transport & Location of Development
Para 58 Good design – considerations
Para 123 Noise
Para 124 Air Quality

Saved UDP Policies

The site is allocated as an existing community facility of the saved UDP map.
H8a Existing residential areas

SPDs/SPGs

Parking
Open Space Provision on New Residential Development
South Yorkshire Residential Design Guide

Emerging Local Plan (Publication Draft 2016)

Identifies the site as School Grounds.

Consultations

Biodiversity Officer: No objections subject to comments/conditions addressed at the outline application being met.

Civic Trust: No objections identify merits in the location of the central Greenspace and landscape buffers to boundaries. Note that locally traffic may increase.

Contaminated Land: No objections, site investigation conditioned on the outline approval.

Design: No objection, amendments have been submitted to address previous comments and this reflects on a more successful housing layout.

Drainage: No objections, drainage details previously conditioned.

Forestry: The loss of some trees to the sites entrance whilst unfortunate is nonetheless necessary. The site commits to good overall mix/balance of tree planting, whilst tree protection measures have been submitted further information should be requested by condition to cover exact arboricultural implications.

Greenspace: The outline planning permission secured a green space compensation package that which included playing field improvement works at the Fleets and a playing pitch contribution of £250k to be invested at the Dorothy Hyman Sports Centre. The proposals include the provision of informal open space within the scheme as well as a LEAP standard Children's Play Area on land directly opposite the development. To meet off-site contributions to formal recreation (based on a unit split of 50 x 3 bed and 30 x 4 bed) a commuted sum of £79,273 is required.

Highways: No objections, identify that the internal access arrangements are acceptable and are supportive of the Hierarchy of roads. Parking has been provided in line with the recommendation of the SPD.

Network Rail: No objection in principle to the development but advise on working practices that must be followed when working close to the railway boundary (machinery, lighting, vibration etc..)

Regulatory Services: - NO objections, supportive of the mitigation identified for dwelling to address railway noise.

SYPALO: No objections provide general advice on SBD initiatives

Waste Management: No objections

Yorkshire Water: No objections, drainage details previously conditioned on the outline approval.

Representations

The application has been advertised by way of a press and site notices, in addition properties along Honeywell Lane, Carrington Avenue and Smithies Lane have been consulted in writing. 6 letters of representation have been received the comments/concerns can be summarised as follows:

- If this development goes ahead I will lose the lovely open views from my home that I have always enjoyed. Instead I will be overlooked by several properties and suffer the loss of my privacy and the enjoyment of my home and garden. I have lived in this house for 48 years and it has always been a quiet, peaceful area. This development will completely change that and I personally will find that extremely stressful.
- Loss of light to properties on Honeywell Lane due to overlooking that will occur.
- Properties on Honeywell Lane occupy a lower elevation so will be directly overlooked.
- Loss of privacy
- Congestion on local roads resulting from additional traffic.
- The site should have a second point of access.
- Off-site traffic calming measures are required.
- Safety of students is being compromised, Honeywell is already gridlocked with parking.
- There needs to be a robust boundary treatment to Carrington Avenue to stop children climbing up the embankment from the development directly onto the road.
- Overdevelopment of the site, will create unacceptable levels of noise and pollution and will be detrimental to the character of the locality.
- Local residents will not benefit from the proposed compensation package.
- There is a fault running through the site, when construction starts existing properties may be adversely affected from vibration.
- The access road requires the removal of mature trees.
- Antisocial Behaviour associated with the LEAP.

The application has been amended, this resulted in the loss of 1 unit and minor a changes to a number of house types, this included a change of house type at plot 3 to improve the relationship to Honeywell Lane properties. It was not deemed necessary to re-consult residents as a result of these changes as they are deemed not to be material.

Assessment

Principle of Development

Members will recall the granting of outline permission under reference 2014/0807 for residential development of up to 85 dwellings at the site, this also included detail of access being taken from the Honeywell Lane. The outline application established a comprehensive mitigation package to address the loss of the playing fields, this has been secured within a section 106 agreement that is tied to the permission.

This application seeks to approve details of the remaining Reserved Matters (appearance, landscaping, layout and scale), it is these matters that are the sole consideration for the application.

Accordingly there are no land uses planning policy considerations with this application.

Design, Scale and Layout

This Reserved Matters application focusses on whether the design details of the proposed plans is sufficient to enable the development to be permitted. The relevant local planning policies for assessing the design credentials are; Designing New Residential Development SPD, CSP29 'Design' and CSP14 'Housing Mix and Efficient Use of Land'.

With regard to policy CSP14, the proposed mix would be made up of predominately 3 bedroom detached houses, in addition to a smaller number of 4 bedroom properties. The majority of the dwellings would be two storeys in height, larger dwellings would be at key nodes to provide variation to streetscapes.

The proposals have endorsed the concept of a Master-Planned approach, that was indicated on the concept layout submitted with the outline approval. The main changes include the loss of 5 units from within the development, relocation of the informal POS to a central 'green' area, and all properties being accessed from the internal network, previously it was suggested that the number of properties would take direct access from Carrington Avenue.

The layout demonstrates a clear hierarchy of properties along defined streets, these are set around a central spine road that extends from the entrance onto Honeywell Lane. A number of small cul-de-sacs are also provided which lead into private drives. On the whole dwellings are orientated so as to engage actively with the street scenes. The layout has also been designed to reflect the standards of relevant separation distances and as a rule minimum garden sizes are achieved.

There would be a housing mix comprising of 9 different house types which would create visual interest. The elevations are traditional in appearance, in the main they would be constructed from brick, details are provided to elevations in the form of soldier coursing and stone cills, as a rule all properties located on corner plots are dual aspect, and several would also have render added as a feature to their gables. Overall there is considered to be sufficient variety within the housing stock, the design and choice of materials is also considered to be of a desirable quality.

Scale is a matter under consideration as part of the application. The development would constitute a density of approximately 34uph, this is considered to be an efficient use of the land and it would not be desirable to see this increased given that any additional numbers would be at a loss to landscaping. The properties would be predominately 2 storey in height with a smaller proportion of 2.5 and 3 storey houses. Condition 6 of the Outline consent, states, that no properties fronting Carrington Avenue shall be more than 2 storeys in height. This condition was applied on a presumption that some of the properties within the site would have taken a direct frontage onto Carrington Avenue and there being a desire to achieve parity in scale with the existing housing stock. Plots 59-62 do face the Highway, and would be 2.5 storey in height, their access is however, taken from a cul-de-sac within the development and as such do not have a frontage to the highway (Carrington Avenue), the change levels means that these properties would be sited approximately 2.5m below Carrington Avenue, therefore not having a domineering appearance from the street scene. Overall it is considered the scale of the development, both in terms of their numbers and heights is appropriate to the local context.

With regard to parking arrangements the layout does not appear to be car dominated, whilst parking areas are provided to frontages their dominance/impact is offset by soft landing within front gardens as well as communal planting areas. All of the properties are served with front to rear access which will allow for the storage of bins outside of the public domain.

Having full consideration to the design merits of the proposal and the layout of the scheme it is considered that the development would deliver an attractive residential environment which would enhance the existing area. The scale and density of the development is reflective to that which was afforded consideration at Outline Stage, overall it is considered that the design and layout should successfully assimilate with the existing housing stock, whilst providing good quality family housing. It is therefore, considered that the proposal adheres to the objectives of CSP policies 14 and 29 which stress the importance of achieving high quality design.

Residential Amenity

The site only bounds 11 residential properties. These are generally located across the southern boundary and front Honeywell Lane, they have rear gardens that extend to the site. Representations have raised amenity concerns with overlooking, disturbance and loss of outlook being the principle issues. It is proposed that plots 3-7 would abut the rear boundary of no.s 50-64 Honeywell Lane, these dwellings (a detached and 2 pairs of semi's) would all be of a standard 2 storey construction.

Levels do fall in the southern corner by approximately 2.5m to the rear gardens which make the development of this area more sensitive. To compensate for the change in levels the 21m recommended back to back spacing distance has been extended from a minimum 24m to 33m. In addition to this, when considering the impacts of overlooking, it should also be noted that the properties would not be orientated directly 'square' to one another but at an acute angle looking away from the existing properties. Existing semi-mature trees located along the boundary would be retained, and these would be supplemented with additional planting and secondary screen fencing. Given that the properties are located due north, they would not result in a material loss of light. Overall the relationship to existing properties would be policy compliant and as such is deemed to be acceptable.

With regard to the residential amenity of the future occupants of the site, the layout generally achieves the separation distances set out in Supplementary Planning Document 'Designing New Housing Development'. In addition, the properties themselves comply with the technical requirements of the South Yorkshire Residential Design Guide. At the request of the Pollution Control Officer, properties located along the eastern boundary (to the railway line) would have a higher specification of glazing, this would ensure internal noise levels to these properties are well within recommended WHO guidelines.

The design and layout has been informed from comments raised by local residents to the applicants as a result of the consultation undertaken prior to the applications submission. Parking difficulties, and properties being accessed from Carrington Avenue was a principle concern, this has been addressed by all properties now being accessed from the sites internal road.

Disturbance arising during the construction phase was raised within the representations. To address these concerns relevant conditions can be employed restricting working hours. Best practice guidelines to working practices can also be secured within a construction method statement, this would control noise and dust across the site. It also requested that a phasing plan is submitted so that the full extent of the works can be properly assessed.

Highway Safety

Details of the access location and junction design were approved as part of the detail submitted with the outline application which included a detailed Transport Assessment. As such, it falls outside the scope of the Reserved Matters that are being considered under this application.

The Outline consent secured a number of highway improvements; these were detailed in condition no.13 and included:

- Provision of a 2m wide footway on the Carrington Avenue frontage;
- Measures to prevent parking at the junction of the access road with Honeywell Lane;
- Measures to prevent parking on the southern side of Honeywell Lane;
- Provision of a pedestrian facility at Honeywell Tunnel;

The absence of any properties taking direct frontage to Carrington Avenue has deleted the requirement for a footway to Carrington Avenue, all other aspects will however, be addressed as originally proposed. The lack of direct access to any properties from Carrington Avenue is considered to be especially favourable to ensuring that disturbance to existing properties is minimised. It will also reduce any further demands being placed for on street parking.

The main consideration from a highway safety perspective is therefore the plans for the internal road/footpath layout and parking. The design of the road layout has been assessed by Highways to be acceptable from a design guidance perspective, essentially there is a clear hierarchy to the internal access arrangement, this would be achieved by a central spine road serves a number of cul-de-sacs and private drives, turning heads for refuse/fire appliances are accommodated where appropriate. Each property would have off road parking in accordance with SPD 'Parking' and adequate pedestrian intervisibility splays would be achieved at entrances.

The location of the site is highly sustainable given the links which it forges with the town centre and the relevant services it supports. Pedestrian, transport and cycling links are all on hand which would promote sustainable modes of travel, thus reducing impact upon the highway network. The Highways Authority have been fully supportive to the proposals which are considered to meet the requirements of Policy CSP26.

Section 106 Considerations – Public Open Space, Education and Affordable Housing

Open space provision – The S106 Agreement signed at the outline approval included compensatory greenspace to offset the loss of the sites playing pitches. This package was agreed in conjunction with consultations undertaken with Sport England. The agreement secured playing pitch improvements to the fleets (Two under 8 mini pitches and modifications to existing playfields to improve capacity), a commuted sum of £250,000 to reinstate a full sized artificial pitch at the Dorothy Hyman Centre and provision of a LEAP standard play area.

The proposals include a central open 'green' as well as more marginalised landscaped areas to meet informal POS requirements. The LEAP standard play area would be provided on land directly opposite the site off Honeywell Lane, this will serve a catchment that extends beyond residents of the new development. To meet formal offsite recreation requirements a commuted sum of £79,273 is required, this would be met through an additional section 106.

Education – It was established at the outline stage that a contribution towards primary school places would be required. The development would generate a requirement for 16 primary places, this equates to the payment of £112,384.

Affordable housing – The viability of an affordable housing contribution was tested at outline stage, this was undertaken by NPS on behalf of the Council. The appraisal identified that there

would not be sufficient value in the site and as such there is no provision for affordable housing within the development.

Trees/vegetation & biodiversity

A small number of mature trees on the Honeywell Lane boundary will be removed to facilitate the sites entrance, these details had been previously approved on the outline permission. The hedgerow, trees and semi-improved grassland along the eastern boundary of the site to the railway line will be retained within a 5 m 'no build zone', this will ultimately ensure that these habitats are not damaged, and the semi-improved grassland will be kept separate from neighbouring gardens. Scattered trees along the western boundary to Carrington Avenue would also be retained.

The landscaping proposals include a good degree of native tree and hedge planting to the sites boundaries and the central green. The details of the planting schedule will ultimately be determined by way of a condition, but the proposals are considered to create an attractive environment that would not prejudice the recommendations, and objectives of the ecology survey that were conditioned on the outline permission. Accordingly there are no objections raised.

Responsibility to the future maintenance of all soft and hard landscaped areas would be transferred to a private management company, this would also include the LEAP that is proposed at Honeywell Lane.

Drainage/Flood Risk

The flood risk assessment submitted with the outline application established that the site is not at risk of flooding. However, it is necessary to prevent the development from increasing flood risk downstream via the inclusion of sufficient attenuation measures to reduce surface water run off to existing greenfield rates. Percolation tests have identified that the site is unsuited to the use of soakaways, the presence of the railway line also discounts these. The proposals are to attenuate surface water on site before it is released to a nearby combined drain. A condition on the outline permission prevents development until drainage design details have been approved for each phase of development, this will include liaising with the relevant drainage authorities to gain appropriate approval.

Conclusion

In summary, this application seeks approval for the details of the layout, scale, appearance and landscaping of the Carrington playing fields site. The principle of allowing the site to be development for residential purposes, and the location of the means of access having been established by the decision to grant outline planning permission on application 2014/0807.

Following an assessment against the Council's Designing Residential Development, Public Open Space and Parking SPD's and Core Strategy policies CSP29 'Design' and CSP14 'Housing Mix and Efficient Use of Land' the plans for the Reserved Matters are judged acceptable with regards to visual, residential amenity and highway considerations.

The development would be set within a high quality landscaped environment which also incorporate sufficient safeguards to protect levels of residential amenity. Overall sustainable objectives can also be achieved through the building's design, sustainable drainage and ecological enhancement. Where appropriate any harm can be suitably mitigated.

It is considered that there are no other material considerations to indicate that a decision should be made at variance to the above policies, other than where new conditions are recommended. As such there are no significant or demonstrable adverse impacts associated with the development

and the application has successfully demonstrated that the Reserved Matters have been successfully addressed.

Therefore it is recommended to the Board that the application is granted Reserved Matters approval subject to the identified conditions.

Recommendation

Grant Reserved Matters Approval subject to conditions and completion of a Section 106 Agreement securing commuted sums towards Education and formal Recreation.

Grant subject to:-

- 1 The development hereby permitted shall be begun before the expiration of 2 years from the date of this approval of reserved matters.
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 and specifications as approved unless required by any other conditions in this permission:-

811121.02- Site Location Plan- April 2016
811121.01 - Planning Layout (Black and White) Rev E
811121.04 - Street Scenes Rev A
811121.05 - Cross Sections Rev B
811121.06 - Boundary Treatment Layout 811121.06 Rev B
811121.10 - Planning Layout 811121.10 Rev E
811121.11 - Indicative Finished Floor Levels Plan Rev E
22 January 2016 House Type Booklet Rev A
2371-102 - Landscape Layout Rev F
Drain/01 Indicative Drainage -
2371-103 - Tree Retention, Removal and Protection Rev C
81121-12 - Acoustic Mitigation Measures Rev B
Design and Access Statement September 2016 Issue 4
2371-501A - Landscape Management Strategy
Biodiversity Mitigation and Enhancement Measures Ecus Report May 2016
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.

- 3 No development shall take place until full details of the proposed external materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.

- 4 The boundary treatment indicated on plan ref 811121.06 Rev B 'Boundary Treatment layout' shall be completed prior to the occupation of the individual dwellings.
Reason: In the interests of the visual amenities of the locality and the amenities of occupiers of adjoining property in accordance with Core Strategy policy CSP 29.

- 5 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.

- 6 The development shall be carried out strictly in accordance with the noise mitigation measures detailed on Acoustic Mitigation Measures Plan Ref 811121 dwg no.12 Rev B.
Reason: In the interests of the amenities of local residents and in accordance with Core Strategy Policy CSP 40.
- 7 All surface water run-off shall be collected and disposed of within the site and shall not be allowed to discharge onto the public highway
Reason: In the interest of highway safety, in accordance with Core Strategy Policy CSP 26.
- 8 Vehicular and pedestrian gradients within the site shall not exceed 1:12
Reason: In the interest of highway safety, in accordance with Core Strategy Policy CSP 26.
- 9 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 others of similar size and species.
Reason: In the interests of the visual amenities of the locality, in accordance with Core Strategy Policy CSP 29.
- 10 Prior to the commencement of development full details of the LEAP standard play area including, management responsibilities and maintenance schedules and a programme for installation shall be submitted for approval in writing by the Local Planning Authority. The approved details shall be implemented in accordance with the agreed timetable for installation.
Reason: In the interests of residential amenity to ensure adequate provision of public open space to meet local needs in accordance with Policy CSP 35 of the Core Strategy.
- 11 The development shall be carried out in strict accordance with the Biodiversity mitigation and Enhancement Measures report Prepared by Ecus (May 2016). The Local Planning Authority shall be notified in writing when these works have been completed.
Reason: To conserve and enhance biodiversity in accordance with Core Strategy Policy CSP 36.
- 12 Prior to the commencement of the first dwelling full details of both hard and soft landscaping works, including details of the species, positions and planted heights of proposed trees and shrubs; together with details of the position and condition of any existing trees and hedgerows to be retained shall be submitted for approval in writing to the Local Planning Authority. The approved hard landscaping details shall be implemented prior to the occupation of the building(s) and the soft landscaping within a timetable to be agreed.
Reason: In the interests of the visual amenities of the locality, in accordance with Core Strategy Policy CSP 29.

