
2018/1340

Applicant: Mr. Ron Brannon – Berneslai Homes

Description: Variation of condition 2 of application 2018/0969 (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) to allow amendments to the road layout and reduce dwelling numbers from 13 to 12

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

Application 2018/0969 was granted planning permission to reinstate and reuse the 12 existing houses as 3/4 bedroom dwellings through a refurbishment programme that would modernise them and ensure they comply with current building regulations.

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

In total 13 homes were to be created, (1no. 2 bed, 11no. 3 bed and 1 no. 4 bed). The external areas were to 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 was to be used as an access drive.

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

However, since the approval of application 2018/0969, and following discussions with highways, the applicants are now proposing to amend that approved scheme. The conversion of the buildings themselves will remain largely unchanged; the main alterations are to the access and parking arrangements.

Instead of an access road and turning area being created to allow in curtilage parking, the applicant now proposes to retain the existing pedestrian access to the dwellings and provide parking and turning within a parking court where the garage blocks currently stand. This would result in the previously approved converted garage block to be demolished and therefore omitted from the scheme and as such, the scheme would be reduced from 13 units to 12 units.

The proposed units would retain private amenity spaces to the rear and have front gardens with private pedestrian paths leading to the central shared pedestrian access.

As with the previous approval, external alterations to the dwellings would 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.

All of the units are proposed to be for affordable rent owned and managed by Berneslai Homes. It is the intention that these units would form part of the affordable provision for the residential development on the mixed use allocation site.

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 the Council having received the Planning Inspector's report for fact checking. The Final Report is anticipated to be received between this report being written and the date that planning and regulatory board will consider this application. This means that substantial weight can be given to the policies contained within the Local Plan. Strictly speaking, the Core Strategy and Unitary Development Plan remain the development plan for the borough. However, in light of the fact the Local Plan is on the verge of being adopted, these are now afforded less weight, particularly where it is clear that relevant policies within either of the documents are superseded by up-to-date policies within the Local Plan

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

Emerging Local Plan

Policy GD1 – General Development
Policy H7- Housing Mix and Efficient Use of Land
Policy T4 – New Development and Transport Safety
Policy D1 – High Quality Design and Place Making
Policy CC3 – Flood Risk
Policy Poll1 – Pollution Control and Protection

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 – Have acknowledged that the paths surrounding the site do not appear to be directly affected by the development.

Drainage – No objections

Yorkshire Water – No objections

SYMAS – No objections subject to applicant being made aware that any significant excavation works may encounter coal and they should have in place contingency plans for this.

The Coal Authority – No comments but no objections to previous scheme subject to Standing Advice

Affordable Housing – No comments but no objections to previous scheme

Regulatory Services – No objections subject to condition

Tree Officer – No objections

Ward Councillors – Cllr Mitchell stated her support of the scheme but requested grit bins

Highways – No objections subject to conditions

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 principle of the development has been established by the granting of application 2018/0969. The assessment of the principle of that development is relevant to this application and stated the following:

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.

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

The proposed scheme is very similar, in terms of the 12no. converted properties, as the previously approved scheme with the exception of some minor fenestration changes to plots 11 and 12 and some revised boundary lines serving the private amenity spaces. As such, amenity levels for existing and future residents would be very similar.

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 purposes

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 in the northern section of the site 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, those plots fall below the recommended external amenity standards. 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. Furthermore, with the exception of relatively minor alterations to the fenestration of plots 11 and 12 the proposed dwellings would remain very similar to those already approved under application 2018/0969.

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.

Currently there is a shared space between the front elevations of the buildings which accommodates footpaths and landscaping. This would be revised in order to retain a single pedestrian footpath through the centre of the site, which leads to a set of steps and access to a footpath at the end. The footpath would be bounded by front garden areas and private access paths serving the proposed dwellings. The proposed arrangement obviously differs from the previously approved access but is not significantly different to the existing situation.

To the North East of the site there would be a parking court area and turning head. This is similar to the existing situation albeit the existing garage blocks would be replaced with open parking spaces. The cars and hardsurfacing would not be over dominant as they would be set back and surrounded by landscaping and dense vegetation.

It should be noted that the previously approved scheme incorporated an adoptable road through the scheme and provided in curtilage parking. By removing that from the current

scheme and reverting to a shared parking court, this frees up extra space for front gardens and soft landscaping giving the developments a softer and more open appearance, to the benefit of visual amenity. In addition it has also allowed the existing vegetation to the east and south of the site which benefits the biodiversity of the site.

The majority of the properties have pedestrian access to the rear garden areas in order to store bins and recycling containers, however, given plots 8 and 9 are mid terraced units, they have no external access. These properties would have timber bin stores to the front which would be set back from the highway and partially obscured due to the neighbouring properties being set further forward on their plots. As such, waste and recycling containers would be located in non-prominent positions and not dominate the streetscene.

A refuse collection point is also proposed adjacent to the parking court so that bins can be stored neatly and safely adjacent to the adopted highway on collection days.

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 current proposal differs from the previous approval in that each dwelling would not have in-curtilage parking, however, the current proposal closely relates to the existing situation with a shared parking area and pedestrian access to the properties.

Whilst the changes to the approved scheme have resulted in visual and biodiversity improvements it is acknowledged that residents would not be able to drive their cars up to the house which will, in some circumstances, lead to long carry distances from their cars to their dwellings. This is especially the case for the future residents of plots 5-8, and would also be the case for the occupants taking bins out to the refuse collection point. However, as outlined above, this is the situation which previously occurred when the buildings were in residential uses. Overall, it is felt that the benefits gained in terms of visual and biodiversity improvements balance out the potential occasional difficulties that would occur from the distances between the properties and the car park/refuse areas.

The existing buildings are located off a private road (the section of road between Broadway and the site is not adopted) and it should be noted that a connection to an adopted highway will be required at some point in the future. However, 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. The proposed roadway within the site itself is 5.5m wide with 700mm hard margins so would be capable of being adopted in the future.

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 26th September 2021.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990 and condition 1 of application 2018/0969.
- 2 The development hereby approved shall be carried out strictly in accordance with the plans (Nos 004-C5, 004-C10, 004-C12, 011-C2, 013-P1, 014-P1, 015-P1, 016-P1, 017-P1, 018-P1, 018-C5, 022-P1, 024-P1, 025-P1, 026-P1, 027-P1, 028-P1, 030-P1, 035-P1, 036-C3, 037-P1, 038-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 amenity 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

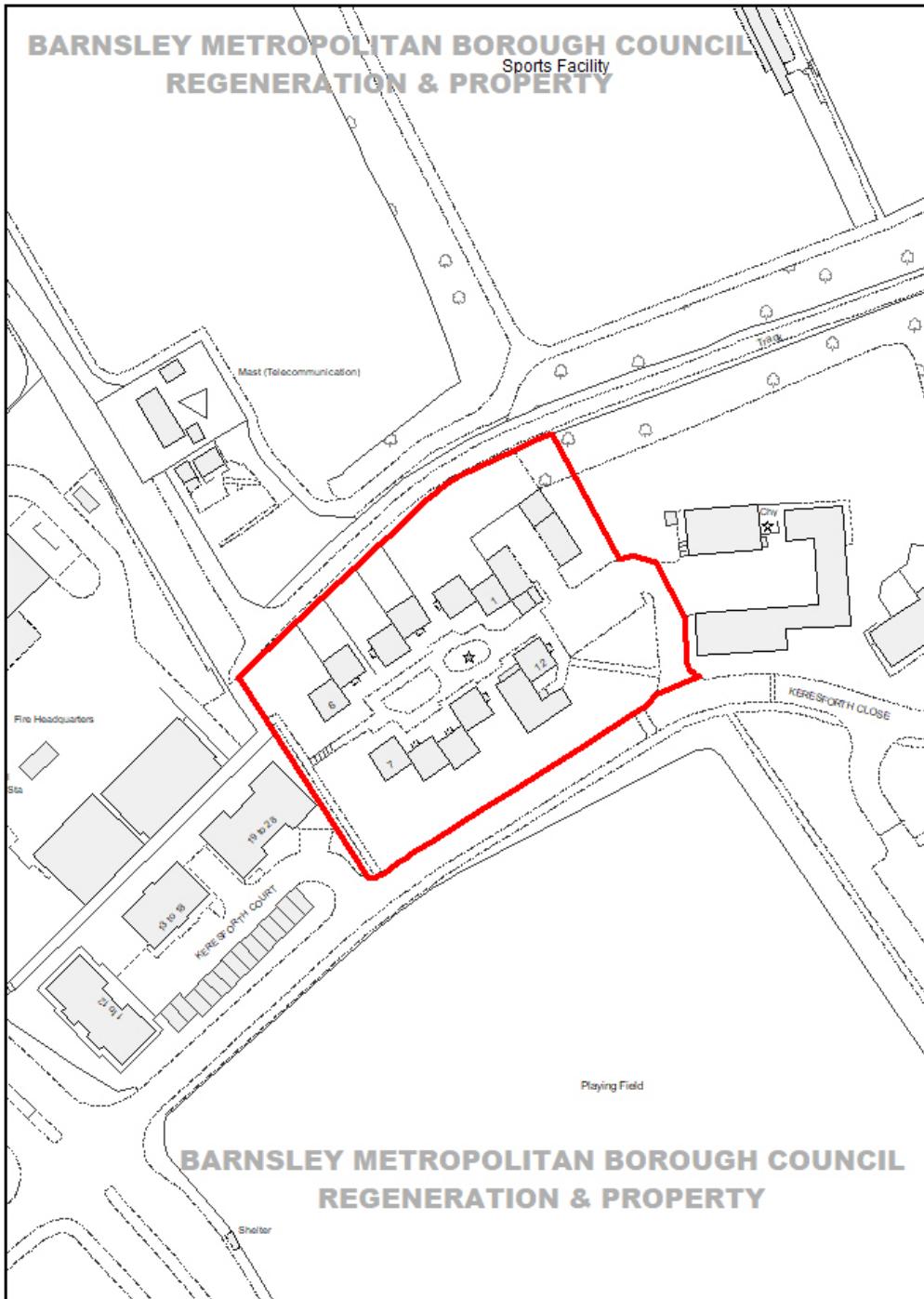
Reason: In the interests of highway safety, residential amenity and visual amenity and in accordance with Core Strategy Policy CSP 26, New Development and Highway Improvement, and CSP 29, Design.
- 9 The window on the Eastern elevation of plot 11 (W109) facing the rear garden area of plot 12 shall at 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.

PA Reference:-

2018/1340



BARNSTABLE MBC - Regeneration & Property

NORTH

Scale 1: