
2021/1405

Applicant: Mr John Taylor

Description: Reserved matters (appearance, landscaping, layout and scale) application for development of 91 homes, structural planting and landscaping, surface water attenuation and associated infrastructure in connection with outline planning permission 2017/1718 (Outline planning for up to 102 homes)

Address: Former William Freeman Site, Wakefield Road, Mapplewell, Barnsley, S75 6DN

Site Description

The site is located off Wakefield Road just north of the Bar Lane / Wakefield Road junction and is part of the former William Freeman employment site. The factory building has been demolished with much of the brickwork left on site and the development platform largely in place.

The site falls sharply from Wakefield Road but beyond this the development platform is relatively flat. There is existing vegetation around the site edges with more dense shrubs and trees along the northern and western boundary (with Wakefield Road). The land to the immediate east and north of the site is scrubland with various trees and shrubs scattered across it. Beyond this are agricultural fields. To the south and west is the residential areas of Athersley North and Mapplewell.

The southern portion of the site has been developed for a Lidl Convenience store (subject of application 2017/1716).

Proposed Development

This application is submitted in reserved matters form following the approval of outline application 2017/1718 which granted permission for the principle of residential development on the site and the means of access. The principle of the development and access has therefore already been established and as such the matters for consideration under this application are related to design, scale, layout and landscaping only.

The parameter plan at outline stage demonstrated how the development would incorporate residential development, public open space and ecological areas. The ecological zone is along the eastern boundary, adjacent the scrub land and agricultural areas.

The road layout follows a similar pattern to the parameter plan submitted at outline stage. The access would be off Wakefield road in the position previously agreed. Areas of green space are located to the south-eastern side and on the south-western area of the site and there is a buffer planting zone along the boundary with the Lidl. The greenspace at 0.42ha (excluding buffer zones) would equate to 15% of the site.

The application has been amended throughout its course and now 91 dwellings are proposed which equates to approximately 38 dwellings per hectare.

The development will provide a mix of 1-, 2-, 3- and 4-bedroom properties.

In terms of the market housing mix, there are 10 different house types proposed with the following mix:

-2 x 1 bedroom

- 28 x 2 bedroom
- 41 x 3 bedroom
- 6 x 4 bedroom

In addition to the market housing the scheme also provides for 14 affordable units, 4 of which are first homes (15% as per the outline consent 2017/1718) which are as follows:

- 4 x 1 bed apartments
- 2 x 1 bed apartments (M4(3))
- 4 x 2 bed houses
- 4 x 3 bed houses

The affordable housing is distributed throughout the site.

History

2009/1076 - Erection of 83no. Residential dwellings (including means of access and layout) and industrial units use class 81, 82 and 88 with means of access (Outline). Withdrawn

2017/1716 - Erection of food store with associated access and car park -Approved

2017/1718 - Residential Development of up to 102 dwellings with associated infrastructure and access (Outline with all matters reserved apart from access) - Approved

Policy Context

Planning decisions 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 Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting held 24th November 2022.

The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

Site Allocation: Housing Allocation

Site HS3:- Former William Freeman Site, Wakefield Road Indicative number of dwellings 102
The development will be expected to retain the diverse grassland to the east, abutting the disused railway line.

SD1 'Presumption in Favour of Sustainable Development'.

GD1 'General Development' provides a starting point for making decisions on all proposals for development setting out various criteria against which applications will be assessed.

LG2 'The Location of Growth'

H1 'The Number of New Homes to be Built' sets the target of new homes for the plan period 2014 to 2033 at 21,546

H2 'Distribution of New Homes' states 43% of new homes to be built in Urban Barnsley.

H6 'Housing Mix and Efficient Use of Land' proposals for residential development are expected to include a broad mix of house size, type and tenure and a density of 40 dwellings per hectare is expected

H7 'Affordable Housing' seeks 20% affordable housing in this area

T3 'New Development and Sustainable Travel'.

T4 'New Development and Transport Safety'

D1 'High Quality Design and Place Making'

GS1 'Green Space' requires new development to provide or contribute towards green space in line with the Green Space Strategy.

GS2 'Green Ways and Public Rights of Way' seeks to protect rights of way from development.

BIO1 'Biodiversity and Geodiversity' requires development to conserve and enhance biodiversity and geodiversity.

CC1 'Climate Change'

CC2 'Sustainable Design and Construction'

CC3 'Flood Risk'

CC4 'Sustainable Urban Drainage'

CL1 'Contaminated and Unstable Land'

Poll1 'Pollution Control and Protection'

PI1 'Infrastructure and Planning Obligations'

SPD's

- Design of Housing Development
- Parking
- Open Space Provision on New Housing Developments
- Sustainable Travel
- Financial Contributions for Schools
- Trees and Hedgerows
- Affordable Housing
- Biodiversity and Geodiversity
- Planning Obligations

Other

South Yorkshire Residential Design Guide

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.

Consultations

Air Quality: A condition was applied at outline requiring mitigation measures to be submitted and approved in accordance with the Air Quality Assessment provided with that application, prior to commencement. The mitigation measures can include low emission domestic boilers, EVCP and a Travel Plan.

Affordable Housing Officer: The requirement for the area is 20%, however, as this scheme was approved at outline prior to the adopted Local Plan the previous requirement of 15% was applied as a condition and so is carried over to the Reserved Matters.

Biodiversity Officer: A condition was applied at outline securing mitigation in accordance with the Ecological Appraisal Report accompanying that application.

Contaminated Land: No comments received but a condition was attached to the outline requiring detailed sites investigation.

Coal Authority: No objection.

Drainage: Conditions applied to the outline application.

Education: There is a shortage of school places for primary and secondary children as such a contribution is required.

Enterprising Barnsley: Support the application for the development of housing on a designated housing policy site.

Highways: No objection subject to conditions.

Network Rail: No comments or observations to make.

Pollution Control: A Noise Report was submitted with the outline application which assumed no properties would be closer to Wakefield Road than 16m and as a result noise mitigation wasn't required. The layout provided with this reserved matters scheme shows properties less than 16m and as such a condition is requested to secure suitable noise mitigation measures. A Construction Method Statement was conditioned at outline and noise associated with the Lidl was secured as part of that planning application.

Public Rights of Way: No objections subject to condition.

South Yorkshire Police: Preventative measures have been considered with the exception of the standard of any street lighting that may be installed should there be any un-adopted or 'Secondary roads' within this application. Requested a condition be applied, however, street lighting would be dealt with through the relevant highways agreement.

South Yorkshire Mining Advisory Service: No objection.

South Yorkshire Passenger Transport Executive- No comment received.

Superfast South Yorkshire: Standard condition already applied to the outline application.

Tree Officer: Tree retention in line with parameters plan at outline. No objection subject to adequate replacement planting and protection for what is to be retained.

Ward Councillors: Cllr Hunt raised concerns that the residents of 1 Tipsey Court are faced with garage from the development very close to their boundary which is not the case for 2 or 3 Tipsey Court. However, it should be noted that a revised layout was received during the process of the application and there is no longer a garage proposed at this location.

Yorkshire Water: No objection subject to conditions

Representations

The application was publicised with a site notice and by 85 individual neighbour notification. 8 Representations were received and are summarised as follows:

- Want to see hawthorn hedgerow to the northern edge of development undamaged.
- What type of screen fence is to be erected on developer's side of hawthorn hedge/north boundary?
- Foul drain serving Tipsey court cuts across the site.
- Tree identified in original arboricultural report should be retained.
- Building of homes will seriously increase traffic along Wakefield Road.
- Can Mapplewell village services cope with the increase in population?
- Area will be deprived of yet more green space.
- Would prefer if site could be made into a landscaped area.
- Concerned about plan to remove well established trees.
- Object that the garage is too close to house boundary- needs to be the same as other properties.
- Would like 1.8 high timber fence erected along back edge of gardens.

Assessment

Principle of Development

The site has outline planning permission and is part of an allocation in the Local Plan, as such the principle of residential development is established as acceptable. Site specific policy HS3 sets an indicative number of dwellings of 102 with the outline application setting an upper limit of 102 on the site.

This reserved matters application carries forward this principle, however, numbers have reduced to 91 as a result of discussions on the layout and in response to consultee comments, more detail on this is included below. The density across the site has been reduced to 38 dwellings per hectare. Whilst this is slightly under the 40 dwellings as expected in Urban Barnsley and Principal towns, the small shortfall is acceptable to allow for an appropriate layout which ensures an acceptable layout is achieved in terms of parking, landscaping, constraints on site and external separation distances are met to achieve a high- quality development.

Visual Amenity

The site is currently a brownfield site. The previous employment building has been demolished and the site left empty for some time. As a result it is currently not of high value in visual amenity terms.

The development is accessed from the Wakefield Road with houses fronting onto Wakefield road and onto the internal roads. The primary access road leads to secondary and tertiary routes through the development and this demonstrates a clear hierarchy of movement corridors.

Whilst it is considered the houses are a standardised product consistent with a national housebuilder, there are ten house types proposed which include a mix of styles and varying detailing to the elevations to break up the street scene and provide interest. Throughout the application process amendments have been made to ensure high quality design; flat roof elements have been removed from the Edge and Allington house types and the Colton and Squire house types were added to ensure one fully wheelchair accessible dwelling and two accessible and adaptable dwellings. Further, the affordable housing has been pepper-potted throughout the site to be in compliance with the affordable housing SPD.

There are key green spaces identified within the site and various landscaped and ecological buffers. The layout reflects the tree retention and buffer between the proposed development and LIDL as per the outline, a LEAP is shown in the south-western corner and the existing hedgerow along the boundary with Tipsey Court has been retained. Whilst the LEAP is not centrally located, the scale of the site is such that the space will be accessible and also has the advantage of being accessible to residents to the west of Wakefield Road. Further it is overlooked by adjacent properties and a new pedestrian link to maximise security. The overall quantum of greenspace also complies with the SPD in terms of on-site provision. Further, pedestrian connections have been shown throughout the site and importantly a link has been shown to the nearby public right of way along the former railway which will benefit residents of the site being able to access an active travel route.

Initially the development had a lot of frontage parking and amendments to the internal layout have been made to break runs of parking and provide more landscaping to the front of dwellings. A landscaping scheme will be required as per any approval and it is considered all of the above will aid in softening the visual impact of the development and parking areas.

The houses on the site are predominantly two storeys in height with one or two house types also utilising the roofs for additional floorspace. The scale of the development is considered to be in keeping with the surrounding residential areas. A range of materials have been proposed which include brick, render and boarding.

Overall, the proposal includes some variation in house designs and materials and incorporates a good amount of greenspace and tree planting. Therefore, it is accepted that it is sufficiently in compliance with Local Plan Policy D1.

Residential Amenity

At outline the parameters plan provided demonstrated key areas of green, space, buffer zones, trees to be retained and the developable area and this has been brought forward to reserved matters.

A key issue in relation to residential amenity for new residents is the relationship with the proposed retail development both in terms of noise disturbance and the potential for an overbearing impact from the retail building. With regards to noise, provisions have been made on the retail site, i.e. acoustic fencing and the siting of the building to act as a noise barrier so that any noise created would be below the background levels for the residential properties.

The retail building is located to the southern side of the site and orientated so that the rear of the building is on the boundary. This has benefits in terms of noise mitigation. The retail store was also designed so that its scale was appropriate to ensure that it would not prejudice the residential development of the site behind. As a result the bulk of the store was reduced and, with the substantial buffer zone of landscaping which has been carried forward to this reserved matters application it is considered the application is in compliance with SPD Residential Amenity and the Siting of Buildings is achievable.

A Noise Report was submitted with the outline application which assumed no properties would be closer to Wakefield Road than 16m and as a result noise mitigation wasn't required. The layout provided with this reserved matters scheme however shows that a few properties are between 14 and 16m from the road. In order to improve the relationship with existing properties to the north one property is also 10m from the road. It is, however, considered that suitable noise mitigation measures can be provided in terms of boundary treatment and the fabric of the buildings to ensure appropriate living standards for residents of these properties. This can be secured via an appropriate condition. A Construction Method Statement was conditioned at outline and noise associated with the Lidl was secured as part of that planning application. All of the above will ensure that any unacceptable impact from noise on residents is adequately mitigated.

There is minimal impact in residential amenity terms on existing residents with the majority located on the other side of Wakefield Road. However, 1-3 Tipsey Court are located to the north of the site with their rear gardens facing onto the site. Concerns had been raised with the initial scheme about the proximity of development to these properties, particularly No.1. However amendments were made to the initial layout to remove the garage, amend the house type here and pull the unit away from Tipsey Court. It should also be noted that there is a change in levels along the boundary with the proposed houses which mitigates any impact substantially. In addition, the standoff distances are exceeded here with circa 26m measured back to back between the proposed and existing dwellings.

In taking all of the above, the development has a good standard of residential amenity in compliance with Local Plan Policies GD1 and D1.

Amenity of future occupiers

The Designing New Housing Development SPD states that rear gardens of proposed dwellings should be at least 50m² in the case of two-bedroom houses/bungalows and 60m² for houses/bungalows with three or more bedrooms. Smaller gardens may be acceptable in corner plots if privacy and daylighting can be maintained. In addition, shared private space for flats must be a minimum of 50m² plus an additional 10 m² per unit as balcony space or added to shared private space. A revised layout and garden area plan were submitted to support the application and all houses comply with the standards as specified within the SPD and therefore are all provided with adequate amenity space.

The layout has been amended during the course of the application and alterations made to house types to ensure separation distances between dwellings now meet acceptable standards.

In terms of internal amenity, amendments to house types and internal rooms have been received to support the application and now all rooms and houses adhere to the internal space standards recommended in the South Yorkshire Residential Design Guide. As such, the internal amenity is considered to be acceptable in accordance with Local plan Policies GD1 and D1.

Highways

At outline, a transport assessment (TA) was submitted to support the application and consideration had been given to the cumulative impact of the adjoining site for a proposed Lidl store (taking into account Lidl's TA). The TA covered five junctions and established the situation at the time with residential impact being assessed alone and the residential impact with the Lidl store. It was demonstrated by the TA that the impact of the residential traffic on the network was minimal.

The access into the site was agreed at outline and proposed a priority junction with a right turn lane and visibility splays which has been designed to the requirements of the Design Manual for Roads and Bridges, accordingly there is no unacceptable impact on highway safety. It was demonstrated that some of these junctions begin to operate close to or above capacity at peak times. This is due to normal predicted traffic growth and not as a result of this development and therefore, highway improvement schemes will be investigated and implemented in the usual manner.

Throughout this application, a number of amendments have been made to the internal layout to ensure the proposals are considered acceptable with adequate provision for off street parking and visitor spaces provided.

A number of highways conditions were imposed at outline stage which would still need to be complied with if reserved matters was granted. The proposal is considered to be acceptable in terms of highway safety in accordance with Local Plan policy T4.

Biodiversity and Trees

A preliminary Ecological Appraisal of the site was agreed at outline and condition 9 of the approval requires full details of the mitigation measures identified in the report to be submitted prior to the commencement of the development. The Ecology Officer has recommended that these mitigation measures should include an updated ecology survey and report to include mitigation for hedgehog, bats, birds, bees in the form of suitable habitat, gaps in boundary fencing and integrated bat, bird and bee boxes, alongside a sensitive lighting scheme and precautionary working methods for amphibians and small mammals. In addition additional tree/scrub planting along the sites eastern boundary is needed.

In regard to the above, the PEA states the following:

"Once all surveys have been completed and the development plans have been finalised, the report must be converted into an Ecological Impact Assessment (EclA) where details of further survey results, mitigation and biological enhancements are included, to arrive at an assessment of the residual impact of the proposed development. This format will be suitable to submit to the Local Authority"

As this hasn't been submitted as part of this submission it is considered that the additional mitigation measures as recommended by the Ecology Officer could be agreed upon as part of the condition that would still need to be complied with. The Ecology Officer is satisfied with this approach which would ensure that suitable ecological mitigation measures can be submitted to and approved by the LPA and as such would meet the requirements of Local Plan Policy 8101 and the accompanying Biodiversity and Geodiversity SPD.

In terms of trees, the tree retention shown on the layout is in line with the parameters plan submitted at outline and therefore approval is recommended subject to conditions to secure tree protective barrier details, a protection plan, arboricultural method statement and a scheme for hard and soft landscaping.

Public Rights of Way

There are no recorded PROW within the site boundary. There are paths within the site that link onto Wakefield Road and onto the PROW adjacent to the eastern boundary of the site that runs along the former railway line. These will provide useful walking routes for residents of the site. Details of how these will be maintained and constructed can be dealt with by suitable conditions.

Drainage

The site is located within Flood Zone 1 (low risk). Yorkshire Water and the Council's Drainage Section were consulted on the outline application and raised no objections subject to a suitable condition requiring full drainage details to be submitted and approved prior to the commencement of development. The applicant has provided some additional detail with this reserved matters application which confirms that the drainage on the site will be improved with sufficient surface water retention to accommodate the 1 in 100 year flood event plus climate change allowance. This has been reviewed by the Drainage Officer who has confirmed the approach is acceptable and will improve the current situation on the site with regards to surface water flooding. However further details are required and as the condition has been imposed at outline stage this shall ensure that these details are provided and agreed upon before any commencement of development.

Overall, therefore the proposal is regarded as being acceptable with regards to flood risk and drainage considerations in accordance with Local Plan Policies CC3 and CC4.

Air Quality and Noise

In order to minimise the impact of the proposal on local air quality a condition will be applied to any approval to secure details of actions for mitigation of air quality impact.

As discussed in the residential amenity section of this report, the layout now shows a few properties less than 16m from the Wakefield Road and as such a condition is requested to appropriate secure noise mitigation measures.

Sustainability

The site is located in Urban Barnsley where the majority of new growth is planned. It is a sustainable location with good access to a range of services and facilities as being on a main bus route linking to Barnsley and Wakefield.

S106 Agreement

Conditions 21-23 of the outline planning permission related to securing financial contributions to mitigation in relation to additional school places, improvements to off site Greenspace and 15% affordable housing and would be calculated based upon the final number of dwellings agreed at the detailed reserved matters stage.

The S106 will therefore secure the following:

Affordable Housing - Local Plan Policy H7 states that housing developments of 15 or more dwellings will be expected to provide affordable housing. The outline application predates the current Local Plan and a condition was applied securing 15% affordable housing in accordance with policies at that time. The layout complies with this policy with 14 units being proposed comprising of 4 no first homes and 10 no affordable units.

Education - Based on the proposed number of houses and current capacity within schools the following is required:

18 primary places@ £16,000 each, 13 secondary places@ £16,000 each. Total contribution= £496,000.

Open space provision - New green space provision is required to be provided as part of the development in accordance with SPD: Open Space Provision on New Housing Developments. In this instance informal greenspace on the site is met, a LEAP has also been shown on the plans leaving just formal recreation. Based on the submitted unit split, a financial contribution of £82,298.33 would be sought for this

These S106 obligations are compliant with the requirements of the outline application and Policy 11 Infrastructure and Planning Obligations which states that development must contribute as necessary to meet all onsite and off-site infrastructure requirements to enable development to take place satisfactorily.

Other Matters

Amendments have been made throughout the application to adequately address neighbour comments, including the retention of the hawthorn hedge, the removal of the garage at plots 1-2 and the retention of trees as per the parameter plan submitted. Notwithstanding the boundary plan as submitted, a condition will be implemented on any decision notice requesting details of fencing along the hawthorn hedge boundary to the rear of plots 1-7. Further there will be a condition requesting a landscaping scheme to ensure the scheme is acceptable from a visual amenity point of view.

A number of conditions were imposed on the outline planning permission relating to highways, ground remediation works, provision of broadband, and drainage. If planning permission is granted for this reserved matters application, then the applicant/developer will need to ensure they comply with all conditions on the outline application as well as the reserved matters application.

Conclusions

This is a reserved matters application, whereby the principle of the development and access was approved at outline stage. The matters under consideration are layout, scale, design and landscaping. This detailed scheme will deliver 91 homes and greenspace across the site, including a play park and biodiversity mitigation and enhancements. As such the proposal is considered acceptable against the matters under consideration.

Overall, the design accords with the Local Plan and is recommended for approval.

Recommendation

Grant in accordance with S106 agreement and conditions