



RIEVAULX HOUSE  
1 ST. MARY'S COURT  
YORK // YO24 1AH

T// 01904 544 401  
F// 01904 544 449

WWW.WARDAC.CO.UK

## Supporting Statement

Proposed Development of 32 Extra Care Unit

Land to the rear of Bollingbroke House, Brierley, Barnsley

Multidisciplinary Design Practice:

INTERIORS // STRUCTURAL // LANDSCAPE  
ENVIRONMENT // MANAGEMENT // PLANNING // CREATIVE



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The Barnsley Local Plan identifies that the application site is located in the Green Belt and within the designated conservation area of Brierley.

Paragraph 79 of the NPPF confirms that the Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

Paragraph 80 confirms that the Green Belt serves five purposes, namely: -

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Paragraph 87 of the NPPF confirms that as with previous Green Belt policies, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 88 advises that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. Paragraph 89 confirms that Local Planning Authority should regard the construction of new buildings as inappropriate development.

Barnsley Core Strategy Policy CSP34 (Protection of Green Belt) is in conformity with the NPPF, and aims to protect the Green Belt the primary purpose of which in Urban Barnsley is to prevent the built up areas merging with the surrounding settlements and to maintain the separate identity and character of these settlements in relation to surrounding countryside and landscape features.

The proposed development of 32 extra care apartments does not fall within the list of potential acceptable development set out in Policy CSP34 of Barnsley Core Strategy or paragraph 89 of the NPPF. It is therefore, inappropriate development in the Green Belt.

In the light of the above, there can be little doubt this proposal is an inappropriate form of development in the Green Belt. The applicants accept that the proposal represents inappropriate development and very special circumstances are required to be demonstrated in accordance with paragraph 88 of the NPPF and Policy CSP17 of the Local Plan.

The applicant's case is as follows: -

- The need for the assisted living facility within Barnsley area as identified in the Strategic Housing Market Assessment 2014;
- Benefits that result in the proximity of the extra care facility to the care home to provide a community to cater for the care needs; and
- Creation of an additional 20 jobs on site;
- Preservation and enhancement of the existing heritage asset
- Fallback position
- Enhancement on the character of Brierley Conservation Area

These matters are discussed in the following sections.

#### 1. The need for the extra care facility within Barnsley area

With older people now living longer, current population forecast for Barnsley indicate that there will be a significant increase in numbers of older people in the Borough. Though people will live longer, more are expected to be affected by conditions such as dementia and more will have limiting long term illness. Both of these health issues will impact on the degree of independence a household can retain should they remain in a traditional family home into old age without additional adaptations, equipment and support.

This demographic change will result in increased demand on social care and healthcare services, at a time of reducing budgets and increasing constraints. It is commonly recognised that older people want services that allow them to 'age in place', to maintain their independence, their links with family and friends, and encourage them to be able to manage their care needs rather than let those needs control or restrict them unnecessarily. Assisted living (extra care) accommodation has been identified as part of suite of housing options which will assist in mitigating the impact of the demographic change, and reduce the needs for older people to enter residential care (a move which often occurs at a time of crisis and results in a less ideal outcome).

#### Definition of Extra Care

Extra care or assisted living housing is a relatively new concept that is filling an important gap in the elderly care industry. It also known as 'very sheltered development' or 'housing with care', this type of housing is designed to cater for a frail and incapacitated, yet fiercely independent-minded aging population. Assisted living is an innovative alternative to traditional care home. In general, residents have the privacy and dignity of their own front door, but form part of a community with extensive care and support, with a staff team and an emergency call service available on site 24 hours a day. The extra care accommodation is akin to very sheltered housing, offering independent living but with the benefit of on-site care provision. The model of such accommodation typically incorporates extra facilities including restaurants, kitchen, lounge, laundry, and staff accommodation all under one roof.

Accommodation for older people has traditionally been limited to: remaining in the family home; moving into a sheltered housing accommodation; or moving into a residential care environment. Assisting living accommodation has evolved in recent years to respond to the growing demand from older people for greater choice, quality and independence. The growth in such facilities in the care market links to demographic shifts and social policy focused on supporting older people to be as independent as possible, in their own homes, on extending choices in later life and reducing reliance on more institutional provision.

The extra care accommodations offer range from flats or housing to a small village model. The accommodation provided is available on variety of tenures, shared ownership, long leasehold and rent (social and private).

#### **Comparison between care (nursing) home and extra care accommodation**

	Assisted Living/Extra Care Accommodation	Care (nursing) Home
Room sizes	Larger units purpose designed to meet with wheelchair rather than mobility standards; layout and equipment appropriate to the needs of older people.	Average floor area of an en-suite unit is approximately 14 sq.m.
Facilities	Individuals or couples have a self-contained home, with shared facilities such as lounges and restaurants, and care services and support are easily accessible.	Communal sitting, dining, and dayrooms.

Types of care	Assisted living offers a relatively high level of independence. Residents are generally in good health and does not require much assistance with everyday tasks.	Skilled cares are delivered to frail seniors.
Cost	More affordable than care(nursing)homes	On average, the cost of care is often double that of an assisted living facilities.
Level of care	Residents are assumed to be capable of maintaining a relatively high degree of independence, and shouldn't require constant care and attention.	More equipped to provide daily health care services for individuals with more complicated medical conditions.
Privacy	An Assisted living environment provides more privacy to residents. Residents or couples are expected to have their own bathroom and kitchenette. Residents can furnish their rooms however they choose to create a more home-like atmosphere.	It provides less privacy than an assisted living environment. There is more activity in and out of the room. It is unlikely for the residents to furnish their own rooms.

### Typical Extra Care Residents Profile

There is a strong wish amongst the elderly to remain independent for as long as possible. Extra care units appeal to this sentiment, given the design and services they offer. The key issues leading people to move into extra care are health and care needs, often prompted by the death of a spouse or partner.

According to the statistics data provided by the Associated Retirement Community Operators (ARCO), most residents entering extra care housing for the first time are aged between 79 and 90 years, with average resident age of around 80 years. Many of residents enter extra care market as a direct alternative to entering a residential care home. It is also worth noting elderly people seek to move to care facilities either close to their own homes or close to their relatives' home.

### On-Site Care Provision

Extra care units are generally managed by a care provider who will employ staff as required to deliver the required care and services. There will be a 24 hour on-site staff team, and the number of care assistants can vary over each day and over time, tailored to the needs of the residents. The care provided at extra care accommodations can be split into the following key areas:

#### Personal care services

- Assistance with personal hygiene; bathing, showering, shaving, toileting
- Medication control
- Continence management
- Assistance with dressing, getting up and retiring;
- Help with eating/drinking and the preparation of meals
- Mobility assistance including using specialist equipment

#### Personal Support Service

- Cleaning
- Laundry/ironing
- Collecting prescriptions
- Handy person/odd jobs around the house
- Preparing light meals
- Home valet service(spring cleaning)
- Helping with reading/writing letters
- Paying bills
- General household management

- Facilitating contact with family and friends
- Escort to and from social events, GP/hospital appointments etc

Care packages are tailored to meet individual needs, and are flexible over time to reflect changes in requirement.

#### Use Class of Extra Care Accommodation

Extra care is not one simple concept with a statutory definition. There have been extensive discussions among planning professionals on whether extra care accommodation should be classified under C2 (residential institution) or C3 (dwellinghouses). However, in planning practice, it has been increasingly accepted by the Planning Inspectorate and local authorities across the country that such type of care facility should be classified under C2 category, for the reasons as follows:

- The units are not for sale on the open market, and restricted by a S106 obligation requiring occupants to be either in need of specified level of care or in receipt of a specified minimum package of care services and/or above a specified minimum age;
- The care provider /operator applies eligibility criteria and undertaking an initial assessment of care needs with regular reviews and monitoring, and the person(s) cannot occupy the extra care unit unless those eligibility criteria are met;
- Given the additional cost involved in paying for care and accommodation, it makes sense for the units to be occupied by those in genuine need of care;
- The involvement of a registered Care Quality Commission care provider in the delivery of care;
- The availability of care rather than an absolute requirement to receive a pre-determined package may be sufficient, especially relative to order person where a degree of future inevitably decline can reasonably be built into the model

#### Balance of Provision

The proposed development of extra care accommodation on land to the rear of Bollingbroke House is a significant opportunity to contribute towards meeting the current and projected needs for special needs housing or elderly in the Borough and addressing the national shortfall. The need for assisting living facilities can be determined in the following ways:

i. By reference to central government policy

National Planning Policy Framework (NPPF) indeed makes reference to planning for an ageing population, and recognises the demographic shifts and drivers to different forms of housing development. The NPPF goes on advise in paragraph 157 that '*local planning authorities should have a clear understanding of housing needs in their area*' and that policy should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which meets household and population projections, and addresses the need for all types of housing including the needs of different groups in the community.

ii. Local government policy on housing and support services

Core Strategy Policy CSP14 (Housing mix and efficient use of land) of Barnsley MBC Development Plan requires housing proposals to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population.

iii. Demographics of the elderly population

The Barnsley Annual Monitoring Report (2009-2010) cites that the mid 2009 population estimate, which stipulates that Barnsley's population has risen for 9 successive years, and with population expected to reach 255,400 by 2026, and the proportion of people aged 65+ forecast to increase 16% to 21% of the population.

	Current number	2037 projection	Current demand for extra care facilities (14.1% of population over age 65)	Projected demand for extra care facilities (14.1% of population over age 65)
Age between 65 and 84	35,330	Approx.68,675	4946	9614
Age 85 or over	4,680	Approx. 12,600	655	1764
<i>Source: ONS census 2011; Barnsley Strategic Housing Market Assessment (SHMA) 2014</i>				

The Barnsley Strategic Housing Market Assessment (SHMA, 2014) stipulates that the overall number of people aged 65 and over is projected to increase by 64% (or by 26,800) by 2037; and the number of residents age 85 and over is expected to increase by 157.1% (or by 7,700 by 2037). Addressing the accommodation requirements of older people therefore is going to become a more strategic challenge for the Council. According to the SHMA 2014, the majority of older people (70.2%) want to continue to live in their current home with support when needed. A further 19.2% are considered renting sheltered accommodation, 14.1% renting extra care housing and 13.2% buying on the open market. This evidence points to the need for diversity in older persons' provision within the Barnsley MB area. As a result, extra care (assisted living) housing has been identified as one of priorities for provision of specialist accommodation.

iv. Availability of extra care housing in the local area

According to Laing and Buisson's Extra Care Housing UK Market Report 2010, there are approximately 25,000 to 35,000 extra care (assisted living) units within England. In 2009, RSL in England owned 27,000 units within the category 'Housing for older people', many of which could be considered extra care housing. Further, there are approximately 7000 extra care units owned by local authorities.

In Barnsley however, extra care is a relatively new concept, and there are currently only three such facilities within the catchment of the Borough, and providing approximately 150 assisted living (extra care) flats/bungalow in total.

Fitzwilliam Court, Bethel Street, Barnsley S72 9JE	Extra Care housing 48 flats	Care provider: Guinness Care Support Ltd
Lavender Court, Croft Road, Kendray, Barnsley S70 3FG	Enhanced sheltered housing 52 flats, bungalows	Care provider: TLC Home Care Ltd Managed by: Chevin Housing Association Ltd
Westmeads, Meadstead Drive, Royston, Barnsley, S71 4PT	Extra care housing 50 flats	Care provider: TLC Homecare Ltd Managed by: South Yorkshire Housing Association Ltd

With regard to the level of planned provision, Barnsley MBC approved a small number of planning applications for assisted living (extra care) accommodations, which include:

Application Ref		
2015/1153	Former Church Site, Houghton Road, Thurnscoe, Rotherham	Erection of 3no. of bungalows for assisted living use
2008/1087	17-42 Saltersbrook, off Barnsley Road, Goldthorpe, Barnsley, S63 9AR	Demolition of existing retirement apartments and erection of 60no. of extra care apartment with associated car parking and landscaping  (planning permission unimplemented)

Methodology to determine shortfall of assisted living/extra care accommodation

Assuming all planned beds are developed and operational, the total provision of extra care accommodation within Barnsley would be 213 units (apartments and bungalows). Given the identified needs for assisted living /extra care accommodation in SHMA 2014, there is a clear indication of a current shortfall of 5388 assisted living accommodation within the Barnsley catchment area.

This measure is an indicative assessment only and should not be used as a definitive measure due to the limitation of assessing demand and supply of such accommodations in isolation of total capacity for all older people’s services. However, it does provide an empirical indication of the potential shortfall of the extra care accommodation within Barnsley.

Taking account of difficulties in assessing demand for extra care accommodation, the Housing Learning & Improvement Network (Housing LIN) produced the Strategic Housing or Older People Resources Pack as a toolkit, which seeks to balance the conventional estimates of need against the direction of policy and demand in the market in all forms of specialised accommodation for older people. It suggests indicative levels of provision of various forms of accommodation for older people, including private extra care available for sale on a long leasehold basis.

According to this approach, the toolkit indicates the ratio of required units per 1,000 of population aged 75 years and above for private leasehold extra care is 32 units. Essentially this suggests that a total of 3 percent of the elderly population will require an extra care housing unit in any given area. It also suggests that a further 10 units per 1000 of the population over 75 will require enhanced sheltered housing for sale (defined as provision with some care needs). Based on this ratio, the projected demand for extra care accommodation is expected to be approximately 2450 units in total, which is still significantly higher than the current and planned supply within Barnsley. We therefore consider that this is a critical undersupply of extra care accommodation (assisted living) within Barnsley.

Should the proposed 32 extra care apartments on the subject site be developed, it would fill only a very small percentage of the latent demand within the market and local authority catchment area.

Benefits of the proposed development

- Freeing up existing housing stock

Older people are now more likely than ever to be resident in housing that may not best fit their needs. Part of the reason for this may be due to lacking of adequate appropriate housing available, and the lack of information on the available options. Expanding the extra care housing sector ad part of an

effort to grow and diversify the older people's housing market, could help alleviate the housing shortage facing young people and families through freeing up family sized housing.

- Cost Saving

The Joseph Rowntree Foundation carried out a cost and outcomes study of an extra care scheme in Bradford and the key findings indicate there was evidence of more than 50% reduction in health care cost per person after the move to extra care accommodation, with the single difference relating to nurse consultations at home. And, the proportion of residents accessing hospital services such as A&E was slightly lower after the move.

Further, it is also highlighted by Joseph Rowntree Foundation study that extra care is very favourable to social care services due to economies of scale and the role of rental income. In addition, the cost effectiveness of extra care is further enhanced by careful financial modelling at the outset to ensure that the right number of units, mix of tenure and facilities make it economically viable.

Thus, the evidence base is clearly highlighting that extra care saves money that would otherwise have been targeted at residential care costs. The National Housing Federation and Housing LIN suggested that '*Specialised housing can prevent a move into residential care. Research shows that each year a resident postpones moving into care, the state saves on average £28,080.*' (Source: Housing in Later Life: Planning ahead for specialist housing for older people, quoting Fit for Living Network, 2010).

There are benefits for carers too whose estimated costs were £80 per week before the cared for person moved into extra care compared to £25 after the move. Those costs were related to direct financial expenditure on goods and services such as travel cost, time and the cost of waged and non-waged time spent caring.

- Provision of care

The assisted living concept enables the frail elderly to buy in care packages to suit their needs as these can change over time. These units will be built for care and therefore any resident will need to satisfy this criteria. Residents will either enter into a lease with the freeholder or enter into an assured shorthold tenancy with the freeholder, and there will be an obligation on residents to contract the base level service charge and care package comprising a minimum of 3 hours of domestic, practical support and CQC registered domiciliary care per week. Residents will be able to purchase additional personal care to address their own particular circumstance up to a level consistent with full time residential care needs. The care provider will be based on site supplying different levels of care packages with the flexibility to increase or decrease levels of care tailored to the individual needs for the residents.

Should the Council be minded to grant planning permission for the proposed extra care units, a unilateral undertaking will be made to obligate the leaseholder of the proposed extra care unit to enter into a care package.

## 2. Benefits that result in the proximity of the extra care facility to the care home to provide a community to cater for the care needs

It is clear that there are benefits in terms of economies of scale for the applicant by siting this proposal adjacent to the existing care home where residents will be able to share communal facilities and thus reduce service charges. Since there are functional links between the existing care home and proposed extra care unit, the creation and operation of the proposed extra care unit will improve the facilities within Bollingbroke House and enhance its long term viability.

### 3. Job creation

Staff provide 24 hour cover for the benefit of the residents, and typically consist of a manager, assisted by a team of deputy managers. There are support staff, who provides assistance with daily living activities to each resident, as well as maintaining all the communal areas within the scheme, as well as chef and grounds management. In all an the proposed 32 extra care apartments scheme, there would be 12 full time permanent staff positions and 9 part time staff positions as set out below.

Manager	1 F/T
Deputy Manager (3)	2 F/T
Night Staff	2 F/T
Receptionist	1F/T
Communal Cleaners	FT/PT
Waitresses	Equivalent to 7 full time roles
Housekeeping to units	
Chef (Monday to Friday)	1 F/T
Chef (Weekend)	1 P/T
Kitchen Assistant	1 F/T; 3 P/T
Ground man	1 P/T
Window Cleaner	1 P/T
Handyman	1 P/T
Hairdresser	1 P/T

Opportunity for career progression and training is available across the board. It is envisaged that approximately 80%-90% of the job opportunities will be filled by local residents living within 3 miles of the development.

### 4. Preservation and Enhancement of the Existing Heritage Assets

Paragraph 131 of the NPPF advises that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. Paragraph 132 also advises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

As stated in the sections above, there will be functional links between the existing care home and proposed extra care unit, the creation and operation of the proposed extra care unit will improve the facilities within Bollingbroke House and enhance its long term viability.

The existing care home (known as Bollingbroke House) currently provides specialist care for 33 residents. It was acquired from receivers following the failure of the previous care home business. The site is also located within the Brierley Conservation Area. Bollingbroke House was built soon after World War II, originally used as a residence for the owner of nearby brickworks. The building is pleasantly proportioned with brick elevations under a hipped, slated roof. The existing building

being predominately a conversion with extensions was arguably adequate for its purpose as a care home. The operation of Bollingbroke House has always been threatened by its inadequate internal layouts and viability issue associated with its scale and layout. In 2009, planning and conservation area consents were granted by the Council for the re-development of the site for C2 purpose following the demolition of the Bollingbroke House. Subsequently, these consents have been extended a couple of times due to the economic downturn and difficulty to secure funding from the bank to finance the building and construction works. Unfortunately, the legacy effect of the economic downturn still pose challenges; and it is no longer viable for the applicant to implement the extant planning permission for the redevelopment of the site. The proposed extra care units within the curtilage of the Bollingbroke House will bring the much needed additional income stream to secure future physical improvement on Bollingbroke House and its long term use viable use consistent with its conservation. Given these factors it is considered that the proposed development would preserve and enhance the viability and vitality of the designated conservation area and thus accords with paragraph 131 of the NPPF.

## 5. Planning History and potential Fall-back positions

### Planning History

Planning permission, originally granted in May 2009 (2009/0024) and extended in May 2012 (2012/0243) provides for the erection of a 60 bed nursing home at the site of Bollingbroke House in the village of Brierley. Conservation area consent for the demolition of Bollingbroke House was first granted by the Local Planning Authority in April 2009 under reference 2009/0073. The life of that approval was subsequently extended on 18/05/2012 under reference 2012/0244 such that the consent remains valid until 17/05/2015.

In April 2015, a S.73 application for the variation of Condition 2 attached to the conservation area consent 2012/0244 was submitted and subsequently approved by the Council. The new condition 2 now reads as follows:

“The existing care home known as Bollingbroke House shall only be demolished following the completion of ‘Phase 1’ of the new care home development approved under 2012/0243 and identified under drawing reference F1905/901/A.”

In May 2015, material development (digging a trench which is to contain part of the foundations) has been carried out under planning permission 2012/2043, which is thereby saved from the normal expiry provisions. Therefore, this permission has been lawfully commenced.

### Potential Fall-Back Positions for the Application Site

In summary, a ‘fall-back’ position is what the applicant could do on the application site based on the planning position as it stands without the proposed development. In order for a fall-back position to be a material consideration, it is necessary to decide whether a potential fall-back is real or merely theoretical. If the fall-back is real, it is a material consideration.

It is then a matter of planning judgement as to the relevant weight to be given to a real fall-back which will reflect the likelihood of it occurring and/or the level of planning harm that would arise if the fall-back occurred, compared to the development proposal for which planning permission is sought.

The decision on how much weight to give to a real fallback should then reflect:

- a) The likelihood of the fall-back position occurring; and/or
- b) The level of harm that would result from the fall back position occurring.

In assessing the level of harm that would arise from a real fall-back position occurring, it is appropriate to consider the relative 'planning evils' of what is proposed and the fall-back position (i.e. what the applicant could do on the application site based on the planning position as it stands).

In this instance, there are two potential alternative fall-back positions in respect of the application site. These are:

- a) The phase I development to the rear of Bollingbroke House; and subsequent demolition of Bollingbroke House and the implementation of the phase II development (following full implementation of 12/0243)

Given the material development (digging a trench which is to contain part of the foundations) has been carried out under planning permission 2012/0243, which is thereby saved from the normal expiry provisions. It is considered that this fall-back position is real. Unfortunately, the legacy effect of the economic downturn still pose challenges, and it is no longer a viable option for the applicant to fully implement the planning permission 2012/0243 by undertaking both phase I and phase II development. Therefore, there is a real likelihood that only phase I of the new build proposal which occupies the rear of the site will be implemented. It would detract from the intention of preserving/enhancing the character of the Brierley Conservation Area from the redevelopment of the site, which was considered as one of the 'very special circumstance' when the 2009 application (2009/0024) was considered by the Council.

- b) Partial implementation of planning permission 2012/0243 (Phase I development), and the potential for Lawful Development Certificate (proposed) submission with respect to the provision of extra care accommodations in place of phase I development as approved within planning application reference 12/0243.

It is considered that this fall-back position is real rather than purely theoretical, as there is at least a chance or possibility that this fall-back position may occur on the application site. The originally approved scheme 12/0243 is considered implemented as all pre-commencement conditions have been discharged and evidence of commencement was provided to the Council in 2015. Should the applicant decide to submit application for Lawful Development Certificate (proposed) with respect to the provision of extra care apartments within the envelope of the phase I development as approved within planning permission 12/0243, the Council will have to make a determination of law as to whether or not the proposed development is lawful for planning purpose in accordance with Section 55 of The Town and Country Planning Act 1990, and the proposal will be evaluated in the light of definition of 'development' below:

*(1) Subject to the following provisions of this section, in this Act, except where the context otherwise requires, "development," means the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land.*

*(2) The following operations for the use of land shall not be taken for the purposes of the 1990 Act to involve development of the land:*

- (a) The carrying out for the maintenance, improvement or other alteration of any building of works which (i) affect only the interior of the building, or*  
*(ii) do not materially affect the external appearance of the building*

*And are not works for making good war damage or works begun after 5<sup>th</sup> Dec 1968 for the alteration of a building by providing additional space in it underground.*

In planning practice, it has been increasingly accepted by the planning inspectorate and local authorities across the country that extra care units (also known as assisted living, close care units, etc) should be classified as a C2 use, subject possibly to a unilateral planning obligation which distinguishes this use from C3 use.

Given the above, it is considered that the application for Lawful Development Certificate with respect to the provision of extra care apartments within the envelop of the phase I development as approved within planning permission 12/0243 would not form a material change of use as both operations would fall within Use Class C2. On this basis, the proposed works would not constitute development as defined by Section 55 of the Town and Country Planning Act 1990, therefore would not require planning permission.

In summary, it is considered that both fall-back positions stated above would be likely to result in the Phase II development being unimplemented. When the application 2009/0024 was initially considered by the Council, the 'very special circumstance' was put forward by the applicant to justify the 'inappropriate form of development within the greenbelt, which includes:

- The contribution the development would make to local employment within an area of relatively high unemployment;
- The demand for the specialist care facilities on offer;
- The contemporary design put forward would make a positive contribution and enhance the conservation area;
- The consideration of the site characteristic within the design to minimise impact

Should only the phase I development be commenced under both fall-back positions, the full benefit to the conservation area (of the new building) would be impaired by the presence of the retained care home, similar to that of the current proposal for extra care accommodations. Further, it is worth noting that a comparison between the footprint of the approved scheme and what now put forward shows little difference between the two. Likewise, the scale of the proposed elevations, notably the building sections illustrate little by way of material difference. In any case, the proposed extra care apartments would still be well screened from the public view, given its scale and sloping nature of the site. Furthermore, given the alternative fall-back positions for this site and the uncertainty regarding the timing and possibility of full implementation of either fall-back, it is considered that the proposed extra care accommodations would provide for a positive net employment impact within the local area. It should be noted that both fall-back positions would generate a similar level of net employment gain to the locality. This is a positive benefit of the application which is more likely to occur the previously approved care home scheme.

In the applicant's view, the following three out of four original 'very special circumstances' still apply:

- (1) The extent to which any harm is outweighed by the proposed contribution to the character of the conservation area
- (2) How the development has been laid out to minimise impact on openness – i.e. the level of harm.
- (3) The contribution the development would make to local employment within an area of relative deprivation.

## 6. Enhancement on the character of Brierley Conservation Area

As stated in the sections above, the proposed development of extra care accommodations within curtilage of Bollingbroke House will not only provide the much needed extra care facilities within the catchment of Barnsley Metropolitan Borough, but also will help secure the long term viability of the existing Bollingbroke House care home.

The applicant acknowledges that the Bollingbroke House (with its modern extensions) is relatively plain in design compared with the approved redevelopment scheme, and other neighbouring buildings within the Brierley Conservation Area. However, in line with the paragraph 131 & 132 of the NPPF, the potential, long term optimum viable use of the existing building and the whole site must be balanced against its eventual loss as a result of a problematic economic future, and benefits resulting from the proposed extra care accommodation. Furthermore, the proposed extra care accommodation would also potentially provide the much needed income stream to the care operator of Bollingbroke House to fund the future improvement or redevelopment of Bollingbroke House, which would contribute positively towards the character of the designated conservation area.

## 7. Conclusion

We would acknowledge that time has passed since permission was granted in April 2009 for a C2 development which would have replaced Bollingbroke House. With the need to take a different direction in order to secure new investment within this site, the proposed development of extra care accommodation will help to secure the long term viable use of the Bollingbroke House care home, jobs, and funding towards the future improvement of the host building. The danger is that without the new stream of funding provided by the proposed new development, elderly care provision from this site would ultimately cease.

Whilst we acknowledge the site falls within statutory greenbelt, and the proposed extra care accommodation constitute inappropriate form of development within Greenbelt, our analysis suggests that the 'very special circumstances' do exist, and clearly outweigh the limited harm resulting from this proposal.

Given the above, the applicant considers the proposed scheme and the long term prospect of the site as a whole accord well with both nationally and locally adopted policies; the Council are respectfully requested to recommend grant of full planning permission.