
2018/0969

Applicant: Berneslai Homes C/o NPS Barnsley

Description: Conversion of disused former NHS residential accommodation into 13 dwelling units and associated works including alterations to access road, landscaping, provision of bin stores and street lighting

Site Address: Keresforth Centre, House 1-12, Keresforth Close, Barnsley, S70 6RS

Site Location & Description

The application relates to a former collection of 3 bedroom homes owned by the NHS Trust and used to accommodate NHS Staff arriving in to the country from overseas. The dwellings were vacated and then used by the trust as offices with an outpatient facility to dwelling 11. The buildings have been left uninhabited and unused for the past 3 years. The immediate external area is made up of gardens for the houses, a service/ access road and 2 existing garage blocks.

The buildings are predominantly 2 stories in height and, with the exception of the garage blocks, either semi-detached or terraced. The front elevations of the buildings are staggered and not in a straight line.

The site sits to the East of Barnsley fire station, the North East of 3 blocks of apartments, the South of sports fields, the north of playing fields and the West of the NHS Keresforth Centre.

The site, along with the fire station, Keresforth Centre and playing fields falls within mixed use allocation AC16 in the Local Plan. The site is proposed for a mix of housing (circa 200) and green space (3.25Ha of playing pitches).

Proposed Development

It is proposed to reinstate and reuse the 12 existing houses as 3/4 bedroom dwellings through a refurbishment programme that will modernise them and ensure they comply with current building regulations. One of these houses had been used for outpatient appointments and is now proposed to be refurbished into a wheelchair accessible dwelling for a family with a double bedroom, bathroom and living accommodation on the ground floor and further bedrooms and a bathroom on the second floor

The external alterations to the dwellings will include a render panel around the main entrance as well as a more contemporary glass canopy above the door. The front doors will be replaced with composite units. The windows will also be replaced with more efficient double glazed uPVC units. The majority of the existing fenestration openings will remain with a small number added to serve the revised internal layouts.

It is also proposed to render the gable elevations with a light colour render to lighten the dwellings and give a more contemporary appearance.

In addition to the re-use of the existing houses, one of the garage blocks will be demolished to open up the aspect in front of the second garage block which will then be converted into a wheelchair accessible dwelling (plot 13).

In total 13 homes will be created, (1no. 2 bed, 11no. 3 bed and 1 no. 4 bed). The external area will be used for the same purpose with each home having its own private garden and dedicated parking allocation (2no. spaces per dwelling). The existing central circulation area will be used as an access drive and the existing site restrictions have determined the available road width which is in excess of 5.5 m.

A turning head has been introduced at the end of the access road to enable refuse collection and the turning of large vehicles. The new turning head requires a new retaining wall to be introduced and the existing steps to be demolished and rebuilt.

The houses which back on to the existing steep grass bank, including plots 7-12 have smaller back gardens than recommended due to the existing site restrictions.

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 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 emerging Local Plan has now reached a very advanced stage with a consultation on main modification to the plan commencing in July 2018. The consultation follows confirmation from the Local Plan inspector that the plan is capable of being found sound. This by no means represents the Inspectors overall judgement, which will not be known until the final report is issued and the examination closes. However, it does mean increasing weight can be given to the policies contained within the document although, in accordance with paragraph 48 of the NPPF, the extent of this will depend on:

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

By virtue of the fact the policies have been tested at examination, they have been scrutinised in relation to their degree of consistency with the NPPF and it is therefore highly likely that they are sufficiently compliant. However, it will not be possible to conclude whether many of the objections have been resolved until the inspector has considered the responses to the consultation on modifications and the final report is published. The extent to which weight can be attributed to the Local Plan policies will therefore vary on a case by case basis taking into account the relevant policies and the significance of any unresolved objections.

The Core Strategy

- CSP1 Climate Change
- CSP2 Sustainable Construction
- CSP3 Sustainable Drainage Systems
- CSP 4 Flood Risk
- CSP5 Including Renewable Energy in Developments.
- CSP8 The Location of Growth
- CSP9 The Number of New Homes
- CSP10 The Distribution of New Homes

CSP14 Housing Mix and Efficient Use of Land
CSP15 Affordable Housing
CSP25 New Development and Sustainable Travel
CSP26 New Development and Highway Improvement
CSP29 Design
CSP30 The Historic Environment
CSP35 Green Space
CSP36 Biodiversity and Geodiversity
CSP39 Contaminated and Unstable Land
CSP40 Pollution Control and Protection
CSP42 Infrastructure and Planning Obligations
CSP43 Educational Facilities and Community Uses

Consultation Draft Local Plan

The Council has produced a Consultation Draft Local Plan which shows possible allocations up to 2033 and associated policies. The document is a material consideration but the weight afforded to it is limited by the fact it is at an early stage in its preparation. In the Policies Maps the site is allocated as Urban Fabric and Green Space.

Unitary Development Plan

The UDP designation is Housing Policy Area/Employment Policy Area. The West part of the site is also in a Conservation Area.

Saved UDP policies

H4 'Development on Housing Sites' promotes residential development
H8A 'Existing Residential Areas'

Relevant Supplementary Planning Documents and Advice Notes

SPD Designing New Housing
SPD Open Space provision on New Housing Developments
SPD Parking
PAN 30 Sustainable Location of Housing Sites

NPPF

The NPPF 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.

Paragraphs of particular relevance to this application include:

Para 7 - The purpose of the planning system is to contribute to the achievement of sustainable development.

Para 11 – Plans and decisions should apply a presumption in favour of sustainable development.

Para 91 - Planning policies and decisions should aim to achieve healthy, inclusive and safe places

Para 109 - Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Para 124 - The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Consultations

PROW – No objections subject to further information

Drainage – No objections Building Control to check

Yorkshire Water – No objections

SYMAS – No objections

The Coal Authority – No objections subject to Standing Advice

Affordable Housing – No objections

Regulatory Services – No objections

Ward Councillors – No comments

Representations

14 neighbouring residents were consulted on the application, a site notice was put up in the local area and a press notice was placed in the Barnsley Chronicle. No letters of representation have been received.

Assessment

Principle of Development

The site is located within a Housing Policy Area in the currently adopted Unitary Development Plan maps and within site allocation AC16 in the submission version of the Local Plan. AC16 is a mixed use allocation proposed for circa 200 houses and 3.25ha of Green Space. Furthermore, the buildings were previously used as dwellings for NHS staff relocating to the area from overseas. As such, the use of the buildings for housing is acceptable in principle and previously established.

Whilst the scheme has been submitted by Berneslai Homes the number of properties developed i.e. 13, would not trigger the requirement for affordable provision to be included as part of the scheme.

All dwellings proposed within existing residential areas must ensure that living conditions and overall standards of residential amenity are provided or maintained to an acceptable level both for new residents and those existing, particularly in respect of the levels of mutual privacy. In addition, infill development will only be granted where the development would maintain visual amenity and not create traffic problems or prejudice the possible future development of a larger area of land.

Residential Amenity

There are existing residential dwellings to the West of the site in the form of 3no. blocks of apartments. However, the apartments are built on a higher level and the buildings subject to this application already exist, as such, the development would not increase overshadowing or result in overbearing features.

There are habitable room windows proposed in the side elevations of the properties facing the neighbouring apartments, however, given the level differences and separation distances privacy levels for existing and proposed residents would still be maintained to a reasonable degree.

There would be noise and disturbance generated by the proposed development through residential activity and vehicular movements, but, given the buildings have previously been used for residential purposes and as office accommodation, the noise and disturbance would not be significantly different or to an unreasonable degree.

With regards to the amenity of the future residents of the scheme, some of the separation distances between front elevations (between plots 6 and 7 and plots 1 and 12) fall short of the minimum recommended 12m across a road (the distance is 10m). However, these separation distances already exist and are the same as when the units were previously used for residential purpose.

As the buildings are staggered there are some instances where windows are on side elevation windows which face neighbouring amenity spaces, especially to the South of the site where the division of garden areas is a little more complicated. The majority of these windows serve non habitable rooms but there are instances where the windows do serve habitable rooms. However, some of the views would be restricted by boundary treatments, especially in respect of ground floor windows. In other situations the windows are secondary windows in dual aspect rooms where a condition could be recommended to obscure them without restricting light levels or outlook for occupants. As such, privacy levels would be maintained to a reasonable degree.

Despite the dwellings being constructed a number of years ago the internal spacing on offer is similar to current requirements. For example the 3 bedroomed units measure approximately 75/76m² internally which is only marginally short of the 77m² for a 3 bedroom 4 person household set out in the South Yorkshire Residential Design Guide, as such, amenity levels for future residents would be to a reasonable degree.

In terms of external amenity space, the properties to the North of the access road meet or exceed the 60m² recommended in the SPD and South Yorkshire Residential Design Guide. However, given the location of the steep banking in close proximity to the rear elevations of plots 7-9, and the awkward garden arrangement between plots 9 and 10, those plots fall below the recommended external amenity standards. For example, the garden area to the rear of plot 8 measures approximately 30m². However, as the buildings exist there is little opportunity to increase the garden sizes without reconfiguring the adjacent land and constructing large retaining structures. The gardens would be large enough to provide

seating/entertaining areas but would have minimal space for recreation. Permitted Development rights would be removed so that the garden areas could not be eroded further through the erection of extensions or outbuildings. Furthermore, there is currently a playing field directly opposite the site and if a mixed use scheme comes forward on AC16 it would need to incorporate a large area of green space which could be used by residents. There is also a large sports club nearby which provides a range of recreational activities. On this basis, there are recreational opportunities within close proximity to the site and as such, on balance, the smaller garden areas are not considered to be of detriment to warrant refusal of the scheme.

Design & Visual Amenity

The existing buildings would not be dramatically altered, rather brought up to date and modernised. A feature would be made of the main entrance doors with a rendered panel around the door itself and a glazed canopy above. The front doors themselves would also be replaced for a more contemporary composite design with the windows also being upgraded. The gables of the buildings would also be covered in a light colour render to brighten up the elevations. The proposed amendments would retain the original character but modernise and uplift the appearance more in-line with modern developments, as such, the amendments would arguably improve visual amenity, in accordance with CSP29.

The former garage block would obviously undergo a change in order to be converted into a dwelling (Plot 13). However, the main walls and roof would be retained and the building would receive fenestration to reflect that of the adjacent properties. The end gable would be upgraded with composite cladding as this elevation is in a prominent position and forms a gateway into the site. As such, it would harmonise with the development and maintain, or arguably improve, visual amenity.

Currently there is a shared space between the front elevations of the buildings which accommodates footpaths and landscaping. As there is limited vehicular access to the buildings, and no in-curtilage parking, it is proposed to introduce an access road, turning head and parking spaces for each property, in-line with current policies and guidelines.

This would obviously decrease the amount of soft landscaping and increase the amount of hard landscaping. However, front garden areas would still be incorporated and the parking spaces for each unit would generally be separated by soft landscaping. As such, the streetscene would not be overly dominated by hard landscaping or overly prominent/dominant parking areas.

Each property, including the mid terraced dwellings, would have pedestrian access to the rear garden areas and bin stores. As such, waste and recycling containers would be located in non-prominent positions and not dominate the streetscene.

Highway Safety

The existing buildings are located off a private road and were formerly used for residential purposes. There are, therefore, no objections in principle to the proposed development in a highway context. The Council's Highways Section have commented as follows:

"The existing buildings are located off a private road and were formerly used for residential purposes. There are, therefore, no objections in principle to the proposed development in a highway context. It should be pointed out that a connection to an adopted highway will be required at some point in the future. The junction arrangement does not conform to current standards but it is not a new proposal having being in use for many years. In the case of new development an adoptable road would be required which should consist of a 5.5m

carriageway and with 700mm margin surrounding it, in order that the highway can be kept open if the statutory undertakers need to access their equipment. A narrower carriageway is acceptable if the statutory undertaker's equipment can be located elsewhere."

With regards to the above, given that the site forms part of a larger mixed use allocation there are likely to be upgrades to the roadways through the site as part of future planning applications that this development would benefit from. In terms of the internal layout the scheme provides sufficient off-street parking to meet the relevant SPD and also provides a turning head for refuse vehicles. As such the proposal is considered acceptable on highway safety grounds.

Conclusion

Taking into account the relevant development plan policies and other material considerations, subject to conditions, it is not considered that there are any significant and demonstrable adverse impacts that would outweigh the benefits associated with the granting of planning permission for the revised scheme. The proposal therefore complies with the development plan as a whole and the advice in the NPPF.

As such the scheme is considered to accord with policies and guidelines and is recommended for approval.

Recommendation

Approve subject to conditions:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.
- 2 The development hereby approved shall be carried out strictly in accordance with the plans (Nos 004-C5, 013-P1, 014-P1, 015-P1, 016-P1, 017-P1, 018-P1, 022-P1, 024-P1, 025-P1, 026-P1, 027-P1, 028-P1, 029-P1, 030-P1, 035-P1, 037-P1, 038-P1, 039-P1, 082-P1 and 084-P1) and specifications as approved unless required by any other conditions in this permission.
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.
- 3 Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Core Strategy Policy CSP 40, Pollution Control and Protection.
- 4 Upon commencement of development, 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 to and approved in writing by the Local Planning Authority. The approved hard landscaping details shall be implemented prior to the

occupation of the building(s).

Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 36, Biodiversity and Geodiversity.

- 5 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which die within a period of 5 years from the completion of the development, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with other of similar size and species.

Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 36, Biodiversity and Geodiversity.

- 6 The parking/manoeuvring facilities, indicated on the submitted plan, shall be surfaced in a solid bound material (i.e. not loose chippings) and made available for the manoeuvring and parking of motor vehicles prior to the development being brought into use, and shall be retained for that sole purpose at all times.

Reason: To ensure that satisfactory off-street parking/manoeuvring areas are provided, in the interests of highway safety and the free flow of traffic and in accordance with Core Strategy Policy CSP 26, New Development and Highway Improvement.

- 7 Vehicular and pedestrian gradients within the site shall not exceed 1:12 to ensure safe and adequate access.

Reason: in the interests of highway safety and the free and safe flow of traffic and in accordance with Core Strategy Policy CSP26, New Development and Highway Improvement.

- 8 No development shall take place, including any works of demolition, 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:

- The parking of vehicles of site operatives and visitors
- Means of access for construction traffic
- Loading and unloading of plant and materials
- Storage of plant and materials used in constructing the development
- Wheel washing facilities
- Measures to control the emission of dust and dirt during construction

Reason: In the interests of highway safety, residential amenity and visual amenity and in accordance with Core Strategy Policy CSP 26, New Development and Highway Improvement, and CSP 29, Design.

- 9 The windows on the Eastern elevation of plot 11 (W108 & W109) facing the rear garden area of plot 12 shall at all times be fitted with obscure glass and retained as such thereafter.
Reason: To safeguard the privacy and amenities of the occupiers of adjoining residential property and in accordance with LDF Core Strategy Policy CSP 29, Design.
- 10 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification), no enlargement, improvement or other alteration of the dwellings which would otherwise be permitted by Part 1 of Schedule 2 to that Order shall be carried out without the prior written consent of the Local Planning Authority, and no garages or other outbuildings shall be erected.
Reason: To safeguard the privacy and amenities of the occupiers of adjoining residential property in accordance with Core Strategy Policy CSP 29.

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationary Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. 100022264. (2018)



BARNSELY MBC - Regeneration & Property

Service Director: David Shepherd
Westgate Plaza One, Westgate
Barnsley, S70 9FD
Tel. (01226) 772621



Scale 1: 2500