

PLANNING REPORT

Site Name : Former Hoyle Mill Inn, 150 Pontefract Road. Site

Location : Barnsley, S71 1HU.

Combined Planning and Design & Access Statement in support of a Planning Application for the change of use of a former public house to a Community Based Mental Health Recovery Support Centre.



On behalf of:

Mr Andrew Barlo

December 2022.

Job Number C/0097/1

Author	Neil Boughey BA (Hons.), LLB Laws, DipTP, MRTPI Executive Director		
Checked By	Sheila Boughey Business Manager		
Report Status		Final (Rev. A)	
Date of Issue		8th December 2022.	
DISTRIBUTION			
Date	Issued To:	Name	No.
08.12.22	Barnsley MBC	N.Denman	1
08.12.22	Client.	A. Barlo	1
08.12.22	Acorn Planning.	File	1

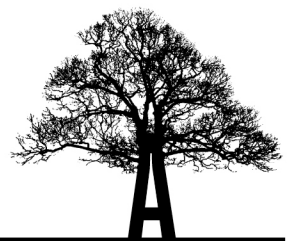


Document Contents

1. Introduction.	1
1.1 Background.	1
1.2 Profile of the applicants.	1
1.3 The site and its surroundings.	2
1.4 Pre Application Advice.	3
1.5 Description of the Development.	3
1.6 Supporting studies accompanying this application.	3
2. Planning Policy.	4
2.1 Planning Framework	4
2.2 National and Local Planning Policy.	4
2.3 Other relevant documents.	7
3. Design & Access	8
3.1 Background.	8
3.2 Context.	8
3.3 Design Principles.	9
3.4 Access Principles.	13

Appendices.

1. All-Age Mental Health and Wellbeing
Commissioning Strategy 2015 – 2020



1. Introduction.

1.1. Background.

1.1.1. Acorn Planning Limited are instructed to prepare this statement, which comprises both a Planning Statement and a Design & Access Statement, to support a planning application for the change of use of a former public house to a Community Based Mental Health Recovery Support Centre.

1.2. Profile of the Applicants.

1.2.1. Community Recovery are a family company established 30yrs ago in Barnsley. They provide bespoke mental health recovery packages in residential settings. They have already established multiple properties around Barnsley town centre which provide support to people with mental health diagnosis. Some are via a tenancy and 6 are smaller registered homes (3 bed). These therefore have 30yrs experience in developing trusting meaningful relationships with both those they support and the local community. Positive integration is at the core of all they do.

1.2.2. Janet Barlo has been involved in providing accommodation and support for people with a mental health diagnosis since 1992 and since then has built a reputation for delivering quality, individually assessed residential care.

1.2.3. Convinced that people with mental health issues were being let down by the quality of services available at the time, and with a belief that she could offer care and support in new innovative ways, Janet opened her first small home in Barnsley with just three residents. Nurse trained and with 29 years experience in care she was joined in 2006 by her son Andrew (RMN), a mental health professional. The company has expanded over those years with the purchase of further homes, but Janet's original focus on individuals needs and providing a home environment is still what underpins their approach to the care and support every resident receives.



1.3. The Site and its surroundings.

- 1.3.1. The proposal site comprises the former Hoyle Mill Inn public house and curtilage. The scheme would involve the provision of a new centre run by Community Recovery, and would provide a Recovery Home intended as a transitional facility to support a maximum of 6 individuals in residence at any given time, moving from 24-hour care towards independent living. A site location plan at 1:1250 scale is included as Plan 1. The site location plan shows the extent and location of the proposal/application site edged in red.
- 1.3.2. The application site is situated on the north side of Pontefract Road (the A628), approximately 2.4km (1.5miles) to the north of Barnsley town centre. The site comprises the building and curtilage of the former Hoyle Mill Inn public house, and surrounding car park. The former pub itself has been vacant for over 5 years and at present is in a somewhat tired condition aesthetically and structurally.



Image 1 – Existing view of the application site looking north from Pontefract Road.



1.4. Pre Application Advice.

- 1.4.1. An informal telephone conversation with the Council's planning policy team in February 2022 advised that the applicant would be required to demonstrate that the former pub was no longer viable as a community facility, to this end a report by Barry Crux, FRICS, was instructed and is submitted as part of this application.

1.5. Description of Development.

- 1.5.1. Comprising the former pub building and surrounding car park, the project is a proposal to provide a Recovery House, which will offer 24-hour support to a maximum of 6 persons in residence, in a community-based CQC-registered facility. The Recovery Homes are situated in the heart of the community and promote a balance of support, independence, dignity and respect, these houses are the ideal transitional step in supporting individuals moving from 24-hour care towards independent living. Following residential support, the applicants continue this support and provide continuity of care with their community recovery team.
- 1.5.2. Clients are accepted via direct referrals from professional colleagues who are working with anyone with an enduring mental illness, who they feel may benefit from the service.
- 1.5.3. The development and the design concept are further described in Section 3, "Design and Access" of this statement.

1.6. Supporting studies accompanying this application.

- 1.6.1. To support this planning application a Feasibility/Viability Study has been undertaken. This is as follows, and should be read in conjunction with this report:

- Feasibility/Viability Study (April 2022) by Barry Crux (FRICS, ACI Arb), of Barry Crux Chartered Surveyors Ltd.



2. Planning Policy.

2.1. Planning Framework.

2.1.1. The following sections will provide an analysis of key policy issues that impact on this proposal.

2.2. National and Local Planning Policy.

2.2.1. Making effective use of land.

2.2.2. The National Planning Policy Framework (NPPF, “the Framework”) at para. 117 provides that *“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land”*.

2.2.3. Furthermore, NPPF Para 118 goes on to advise that planning policies and decisions should (inter alia):

“c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;

d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure)”

Issues relating to the determination of this application.

2.2.4. The NPPF is highly supportive of proposals for the provision of new community infrastructure provision through utilising derelict and under used buildings and land. This proposal involves bringing a former public house into active beneficial use while helping to meet the need for additional residential mental health support facilities. As such the current proposal is considered entirely in conformity with the aspirations of current National planning policy.



2.2.5. The principle of repurposing of this vacant former public house also strongly reflects advice in the very recent Environmental Audit Committee report “In Building to Net Zero: Costing Carbon in Construction” that the government should prioritise the reuse and retrofit of building over building new ones as part of the work required to reduce the levels of CO2.

2.2.6. Promoting Healthy and Safe Communities.

2.2.7. **NPPF Para. 93** states that in order to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community; and ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

2.2.8. Adopted **Barnsley Local Plan (BLP) 2019 Policy I2 “Educational and Community Facilities”** states that the Council will support the provision of schools, educational facilities and other community facilities. Criterion to policy I2 provide that new schools, educational and community facilities such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship, should be located centrally to the communities they serve, in places where they will be accessible by walking, cycling and public transport.

2.2.9. **NPPF para. 93** also requires that Local Planning Authorities should ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community.

2.2.10. **BLP Policy I2** also provides that *“Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing or an alternative community facility.”*



Issues relating to the determination of this application.

- 2.2.11. The proposal is for additional residential mental health support facilities and as such strongly aligns with both the aspirations in NPPF para 93 and BLP policy I2, in terms of increasing the supply of accessible community health facilities. Alignment with the Joint Strategic Needs Assessment (carried out by Barnsley MBC and the Primary Care Trust) is considered in subsequent sections of this report.
- 2.2.12. In terms of accessibility, the application site is “cycleable” to Barnsley Town Centre, and is on a main bus route. This will be further considered in the Design and Access sections of this report, to follow.
- 2.2.13. The interior of the application property needs extensive refurbishment, and it is notable that the bar serving counter and catering kitchen have been entirely stripped out. The attached Feasibility/Viability Study concludes that the former public house could not be viable in future as a conventional public house, as the end value of the property as a pub/B&B business is likely to be well below the estimated costs of structural repairs and reinstating the bar and kitchens etc, (the likely requirement to reinstate as a licensed premises and B&B being around an estimated £400,000 capital expenditure.)
- 2.2.14. The former pub was acquired by the applicants in its current condition after failing to achieve its reserve at auction, long (at least 4 years) after the cessation of use as a pub and B&B. It cannot therefore be considered as “established” for the purposes of NPPF para.93, the degree of renovation required and the prior strip out of the entire bar and kitchen fittings would confirm that this was not marketable at the time the property went to auction, as an ongoing concern as licensed premises.



2.3. Other relevant documents.

2.3.1. All–Age Mental Health and Wellbeing Commissioning Strategy 2015 – 2020.

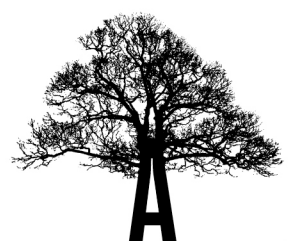
2.3.2. Sitting within the Barnsley MBC and the Primary Care Trust Joint Strategic Needs Assessment, in terms of adult mental health service provision, this strategy (attached at appendix 1 to this report) highlights that in response to local mental health service user feedback, national and local priorities and targets and stretched resources, Barnsley’s Community Mental Health Service provider South West Yorkshire Partnership Foundation NHS Trust (SWYPFT) supported by BCCG and BMBC have embarked upon a significant transformation in how they deliver mental health and wellbeing services.

2.3.3. The strategy states that the transformation of SWYPFT’s Acute and Community services is based on the following underpinning principles:–

- Enabling people to reach their potential and live well in their community (resilience)
- Service user first and in the centre (choice and understanding those choices with the service user able to influence the care they receive)
- Right Care, Right Place, Right Time (Early Intervention, Crisis)
- Clinically led
- Increased integration and links to alternative community based services, promoting partnership working (seamless services)
- Optimise the use of technology.

Issues relating to the determination of this application.

2.3.4. The proposal to convert the application property into a Mental Health Recovery Support Centre is considered to be very strongly aligned with the above strategy. In particular it provides an opportunity for further integration and seamless working with the applicant and SWYPFT to provide community based mental health services in partnership, and extends the range and choice of provision available to service users.



3. **Design & Access.**

3.1. **Background.**

3.1.1. The purpose of a Design and Access Statement is to communicate the design process and considerations that have informed this scheme, and also how the design considers the accessibility of the site.

3.2. **Context.**

3.2.1. **Existing buildings/structures on and surrounding the Site.**

3.2.2. The site comprises the main building and curtilage of the former Hoyle Mill Inn public house, including the existing surrounding surfaced car park.

3.2.3. To the immediate east and west along the Pontefract Road frontage are short terraces of 2 storey dwellings, with the curtilage of a detached bungalow to the north west. To the north is an extensive open nature/ amenity area, the Dearne Valley Country Park. This will provide an ideal tranquil surrounding environment for recuperation and recovery. To the south side of Pontefract Road are rows of 2 storey terraced dwellings with north facing roof dormers.

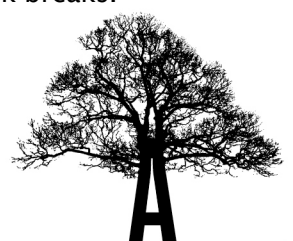
3.2.4. **Landform & topography.**

3.2.5. The site itself is level and is abutted to the north by the extensive open space associated with the Dearne Valley Country Park. There is an existing access to the north east corner of the application site directly into the Country Park. Existing mature trees separate the existing hard standing car park from the open land beyond.

3.2.6. **Existing Access.**

3.2.7. Vehicular and pedestrian access to the site is served via an existing direct access off Pontefract Road.

3.2.8. The site is walkable (some 2 minutes) to bus stops on both sides of Pontefract Road, servicing the hourly 32 bus service to Barnsley Town Centre, Pontefract and Cudworth. The proximity to Dearne Valley Country Park provides walkable access to very high quality green infrastructure and recreational assets. There are local shops and facilities some 15 minutes walk at Cundy Cross roundabout and Doncaster Road (via Oaks Lane) for staff to purchase sandwiches, lunch and coffee etc during work breaks.



3.2.9. Given the nature of the primary users, it is not expected that many patients or visitors would travel to the site by bicycle. However, there is a potential for staff to cycle to the site, and as such cycle parking spaces will be provided within a secure, sheltered store.

3.3. Design Principles.

3.3.1. Development Requirements.

3.3.2. The development requirement is to provide a a Community Based Mental Health Recovery Support Centre.

3.3.3. Scale and Appearance.

3.3.4. No external alterations are proposed, hence there will be no impact on the existing scale, massing or design.

3.3.5. Layout.

3.3.6. The building footprint is arranged on a simple rectangular form to provide a logical layout for future users and occupants incorporating staff offices and recreational and counselling/therapy space for patients/residents:



Fig 1 – Proposed ground floor Layout.



- 3.3.7. The ground floor layout will incorporate a management office with 5 rooms for private meetings with residents, their families, etc. Recreational areas will include a pool table, large screen television, interactive games and space for well being activities.
- 3.3.8. First and second floor layouts will remain unchanged, providing 6 bedrooms over 2 floors.
- 3.3.9. Operational matters including client management.
- 3.3.10. The facility will be staffed on site at all times. The ground floor from the front will be the applicants Head office and will be staffed from 8-6 Monday to Friday by the entire management team including company director. This will help set and maintain standards whilst ensuring key decisions makers are available should any concerns be raised or observed. At least one member of the management team would be present on the weekends. The other floors of the building, where we provide our registered services are provided, would be staffed 24/7 in accordance with the number of people being supported at anyone time. A manager and senior support worker would be on duty for each shift.
- 3.3.11. The support shifts would do hand over at 8:30 in a morning, 14:30 in the afternoon and 20:30 at night. Night shifts are 12hrs therefore no staff change over until the following morning.
- 3.3.12. The applicants have a service user agreement and company policies which cover unacceptable behaviour. This includes, though not limited to – offensive language, noise, aggression, zero tolerance to alcohol or illicit drugs on premises, signs of intoxication or inebriation. These matters are taken very seriously and the applicants have a fair, firm and formal approach. As a service they aim to develop independent living skills and support community integration. Therefore if any behaviours wouldn't be acceptable for someone, say, living in a middle terrace house, they may not be acceptable for the service provided at the application site.



3.3.13. Noise management and privacy.

3.3.14. The applicants have been providing services of the nature proposed for 30yrs and have therefore become experienced in identifying each individuals needs and the unique ways of supporting them. The following measures are therefore proposed with regards to preparing the venue to both improve confidentiality and privacy.

- sound proofing/insulating all walls, windows and ceilings.
- Multiple long grasses and tall planting around the door ways and seating areas.
- After outreach and consultation with local residents, the applicants are proposing opening up the lean to at the front of the building to avoid previous issues of amplification both peoples voices and passing traffic when the premises operated as a pub. Raised beds with tall planting will again be used to soften both sound and aesthetics, again creating further privacy both for service users and local residents.

3.3.15. Sustainability & Green Design.

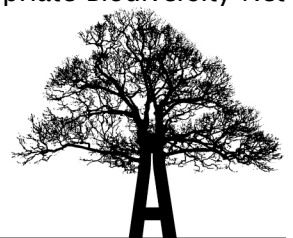
3.3.16. The National Planning Policy Framework puts great weight on considering local needs, and approving sustainable proposals without delay. The Framework defines three dimensions to sustainable development:

- An Economic Role.
- A Social Role.
- An Environmental Role.

3.3.17. Economic: Paid staff support will equate to up to 30 full time equivalents (FTEs), with 10 support and office staff on site at any time. The proposal therefore presents a substantial source of high quality full time equivalent posts in the care sector.

3.3.18. Social: The centre will provide a dedicated resource for mental health care and recovery, primarily supporting individuals moving from 24-hour care towards independent living.

3.3.19. Environmental: The application proposal will involve no loss of exiting trees and habitats. The proposal will secure new and improved perimeter planting and landscaping to the northern boundary with the Country Park, and the applicant welcomes the imposition of conditions to secure an appropriate Biodiversity Net Gain as a result.



3.3.20. The principle of repurposing of this vacant former public house also strongly reflects advice in the very recent Environmental Audit Committee report “In Building to Net Zero: Costing Carbon in Construction” that the government should prioritise the reuse and retrofit of building over building new ones as part of the work required to reduce the levels of CO2.

3.3.21. The applicants will ensure wherever possible that contractors source all materials for the new development from sustainable sources.

3.3.22. Promoting Safer Communities.

3.3.23. The proposal will provide for a safe and secure layout within the site.



3.4.Access Principles.

3.4.1. Access and parking.

3.4.2. Vehicle access to the site will be served from the existing site access from Pontefract Road/the A628. No changes to existing access arrangements are therefore proposed.

3.4.3. The existing parking area provides ample space for vehicles to manoeuvre in forward gear, including allowing safe access for emergency and servicing vehicles. A parking plan and swept path analysis accompanies this application to confirm the above.

3.4.4. The site would utilise the existing former pub car park. The development would therefore provide ample parking for staff, and visitors. It is unlikely that users of the facility would arrive by private car.

3.4.5. As discussed at section 3.2.8 above, the site is considered suitably accessible (given the nature of anticipated users) by non car based modes of travel, including by walking, cycling and public transport.

3.4.6. A separate area will be provided for storage of refuse and recycling bins.

3.4.7. All internal configurations will comply with Building Regulations Approved Document Part M, 2004 edition that includes access to and into the centre, circulation within the building, and accessible electrical switches and sockets and W.C provision.



Combined Planning and Design & Access Statement in support of a Planning Application for the change of use of a former public house to a Community Based Mental Health Recovery Support Centre, Former Hoyle Mill Inn, 150 Pontefract Road, Barnsley.

Documents Referred To

National Planning Policy Framework 2021 and Planning Practice Guidance thereto.

Adopted Barnsley Local Plan (BLP) 2019.

All-Age Mental Health and Wellbeing Commissioning Strategy 2015 – 2020 ; Barnsley Clinical Commissioning Group (BCCG) and Barnsley Metropolitan Borough Council (BMBC).

