

Gleeson Homes

Land off Lowfield Road, Bolton Upon Dearne (Phase 3)

Planning Statement

Revision A 3 June 2015



Revision Record

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I. Introduction and Background

Spawforths have been instructed by Gleeson Homes Ltd to prepare and submit a full planning application for their land at Bolton Upon Dearne, located off Lowfield Road. The proposal comprises a full planning application for 97 dwellings.

The applicants have taken professional advice from a development team and supplementary information has been prepared in support of the application by the following consultants.

- Spawforths - Planning Statement
- JOC Consultants Ltd - Flood Risk Assessment
- Eastwood & Partners - Ground Conditions
- SLR Consulting Ltd – Ecological Phase I Habitat Survey
- Westgate Consulting (Leeds) Ltd - Transport Assessment
- Travel Plan Services Ltd (TPS) - Travel Plan
- SLR Consulting Ltd – Odour Constraints Assessment

This Statement should be read in conjunction with these reports.

This statement provides a general overview of the proposal, summarising these reports and provides a detailed consideration of the relevant planning policy and other planning issues that need to be addressed as part of the application.

2. Development Proposals Overview

The planning application seeks full planning permission for the erection of 97 dwellings including a mix of properties to include the following:

- 27 two-bedroom dwellings
- 60 three-bedroom dwellings
- 10 two-bedroom dwellings

The proposal includes a mix of detached and semi-detached properties. A full schedule of unit types is detailed on the submitted drawings package and prepared on behalf of Gleeson Homes.

The proposed housing will be accessed off Lowfield Road by the existing access that runs along the eastern boundary of the site. However, it will also be possible to take access off Lowfield Meadows and or via the adjacent residential development that is approved to the west of the site.

Future development of this site will not extend beyond the eastern extent of the development on Crane Well View or the Lowfield Lodge which is located to the south of the site. The existing private road which leads Lowfield Lodge to the south, that forms the eastern boundary of the site, provides a natural and defensible boundary to the development limits. Development will therefore not extend beyond the existing built up extent of the settlement.

All of the development proposals will be contained by the existing built up area of Bolton Upon Dearne, therefore development will not be visually intrusive or impact on the openness of the Green Belt.

All boundaries will be landscaped and footpaths to the nearby Local Centre will be incorporated into these areas as part of the proposed layout of this site. This site is also large enough to incorporate sufficient landscaping and planting in order to provide a significant buffer between the site and the waste water treatment works.

This landscaping will mitigate any impact on visual amenity along with views in and out of the site and provide a transition from the proposed built environment to the open countryside which lies beyond the eastern and southern boundaries.

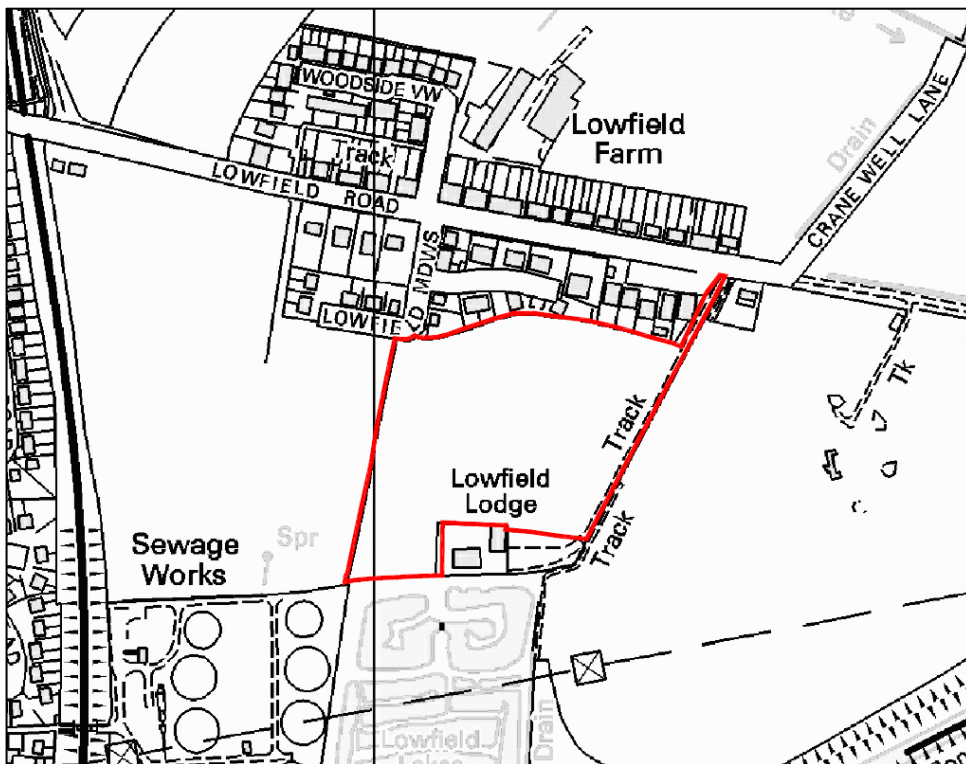
3. Site Location and Description

3.1. Site Context

The site is located on the south-eastern boundary of Bolton Upon Dearne. The site is in close proximity to the rail station, which is located off Lowfield Road. Bolton Upon Dearne is approximately 10.5 miles south east of Barnsley Town Centre and 7.4 miles north east of Rotherham Town Centre.

3.2. Site Location

Access to the site is currently taken directly off Lowfield Road. The site is within approximately 800m of Bolton Upon Dearne Local Centre, which is to the northwest of the site. There are also a number of other local shops within approximately 400m of the site.



3.3. Site Description

The site is 2.63 hectares (6.5 acres) and consists of a large agricultural field to the south of Lowfield Road. The site is irregular in shape and is bound on most sides by existing development. Directly to the north of the site are the residential areas of Lowfield Grove and Carne Well View. The eastern boundary of the site is formed by an un-adopted road which leads to a residential property, known as Lowfield Lodge, located directly to the south of the site along with a large commercial/agricultural unit. This built development forms the southern boundary of the site and beyond this is Lowfield Lakes. The south western corner of the site abuts a sewerage works. Land to the west of the site was once used as employment land; this site has now got planning permission for new housing by Gleeson Homes Ltd. Further west is the main Leeds to Sheffield railway line, beyond which lies residential development. To the east of the site is a large agricultural field, however for the most part this site is surrounded by developed land.

4. Relevant Planning History and Non Policy Designations

4.1. Planning History

The relevant and most recent planning applications have been identified below:

| Application Ref. | Description of Development | Site Address | Decision |
|------------------|---|--------------|------------|
| 2006/1119 | Erection of 141 dwellings and associated car parking | Refused | 07.02.07 |
| 2008/1599 | Erection of 50 dwellings and associated car parking | Approved | 12.02.2009 |
| 2011/0693 | Erection of 60 dwellings and associated car parking | Approved | 08.12.2011 |
| 2013/0960 | Residential development of 58 dwellings with associated garages/parking spaces, roads and sewers. | Approved | 01.05.2015 |

The planning history related to site demonstrates that the remainder of this site will be surrounded on three sides by residential development. It also demonstrates that the Council has considered residential development to be acceptable in this area and therefore the remainder of the site is a logical extension of the development.

The previous refusal on the site related to the Council's and the Environmental Health Officer's concerns about the proximity of residential development to the waste water treatment works. However, more work has been carried out on this matter by the land owner and it has been concluded that much of the land is in fact developable and that there are no outstanding reasons why it cannot now be developed for housing.

4.2. Non Policy Designations

4.2.1. Other Statutory Planning Considerations

| Non Policy Designation or Planning Consideration | Site Address / Proximity to the Site |
|--|--------------------------------------|
| Tree Preservation Orders | NA |
| Flood Risk Zone | Flood Zone I |
| Other Ecology Designations | NA |
| Rights of Way (including PROW, bridleways etc.) | NA |

5. Stakeholder Engagement Summary

5.1. Overview

An increased emphasis on the role of community involvement in the planning process was set out within the previous Government's publication of Planning Policy Statement 1: Delivering Sustainable Development (2005) which identified the role of early engagement as essential to good planning. The National Planning Policy Framework, 2012 (The Framework) now sets out the Government's approach to community consultation.

Whilst less prescriptive and detailed in its approach than PPS1, The Framework states that,

“[Local Planning Authorities] should also, where they think this would be beneficial, encourage any applicants who are not already required to do so by law to engage with the local community before submitting their applications.”

5.2. Engagement Objectives

In preparing the strategy for stakeholder engagement on the project, Spawforths and Gleeson's have had regard to the provisions of national and local policy guidance. Engagement has been undertaken with the local community to ensure effective involvement with all interested parties.

5.2.1. Environmental Impact Assessment (EIA) Screening Opinion request

Since the 6th April 2015, the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (“the 2011 Regulations”) have been amended. The Regulations (as amended 2015) now raise and amend the thresholds at which certain types of development project will need to be screened in order to determine whether an environmental impact assessment is required under the Directive. These changes are made having taken into account the selection criteria in Annex III to the Directive as adopted by the European Parliament and the Council of the European Union on 13th December 2011.

These changes now reduce the number of projects that have to be screened by local planning authorities.

In the case of urban development projects, the existing threshold of 0.5 hectares is raised and amended such that a project will need to be screened if—

- the development includes more than 1 hectare of development which is not dwelling house development; or
- the development includes more than 150 dwelling houses; or
- the area of the development exceeds 5 hectares.

Based on these amendments, the development proposals for 97 dwellings on this site no longer exceeds the new thresholds, therefore will not require an EIA.

5.3. Community Engagement

Gleeson Homes and Regeneration held a community event on Thursday 30th April at St Andrews Community Centre, Bolton on Dearne between the hours of 3 and 6pm. This event was proposed to ensure transparent and inclusive community involvement before the submission of the planning application. Local residents were invited to attend along with Local Councillors.

The public was invited to view the plans for the proposed development, learn more about the type of houses to be built and ask questions to the Gleeson representatives who attended the event. Each attendee was offered a leaflet summarising the proposals and asked to complete a questionnaire with five simple questions and an area to write comments. 13 questionnaires were completed.

For further detail, please see the Statement of Community Involvement Document prepared by Gleeson Homes and Regeneration which is submitted with this planning application.

6. Statutory Policy Context and Other Relevant Policies

The statutory Development Plan for Barnsley comprises the Barnsley Core Strategy (2011), the Barnsley Education Sites Development Plan Document (DPD) and the remaining saved planning policies in the Barnsley Unitary Development Plan (UDP) (2000), including the Proposals Map, adopted December 2000.

Section 38 of the Planning and Compulsory Purchase Act 2004, states that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

Consideration will also be necessary to the appropriate weight to be afforded to the development plan following the publication of the National Planning Policy Framework (The Framework). This is set out in detail in Section 7 of this report. The Framework (Appendix I) indicates that the policies within it have material weight from the day of its publication.

This section identifies the planning policies and other material considerations which are relevant to this proposal.

6.1. Statutory Development Plan

6.1.1. Barnsley Core Strategy (2011)

The Barnsley Core Strategy was adopted in 2011. The site is unallocated white land / is allocated as Safeguarded Land within the development limits of Bolton Upon Dearne as defined on the UDP Proposals Map.



Extract from Barnsley UDP adopted December 2000

The relevant Core Strategy and remaining Saved policies in the UDP relevant to this application are as follows:

| Policy | Summary |
|---------------|--|
| Policy CSP 1 | Climate Change |
| Policy CSP 2 | Sustainable Construction |
| Policy CSP 4 | Flood Risk |
| Policy CSP 5 | Including Renewable Energy in Developments |
| Policy CSP 8 | The Location of Growth |
| Policy CSP 9 | The Number of New Homes to be Built |
| Policy CSP 10 | The Distribution of New Homes |
| Policy CSP 14 | Housing Mix and Efficient Use of Land |
| Policy CSP 15 | Affordable Housing |
| Policy CSP 17 | Housing Regeneration Areas |

| | |
|---------------|---|
| Policy CSP 25 | New Development and Sustainable Travel |
| Policy CSP 26 | New Development and Highway Improvement |
| Policy CSP 29 | Design |
| Policy CSP 36 | Biodiversity |
| Policy CSP 40 | Pollution Control and Protection |
| Policy CSP 42 | Infrastructure and Planning Obligations |

6.2. National Planning Policy and Guidance

The publication of the National Planning Policy Framework (The Framework) on the 27 March 2012 replaced all previous Planning Policy Guidance Notes and Planning Policy Statements with a single policy document to set out the approach to planning at a national level.

All previous Planning Policy Statements and Planning Policy Guidance Notes were therefore superseded and replaced along with Circular 05/05 (Planning Obligations) and other guidance set out in Annex 3 (The Framework, 2012).

The Government produced the online resource of Planning Practice Guidance on 6 March 2014. This was accompanied by a Written Ministerial Statement which includes a list of the previous planning practice guidance documents cancelled when the site was launched. The guidance is provided as an online resource such that it will be continually updated as necessary.

National Planning Policy Framework (The Framework)

The Framework is a key material consideration as the statement of national policy and should therefore be taken into account and given appropriate weight when assessing this application.

Adopted as an expression of national planning policy, The Framework sets out the presumption in favour of sustainable development and the Government's key objective to increase significantly the delivery of new homes. Where relevant policies are out of date,

for example where a five year housing land supply cannot be demonstrated, it states planning permission should be granted.

The key elements of The Framework relevant to the proposals are, in summary, as follows:

- Achieving sustainable development
- Building a strong, competitive economy
- Delivering a wide choice of high quality homes
- Decision-taking

It should also be noted that, with regard to the requirement for development plans to be compliant with The Framework, the Planning Inspectorate issued guidance to Inspectors on how emerging LDF policy documents might be brought into line with The Framework approach. This has been included in DPDs for a number of local planning authorities in the country. In the case of Wakefield, as an example, it constitutes a model policy for inclusion in "post-Framework" development plans and is worded as follows:

"When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

- *Specific policies in that Framework indicate that development should be restricted.*”

National Planning Practice Guidance (PPG)

The PPG provides guidance to support the policies within The Framework, and in that sense does not provide additional policy but rather more detailed consideration of how policies within The Framework should be approached and met. The guidance covers all relevant planning policy areas under separate topics and will be updated online as and when required.

The PPG makes specific reference to five year housing land supply, under the sub heading “What is the starting point for the five year housing land supply”. The Planning Practice Guidance confirms that, *“Household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need.”* Nonetheless, it goes on to say that household projections are trend based and, *“do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behavior.”*

Significantly, the Planning Practice Guidance cautions that,

“The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends. For example, formation rates may have been suppressed historically by under-supply and worsening affordability of housing. As household projections do not reflect unmet housing need, local planning authorities should take a view based on available evidence of the extent to which household formation rates are or have been constrained by supply.” (Last updated: 06 03 2014 Reference ID: 2a-015-20140306).

The Planning Practice Guidance echoes the view expressed in the LGA / PAS Guidance Note and suggests that, *“Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible”* (Revision date: 06 03 2014 Related policy National Planning Policy Framework Paragraph 47 Paragraph: 036 Reference ID: 3-036-20140306).

Detailed assessment of the proposal against the relevant guidance within the PPG will be considered in chapter 7 of this report.

6.3. Other Relevant Policies

6.3.1. Other Relevant National Documents and Emerging Policy

Localism Act (November 2011)

The Localism Bill underwent its full Parliamentary process and was given Royal Assent in November 2011. The Act contains primary legislation and amendments to the existing legislation within the 1990 and 2004 Acts and most significantly, abolished the Regional Strategies in England and therefore this element was removed from the statutory development plan as currently defined within Section 38(3) of the Planning and Compulsory Purchase Act 2004.

Whilst, the Regional Strategies no longer form part of the statutory development plan, in some instances, they may have post-abolition weight if the Council has not produced a more up to date evidence base on which to base its development requirements.

Specific elements of the Act, including the New Homes Bonus, were brought into force on the 6 April 2012.

Ministerial Statement - Housing and Growth (6 September 2012)

The Ministerial Statement issued on 6 September 2012 announced new housing and planning measures designed to stimulate house-building and through this to support growth in the wider economy and deliver:

Up to 70,000 new homes, including affordable housing.
Fast-track the planning process for new development.
Extend opportunities for first-time buyers to get onto the housing ladder.
Support 140 000 jobs in the construction sector.
Support investment in new and existing homes.

This recent announcement on housing and growth is a major step forward for housing which will boost supply and provide a substantial stimulus for the economy, reinforcing the overarching policies within The Framework and asserting the Government's pro-growth agenda.

6.3.2. Emerging Local Policy

Barnsley Council is currently in the process of producing a composite Local Plan for Barnsley which will replace the Core Strategy and the UDP. Once adopted, this document, will be the statutory development plan for Barnsley.

It will consider the future use of all land within the borough including Barnsley Town Centre, and includes text previously set out in the Town Centre Area Action Plan. It will establish policies and proposals up to the year 2033 and will be used when considering planning applications and to coordinate investment decisions that affect the towns, villages and countryside of Barnsley.

Consultation on the Local Plan commenced in November 2014 and ended on the 11th January 2015. The Council are now considering the comments made during this consultation and the Council intend to publish their Publication Version in July 2015, with Examination in Public, February 2016 and adoption in Spring 2016.

The document seeks to identify sufficient sites to meet Barnsley's housing needs in the period 2014 to 2033. Policy HI indicates that,

“We will seek to achieve the completion of at least 20,330 net additional homes during the period 2014 to 2033. A minimum five year supply of deliverable sites will be maintained.”

It is indicated that this provides an “*indicative annualised figure of 1070 [units] per annum*” which is suggested meet the Strategic Housing Market Assessment target of ‘around’ 1,100 units per annum. It identifies that, “*Allocating sites for the full 1,100 would lead to further Green Belt release.*”

The site is allocated in the emerging Local Policies Map, Consultation Draft as Safeguarded Land (SAFI4) under Policy GB6 Safeguarded Land.

Given the stage in the process this Plan is at, little material weight should be applied to this document.

6.3.3. Relevant Local Supplementary Planning Documents and Evidence Base

Planning Advice Note 30- Sustainable Location of Housing Sites (Adopted July 2011)

PAN30 has been prepared by the Council as a Supplementary Planning Document (SPD). The PAN is a material consideration that carries weight in the determination of relevant planning applications.

The aim of PAN30 is to promote the development of sustainable, deliverable housing sites consistent with national planning policy. The objective is to focus new housing development within the main settlements in the Borough and to ensure new development takes place in sustainable locations within them.

Designing New Housing Development (Adopted March 2012)

This Document primarily supplements policy CSP 29 Design of the LDF Core Strategy and sets out the principles that will apply to the consideration of planning applications for new housing development.

Open Space Provision on New Housing Development (Adopted March 2012)

This SPD offers guidance to developers considering submitting a planning application for residential development on what will be expected in terms of open space provision. This advice note supplements Policy CSP35 of the Core Strategy.

Parking (Adopted March 2012)

This SPD supplements Core Strategy policy CSP 25 New Development and Sustainable Travel. The SPD sets out parking standards for broad categories of development and includes the threshold to which they will be applied.

Strategic Housing Land Availability Assessment, Peter Brett Associates (2013)

The SHLAA is a key piece of the evidence base that will underpin the emerging Barnsley Local Plan. The assessment's purpose is to review the land supply for housing in the borough in relation to the requirement for housing as set out in the adopted Core Strategy in order to ascertain the Council's supply of deliverable and developable housing land over the forthcoming 5-10- and 15-year periods from a base date of 1 April 2012.

The SHLAA study, which covers the entire area within the administrative boundary of Barnsley Council, has been undertaken in full compliance with the National Planning Policy Framework ('NPPF') of March 2012, and the DCLG's SHLAA Practice Guidance of July 2007. As required by these documents, the Council have assessed whether each identified site is 'deliverable' (i.e. available now, suitable and achievable), 'developable', or not currently 'developable'.

Strategic Housing Market Assessment (SHMA) Update, Arc4 2014

The SHMA Update provides the latest available evidence to help to shape the future planning and housing policies in the Barnsley area. The study updates the 2013 SHMA. The update will help inform the production of the emerging Local Plan and Housing Strategies. The research provides an up-to-date analysis of the social, economic, housing and demographic situation across the area. In particular, the 2014 update considers the housing market area of Barnsley, objectively assessed housing need and duty to co-operate matters.

In conclusion Barnsley can be described as a self-contained housing market on the basis of migration, but it should be acknowledged that Barnsley Metropolitan Borough (MB) is part of the wider functional economic areas of both the Leeds, but in particular the Sheffield city-region areas.

The objectively assessed housing need figure for Barnsley MB is around 1,100. The 1,100 target represents an ambitious and aspirational figure which addresses housing need, supports economic growth ambitions and can be broadly supported by land identified in the

SHLAA. It is also assumed that the 1,100 target addresses any backlog in demand as it uses a baseline household figure based on the current demographic situation in Barnsley MB.

Analysis of general market supply and demand suggests that demand exceeds supply across all sub-areas and:

- There are overall shortfalls of detached and semi-detached houses and bungalows, but sufficient supply of terraced houses and flats;
- There are shortfalls of all property sizes.

Future development should focus on delivering to address identified shortfalls and reflect household aspirations.

In terms of affordable housing, an annual net shortfall of 295 affordable dwellings has been calculated (gross requirement of 535). A tenure split of 78.8% affordable (social) rented and 21.2% intermediate tenure is suggested.

Growing Barnsley's Economy 2012-2033

This report was produced for the Council and approved by Cabinet on 6 June 2012. The report sets out proposals for economic growth linked in part to the Economic Investment Plan (2012/3-2016/7). The report was produced after adoption of the Core Strategy. The report states that "Housing plays a key role in both stimulating and supporting economic growth". It notes the need for greater housing mix and "increasing the breadth of housing supply". It refers to a need in the Sites and Places DPD for the Council to work with private developers to achieve the requisite housing mix to meet the future housing needs of the Borough. It suggests that this may include a review of the Green Belt (this has indeed been subsequently undertaken).

Five Year Housing Land Supply

The Council has recently confirmed that they do not have a five year supply in the Barnsley Five Year 'Deliverable' Housing Land Supply Report April 2012-March 2017 (October 2013). This was produced approximately two years after an Inquiry in respect of a proposed housing site in Mapplewell¹ (detailed in the separate five year housing land assessment report) found that the Council had failed to demonstrate a five year supply of deliverable housing sites.

Whilst the latest housing supply report is approximately one year old, the assessment considered the period from April 2012, some two and a half years ago. It is therefore important to now revisit the five year supply in order to secure an up-to-date and robust evidence base in respect of the housing supply position in Barnsley. Spawforths have prepared a separate assessment of the Council's five year housing land supply which will provide evidence to demonstrate and reaffirm that Barnsley Metropolitan Borough Council (BMBC) does not have a five year supply of available housing land. This will be summarized in Section 7 of this report.

There are also a number of appeal decisions which have been issued since the publication of the Framework which have established pertinent precedents and conclusions. It is important to establish these matters as they will set the context for considering the approach to housing supply which should be applied in considering whether a five year supply of deliverable sites has been demonstrated by the local planning authority. This is assessed in detail in the separate five year housing land assessment report.

¹ PINS Ref: APP/R4408/A/10/2138041: Former North Gawber Colliery and CISWO Sports Pitch, Carr Green Lane and Spark Lane, Mapplewell, Barnsley allowed by SoS Call-in letter dated 18.1.2012 in line with recommendations contained within the Planning Inspector's report dated 24.11.2011

7. Reasoned Justification for Proposed Development

7.1. The Planning Context

The statutory development plan for the consideration of this application comprises the Barnsley Core Strategy adopted September 2011, the Barnsley Education Sites Development Plan Document (DPD), and the remaining saved policies of the Unitary Development Plan and Proposals Map.

The publication of The Framework also plays a significant role in terms of the relevant policies pertinent to the consideration of this application. The Framework constitutes the complete statement of the Government's Planning Policy, replacing all previous PPG and PPS and Circular 05/05. It came into effect immediately on its publication on 27th March 2012 and therefore its policies all have material weight.

The adopted Framework indicates that Development Plans which have been adopted post-2004 (but prior to the publication of The Framework) should carry weight in relation to Section 38(6) of the 2004 Act in terms of their compliance with the policies within The Framework. Where Local Plan policies pre-date the publication of The Framework, the national policy will hold sway in any conflict, whilst post-Framework development plans and policies will be afforded their full weight under the plan-led presumption so long as none of the policies therein are absent, silent or out-of-date (such as an absence of a five year housing supply).

In this context, it is considered therefore that the Core Strategy carries weight in terms of the plan-led presumption established within Section 38 of the 2004 Act and the approach set out within the NPPF. The recent appeal decision in respect of UK COAL PLC at the Former North Gawber Colliery, 18 January 2012, however demonstrates that the Council's housing policies contained within the Core Strategy are out of date and as such the NPPF holds significant weight and the presumption in favour of residential development applies. The remaining saved policies of the UDP (2000) do continue to be part of the statutory development plan, since the legislative basis for the definition of the plan cannot be altered by the publication of policy. However much of the policies in the UDP now carry limited weight and precedence should be given to the relevant policies of the NPPF. This is in the

case where policies are not consistent with the NPPF, a "pre-2004 Act Plan" would effectively be overruled by the new NPPF policies.

Within this overarching policy framework, the evaluation of the application proposals is now considered against the following issues:

- Principle of Development
- Design and Heritage
- Highways and Transportation
- Environmental Issues
- S106 Obligations
- Conformity with the Development Plan

7.2. Principle of Development

To address the acceptability of the principle of development on this site, it is necessary to consider the key issues and impacts of the proposals, the conformity of the proposals with the development plan and any other relevant material considerations.

The proposals have evolved taking account of national planning policy and guidance and the adopted development plan for Barnsley. The principle of development has been considered in the context of the statutory development plan, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and also the policies within the NPPF.

7.2.1. Suitability of Site for Housing

The proposals comprise the redevelopment of this greenfield land for high quality residential development. The establishment of the suitability of the site for residential development has taken account of the following issues:

- Housing Need
- Economic Imperative
- Regeneration

The starting point for consideration of this application proposal should be the development plan.

The greenfield site is allocated as Safeguarded Land identified on unallocated white land within the development limits of Bolton Upon Dearne as defined on the UDP Proposals Map. It forms a natural extension to the urban area and represents a further phase of development to the adjacent residential sites, both now granted permission and owned by Gleeson Homes Ltd. Phase 1 comprising 50 dwellings granted planning permission in 2009 has commenced on site and Phase 2 has also secured planning permission.

| Application Ref. | Description of Development | Site Address | Decision |
|------------------|---|--------------|------------|
| 2006/1119 | Erection of 141 dwellings and associated car parking | Refused | 07.02.07 |
| 2008/1599 | Erection of 50 dwellings and associated car parking | Approved | 12.02.2009 |
| 2011/0693 | Erection of 60 dwellings and associated car parking | Approved | 08.12.2011 |
| 2013/0960 | Residential development of 58 dwellings with associated garages/parking spaces, roads and sewers. | Approved | 01.05.2015 |

Housing Need, Delivery and Supply

The key approach to housing at a national level is now set out in the NPPF. The NPPF sets out a number of specific approaches which it outlines as necessary to "boost significantly the supply of housing" (para. 47, NPPF, 2012)

The increase in delivery of homes therefore is a fundamental objective of the Government, and it is expected that this approach should be reflected across the country in terms of individual Local Planning Authorities' approach to housing provision in development and also in consideration of individual planning applications.

An evidence based approach is fundamental in ensuring that housing supply is both increased and meets the housing requirement for a particular area. This evidence base is delivered

through the development of Strategic Housing Land Availability Assessments (SHLAA) and Strategic Housing Market Assessments (SHMA), which remain from the previous policy context. This again is reflective of previous policy and guidance and seeks not only to identify suitable locations for housing development, but sites which are deliverable (in the following five years) or at least developable (in the longer term). This means that sites which are evidently capable of delivering housing numbers, and which are located in suitable sustainable locations, should be considered favourably, and in terms of planning applications, the NPPF specifically states,

" Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.." (para. 49, NPPF, 2012)

The spatial development strategy set out in Core Strategy Policy (CSP) 8 'Location of Growth' identifies the settlement hierarchy and locations and CSP 10 'The Distribution of New Homes' identifies scale and distribution of where most new housing development will occur in the district. Policy CSP 9 also identifies the new homes to be built, which confirms the Council is seeking to achieve completion of at least 21500 net additional homes between 2008 to 2026 and importantly a minimum five year supply of deliverable sites should always be maintained.

The spatial development strategy set out in Policy CSP 8 confirms that priority will be given to development in the urban area of Barnsley and the principal towns, including the Dearne Towns, comprising Bolton Upon Dearne. The Spatial Portrait of the Borough set out in Section 7 of the Core Strategy states that the Dearne Towns are a priority in terms of housing and employment development with a particular emphasis on renewing areas where the market has failed through the HMR Pathfinder initiative.

Whilst this site is identified as safeguarded land in the adopted proposals map, it is within the defined development limits illustrated by the spatial form of the town, which extends to properties on Crane Well View and the private lane leading to Lowfield Lodge, which would confirm that the site is contained within the urban area. This land is a natural infill site and development of new homes on this site would effectively round off the settlement in this area.

One of the key aims of the adopted and emerging Local Plan is to ensure that new development takes place at an appropriate scale in the most sustainable locations in line with the Core Strategy's spatial strategy and settlement hierarchy and to support sustainable economic growth in both the Leeds and Sheffield City Regions.

Whilst the proposals for residential development in this location are on greenfield land, the proposals conform with the settlement hierarchy (Policies CSP8, CSP9 and CSP10) which directs new development to the principal town of Bolton Upon Dearne.

Whilst the Council recognise the relationship this site has with the urban area and have sought to allocate this land as Safeguarded Land (SAF14) under Policy GB6 Safeguarded Land of the emerging Draft Local Plan, we consider that this site can be made available now for residential development and should not be safeguarded land.

It is ideally placed to accommodate some of the new homes to be delivered in this area identified in Policy CSP10.

Emerging Local Plan Policy LG2 also directs growth to Principal Towns, which include Bolton Upon Dearne as part of the Dearne Towns. Draft Local Plan Policy H1 sets a target of at least 20,330 net additional homes during the plan period 2014 to 2013. Draft Local Plan Policy H2 Distribution of New Homes identifies approximately 3,008 of these new homes will be delivered in Goldthorpe and Dearne Towns (14% of the overall supply).

The Draft Local Plan confirms that the Council will need to release land from the Green Belt to accommodate housing and employment needs and are now considering the suitability of Green Belt sites for residential development, given they need to take out around 190 hectares of land for housing and a further 70 hectares of land to be safeguarded to meet longer term needs beyond the plan period. Although positive steps are being taken to provide land for more housing sites within the Borough we consider that the delivery of this site for housing now will reduce the extent of Green Belt release to meet the Borough's future housing needs.

The continued allocation of this site as safeguarded land has not taken into consideration the requirements of the NPPF to deliver homes in the most sustainable urban locations. This site is in a highly sustainable location. Despite this, the Council appear to have the

concentrated housing allocations in the more northern extent of the settlement, which are not as close to existing rail services.

Although the site is greenfield, a housing development on this site would utilise and enhance the existing infrastructure. The NPPF encourages the use of previously developed land but it does not contain a priority or sequential approach towards developing previously used land first. The NPPF therefore does not predicate the development of greenfield sites.

Adding further weight to the need for this site to be delivered for housing now is the Council's current failure to demonstrate a supply of deliverable housing sites to provide five years' worth of housing against the Borough's housing requirement. The Council's position in this respect is confirmed in the Barnsley Five Year 'Deliverable' Housing Land Supply Report April 2012 – March 2017 Report, prepared in October 2013. In this situation the NPPF is clear, at paragraph 49, that relevant policies for the supply of housing in the adopted development plan should not be considered up to date. Paragraph 4.2 of the Five Year Housing Land Supply Report actually recognises that, as a result of its failure to demonstrate a five year supply, applications for residential planning permission in the Borough (including proposals on UDP **Safeguarded land** and the UDP Urban Land to Remain Undeveloped allocations), where it can be demonstrated that they are in a sustainable location, will now be determined in line with the NPPF Presumption in Favour of Sustainable Development (paragraph 14 of the NPPF), relevant development plan policies and any other material considerations.

The separate Five Year Housing Land Supply Assessment scrutinizes the Council's five year supply in detail. In summary Spawforths assessment of the five year supply confirms that there is a very substantial shortfall in the supply of available housing land in Barnsley and that unless a significant rate of approval and then delivery of sites is undertaken, the Council will fall further behind and the deliverable housing supply will reduce further.

It is clear that the Council now has an undersupply in the CS Plan period from 2008 to present. The question is whether it presents a persistent history of undersupply warranting a 20% buffer.

Spawforths have undertaken their own assessment and have undertaken calculations based on three different scenarios as follows:

- Scenario A – Housing Requirement based on the Council’s Core Strategy ‘Soft Start’ and with 20% Buffer and Undersupply for five years (April 2010-March 2015) addressed
- Scenario B - Housing Requirement based on the average Council Core Strategy requirement and with 5% Buffer and Undersupply addressed for five years (April 2010-March 2015)
- Scenario C - Housing Requirement based on the average Council Core Strategy requirement and with 20% Buffer and Undersupply addressed for five years (April 2010-March 2015)

There remains a level of contention as to whether a 5% or 20% buffer should be applied. It is our position that it should indeed apply given what is clearly a number of years of persistent undersupply. The Council’s position is only taken as the targets were reduced in the Core Strategy to reflect the level of supply and not that this was reflective of an unhealthy housing market.

However, regardless of what buffer should be applied, it is evident that Barnsley cannot demonstrate a 5 year supply of deliverable housing sites based on their approach (equating to 2.09 years supply) and our three scenarios which mean that the supply equates to 1.83 (Scenario A), 1.95 (Scenario B) or 1.70 (Scenario C) years’ supply.

Since the Council cannot demonstrate a five year supply of housing land its housing policies contained in the Core Strategy are out of date and the presumption in favour of sustainable development outlined in paragraph 14 of the Framework, is triggered, planning permission should be granted for the application proposals unless adverse impacts would “significantly and demonstrably” outweigh the benefits of doing so. The housing policies of the Core Strategy are clearly out of date regardless of the 5 year housing land calculations and the terms of paragraph 49 of the Framework.

Housing Mix and Density

Core Strategy Policy CSP 14 establishes the requirement for the provision of a mix of housing contributing to mixed and balanced communities, providing a mix of dwelling types, size and affordability. We consider the site to be most suited to a mix of two, three and four bed semi-detached and detached houses

The NPPF states that a wide choice of high quality homes should be delivered, and that local authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community.

Core Strategy Policy CSP 15 expects affordable housing to be provided on suitable sites to meet local needs. Policy CSP 15 establishes that on sites above 15 or more dwellings, 25 percent affordable housing should be provided on the application site, unless it can be demonstrated through a viability assessment that the required figure would render the scheme unviable. The separate viability assessment demonstrates that provision of affordable housing on site will render the scheme unviable.

The site is approximately 2.63 hectares in size and proposes to develop 97 dwellings. In the context of Core Strategy Policy CSPI4 the density of the proposed scheme is wholly appropriate. The design of the proposed development has been led by the individual characteristics of the site. The setting of the site, nature and character of the surrounding areas and adjoining housing, local need for family housing coupled with the topography of the site means that the density proposed is justified.

On this basis, it is considered that this density of development is not only reflective of the character of the area but also satisfies this requirement by providing an appropriate urban form which makes the best use of land in accordance with Core Strategy policy CSPI4

Summary

This confirms that residential applications on this safeguarded land should be considered now, in line with the NPPF presumption in favour of sustainable development, in order to meet the Borough's housing requirement. This report has demonstrated that this site is in a sustainable location and that there are no adverse impacts which would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework. It is only logical that safeguarded land should be made available now in order to meet the Borough's housing requirement.

7.2.2. Economic Imperative

Development of the site for residential end use will have a positive impact on the area in economic terms. The development of new housing will bring local benefits and aid social cohesion. The proposal will provide high quality dwellings in a sustainable location. It is

expected that the proposal could attract new residents to Bolton Upon Dearne as well as movement of existing residents within Bolton Upon Dearne. The new residents would help generate additional expenditure within the local economy through spending in local shops and services, and more widely in the Barnsley area.

The proposed development is expected to generate a series of direct and non-direct job opportunities to the local community. During the construction phase it is expected that the majority of employment effects would arise through the creation of temporary construction jobs associated with the expenditure incurred in constructing the residential accommodation. This could include construction of site infrastructure and residential units. The main source of construction spend will relate directly to the provision of the new residential dwellings.

In addition, with regard to indirect employment, the creation of additional households would create additional demand for local services which would have a positive impact on the employment of additional staff by existing businesses in the locality. Additionally, the subsequent maintenance of the public and semi-private areas of landscaping and open space will create a requirement for landscape maintenance operators.

Residential development in this location will lead to direct investment into this area, as well as additional employment and increased household expenditure within the locality. An opportunity for investment would be a significant benefit to Bolton Upon Dearne with the majority of resultant beneficial impacts being felt at a local level.

The NPPF is driven by the need to deliver sustainable development supported by economic, social and environmental roles for the planning system. At the heart of this approach is the presumption in favour of sustainable development which is driven by a commitment to support growth.

"The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning must operate to encourage and not act as an impediment to sustainable growth. Therefore, significant weight should be placed on the need to support economic growth through the planning system." (para. 19, NPPF, 2012)

The redevelopment of the site for housing provides an important opportunity to contribute to securing a sustainable long-term future for the settlement and, as such, in an economic context the presumption should be in favour of support of the proposed development.

The Ministerial Statement "Planning for Growth" provided advance notice of the Government's commitment to streamline the planning system and reduce bureaucracy to an end of supporting economic development. In that sense, the planning system is encouraged to support new economic development and business rather than act as an impediment to development proposals. Whilst the credentials and policy considerations in relation to a residential development of this scale should not be ignored, it is clear that the economic imperative of the proposed development is a significant one, which accords both with the Government's priority to get the economy growing and the general thrust and approach to new development confirmed in the NPPF.

The delivery of new homes within Bolton Upon Dearne will also assist in achieving the level of housing need required within the area and wider area. In addition the New Homes Bonus sets out how the Government proposes to reward Councils and Communities for the new homes built in their areas and to support bringing empty homes back into use. The New Homes Bonus provides authorities with real incentive to deliver housing growth.

7.2.3. Regeneration

In terms of regeneration, the redevelopment of this site represents a significant opportunity to continue the regeneration of this part of the town which has suffered from decay and complement the earlier phases of residential development in this location, providing a natural extension and defined boundary to the urban area. Redevelopment of the site for residential use therefore represents a significant opportunity to consolidate existing residential development proposals in this location alongside the other economic benefits which the land use proposals will bring.

The NPPF places regeneration high on its agenda in terms of "Building a strong, competitive economy" and the support for economic development. This indicates that priority areas for regeneration should be identified, and states that authorities should,

" - identify priority areas for economic regeneration, infrastructure provision and environmental enhancement;"

(para. 21, NPPF, 2012)

In addition, the adopted Core Strategy, which sets the key strategic policies and approaches for the Borough, places regeneration at the heart of the strategy and many of the key policies. In particular, the paragraph 7.33 of the Spatial Portrait states,

“We want to regenerate and enhance the Dearne Towns which have suffered since the end of the coalmining industry, and are doing so through major regeneration schemes and master planning. We will plan for the towns of Goldthorpe, Thurnscoe and Bolton on Dearne together but will ensure that they retain their own unique identities at the heart of the Dearne Valley Eco-vision”.

Within this context, the regeneration of the site represents a significant opportunity for not only economic benefits but also in relation to social and environmental benefits to the locality. At this time, this agricultural land, on the cusp of the urban area, classified as Grade 3 good – moderate agricultural land, plays no positive role in terms of its environmental impact in the area, whilst it remains largely inaccessible and therefore neither does it contribute in social terms within the community.

Regeneration and redevelopment of the site is consistent with Policy CSP 17 which identifies Bolton Upon Dearne as an area of low housing demand which the Council will support a range of housing market regeneration programmes aimed at the renewal of poor housing and the revitalization of the neighbourhoods and communities.

From a regeneration basis there is a clear and significant physical, social and economic regeneration benefit resulting from the proposed redevelopment of this site consolidating and expanding the adjacent residential site, formerly an established employment site.

In summary, it can be demonstrated that the application proposals would contribute to the following regeneration benefits to the immediate locality, Bolton-upon-Deerne and the surrounding area:-

- Former employment site regeneration and remediation
- Employment Creation
- Housing Benefits
- Sustainable development
- Amenity and Recreational Improvements
- Off Site Highways Benefits

- Environmental Benefits

We have demonstrated that the development can deliver significant regeneration benefits within the policy framework set by the adopted Core Strategy and emerging Local Plan.

The regeneration opportunity and consequential benefits represent significant material considerations that weigh in favour of the proposed development of this site. Such benefits are therefore entirely consistent with the objectives of local and national planning policy.

7.2.4. Summary

The principle of development in this case seeks to establish whether the proposed land uses and general quantum of development are acceptable in planning terms.

Paragraphs 47-55 of the NPPF identify a number of key considerations which should be applied to the determination of planning applications for housing. We consider these are met by the proposal.

The NPPF recognises the LPA's should be responsive to local circumstances and plan housing to reflect housing needs. On this basis we consider that the comprehensive development of this site, within this location is capable of delivering a suitable form, mix and type of housing.

Whilst proposals on this site will lead to development on greenfield land, we have also considered the application against the policy framework in the Core Strategy, emerging Local Plan and NPPF. It performs well against this policy framework. We consider that the proposals are within the development limits of a Principal town identified for housing growth, it will provide a natural infill and rounding off the urban area, it meets an identified housing need and will contribute towards meeting the Council's five year housing land supply which is currently deficient.

The framework does not preclude development on greenfield land on the edge of settlements; therefore we have considered the presumption in favour of sustainable development and whether the adverse impacts of this development would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole. We consider that the benefits of delivering housing (based on the housing need case advocated in the preceding section) and the redevelopment of this site with the

community, environment and employment benefits realised by this proposal outweigh any development of greenfield land in this instance. These considerations referred to in this Section should weigh in favour of this application.

It is therefore considered that the principle of development is acceptable in this case and that therefore the broad indications in terms of land use and quantum of development should be considered appropriate in this location.

7.3. Delivering Sustainable Development

Sustainable Development underpins the planning system and is a central theme running throughout national planning policy and guidance. The NPPF identifies the presumption in favour of sustainable development and that local plans and individual development proposals should be brought forward on this basis. Local Plans should be prepared in accordance with the NPPF and where either absent or silent in relation to specific development, applications which can demonstrate that they represent sustainable development consistent with the NPPF should be granted.

In this context, a key assessment when considering new development proposals in this context is that of the sustainability of the site.

We have considered the proposals in the context of the key elements of sustainability under the general three broader headings of economic, environmental and social sustainability.

Sustainability in a planning context as set out within the NPPF includes:

- An economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation, including the provision of infrastructure.
- A social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present, and future generations; and by creating a high quality built environment, with accessible local services that reflect the communities needs and support its health, social ,and cultural well-being; and

- An environmental role – contributing to protecting and enhancing our natural, built, and historic environment; and, as part of this, helping to improved biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

Source: National Planning Policy Framework Proposed (March 2012)

The Adopted Barnsley Core Strategy identifies the places where most development should take place and those where development ought to be limited, in order to create sustainable communities. Policy CS4 states that development will be located in accordance with the spatial development strategy so that the need to travel is reduced and essential travel needs can be met by the use of transport modes other than the car.

Barnsley Core Strategy provides a broad spatial framework to meet local needs in sustainable locations. Policy CSP 8 relates to the location of development and identifies that most new development, will take place in urban areas taking advantage of existing services and high levels of accessibility, with the larger amount located in Barnsley urban area, and focused on the principal towns including Dearne Towns (Bolton Upon Dearne).

The site is located in close proximity to bus services. Essential services and facilities are located in Bolton Upon Dearne, including local shops, and schools, demonstrating that a range of businesses, shops and schools are also located within a short catchment area of the site.

It is important to recognise that accessibility by transport modes other than the car is only one dimension of sustainability, it is not the only factor and should be weighed in balance with other considerations.

The Three Dimensions of Sustainability

The proposals will enhance the sustainability of the site and its locality by providing additional housing and enhanced accessibility.

By enhancing the sustainability of the site we consider that the application proposals meet the three joint dimensions of sustainability identified in the NPPF. The proposals will ensure the delivery of sufficient land of the right type, at the right time to the support growth and housing needs which are clearly identified in the SHMA.

In terms of the three dimensions to sustainable development in the NPPF, we consider that the delivery of housing on this site is a contributor to economic growth through construction jobs but also through the relocation of existing uses to more appropriate facilities on the larger retained employment site, thereby securing the future of this larger site. The application proposals will fulfill a social role by delivering high quality housing to meet current and future needs, which will satisfy both social and economic roles identified in the NPPF, addressing issues of under delivery and contributing towards much needed affordable housing.

We consider that the proposal represents sustainable development, based on the economic, social and environmental enhancements that would result from development. On this basis, it is considered that the benefits of the proposed development will enhance the sustainability of the site overall.

These are all matters which should weigh in favour of the proposals and outweigh other matters. On this basis it is considered on balance that the proposal represents sustainable development in line with the NPPF.

7.4. Design and Built Heritage

The recently adopted NPPF now contains all relevant national planning policies with respect to design. Within para. 114-123 of the NPPF there is specific attention paid to the role and requirement for high quality design within new development proposals. The document specifically states,

"Good design is indivisible from good planning and should contribute positively to making places better for people. The Government's objective for the planning system is to promote good design that ensures attractive, usable and durable places. This is a key element in achieving sustainable development."

The plans submitted with this application, have sought to respond to principles of good design through not only an aesthetic approach but through considerations of *"connections between people and places and the integration of new development into the natural, built and historic environment"* (para.119).

The proposed scheme will provide a development of 97 residential properties, designed on behalf of the housing developer and, as such, designed and built to their specification. The properties are designed for their identified market in which the developer is active within, and consequently these are properties which are reflective of the house types and styles prevalent within this area.

The design approach and rationale for this scheme is contained within the Design and Access Statement which is submitted with the application and prepared by the appointed Architect.

In terms of policy, the Core Strategy emphasizes the need for high quality design throughout the document whilst Policy CSP 29 and the adopted SPD: Designing New Housing Development specifically deals with design, layout and sustainable construction. As detailed within the Design and Access Statement, it is considered that the scheme would meet the requirements of this policy and the SPD, responding to local features, character and landscape and would have no negative or detrimental effects on the neighbouring area or amenities and the proposals would respond positively to the site context and surroundings.

It is considered that the proposal accords with the relevant design policies within the Development Plan, namely Core Strategy Policies CSP29 and adopted SPD: Designing New Housing Development.

7.5. Highways and Transportation

Westgate Consulting (Leeds) Ltd have undertaken a Transport Assessment which forms part of the planning application.

In 2008, outline application no. 1599 was approved to develop an adjacent plot of land. The approval also included a detailed priority junction access onto Lowfield Road.

In 2011, detailed application no. 11/0963 was granted for some 60 residential units on the same plot of land as 08/1599 to be served by way of the same previously approved access onto Lowfield Road. This development is currently under construction. Off site, the development includes widening the footway on the far side of Lowfield Road on the length from the site access to the railway bridge to achieve a uniform width of 2.0m. This work will be undertaken prior to completion of Phase 1 and prior to starting Phase 2

In 2015, detailed application no. 13/0960 was approved for some 59 residential units on the adjacent plot of land, again including a mix of two, three and four bedroom houses, with access by way of the 11/0963 site. The permission is subject to a Section 106 agreement concerning a financial contribution to a LHA/Network Rail improvement scheme at the nearby railway bridge.

This proposed development will form an extension to the approved schemes with access onto Lowfield Road by way of the arrangements permitted as part of 11/0963.

This Transport Assessment has considered the transport implications of the proposals to achieve a sustainable development. Based upon locally determined traffic generation rates and guidance given in the Department for Transport (DfT) publication 'Guidance on Transport Assessment', March 2007, it has considered the access arrangements and likely transport impact on the surrounding highway network. It has concluded that it will continue to operate in a satisfactory manner, with and without the development and therefore there is no need to introduce further off-site mitigation measures.

It can be concluded therefore that there are no highways or transportation reasons which should prevent the proposed development being granted planning consent.

Travel Plan Services Ltd (TPS) has been commissioned by Gleeson Homes to complete a Travel Plan relating to the third phase of residential development, subject of this application at Lowfield Park, Bolton upon Dearne.

Given the extensive travel plan programme already in place in respect of the first two phases of development already granted planning permission, the Travel Plan Addendum submitted with this application is essentially an extension of the current arrangements and commitment and should be considered in the context of the formal Travel Plan strategy that was developed in conjunction with, and approved by, the Travel Plan Officer at Barnsley Metropolitan Borough Council (BMBC).

Given that a Travel Plan is already in the process of being implemented at Phases I and II of Lowfield Park development already granted permission, it is therefore appropriate to summarise the actions that have already been undertaken, and those which will also be applied to the third phase of the scheme, subject of this application.

Gleeson Homes & Regeneration appointed a TPC for Lowfield Park Phases I and II. All prospective and confirmed future residents will be provided with a copy of the Lowfield Park Travel Information Pack. Gleeson Homes have also provided the infrastructure to improve the southern side of Lowfield Road to provide better access for pedestrians towards the station and centre of the village.

As part of the Travel Plan for Phases I and II, specific targets were included that should be achieved within four years of full occupation, which are shown below:

- T1 Reduction in total number of cars accessing the site during peak hours by 10%
- T2 No more than 50% of peak hour two-way trips single occupancy car journeys
- T3 14% of peak hour journeys by public transport
- T4 4% of peak hour journeys by cycle
- T5 18% of peak hour journeys on foot

Responsibility for ensuring the existing travel plan programme is extended across all three phases of development will be assigned to the existing travel plan coordinators at the site, Travel Plan Services Ltd.

The Phase III Travel Plan outlines the local sustainable travel options for the third phase of residential development at Lowfield Park, and highlights the ways that the developer will seek to promote these options to residents.

One of the key measures is the continuation of the role of Travel Plan Coordinator for Lowfield Park, who will ensure that this work is completed in a timely fashion, and will be able to use up to date best practice for implementing the measures.

Regular monitoring has been established, which began in in summer 2013 as agreed in the original travel plan, which will help to inform the TPC of the successes and failings of any extant measures, ensuring that the travel plan for the development is suitable for purpose and relevant to the residents who live there. The progress of the TP and the outcome of monitoring will be shared with the Travel Planning team at Barnsley Metropolitan Borough Council.

7.6. Environmental Issues

7.6.1. Odour

SLR has undertaken an Odour Constraints Assessment of identified sources of odour from the Bolton on Dearne Waste Water Treatment Works (WwTW). Odour emissions from the WwTW were measured during an odour monitoring survey undertaken by SLR personnel, with subsequent analysis by dynamic olfactometry undertaken by Silsoe Odours. A number of worst-case scenario assumptions were considered during the dispersion modelling in order to provide a robust assessment.

Dispersion modelling of emissions from the standard operation of the Bolton on Dearne WwTW illustrates those areas of the proposed Gleeson development sites (Site Area A (Phase 2) and Site B (subject of this application - Phase 3)) which are not exposed to levels above the impact criterion, i.e. in excess of C98, 1-hour 5.0ouE/m³. The use of the C98, 1-hour 5.0ouE/m³ assessment criterion accords with:

- the recommendations of the CIWEM; and
- the level which was accepted by a Planning Inspector at the Newbiggin-by-the-Sea, Leighton Linlade and Haverhill public enquiries where circumstances were very similar.

On the basis of this Odour Constraints Assessment, and reference to the Air Quality Drawings contained with the Assessment for an illustration of geomean modelled odour, it is considered that those locations of Site A and Site B detailed on the drawings within the Assessment, the outside of the predicted C98, 1-hour 5.0ouE/m³ exposure criteria are sufficient to ensure the amenity of residents of the Gleeson development would not be witness to any significant detrimental impact.

7.6.2. Ground Conditions

Eastwood and Partners have undertaken a Geotechnical and Geo-Environmental Site Investigation Report in December 2014. In summary, this confirms no made ground was encountered on site. No contamination was encountered on any of the material tested from the site as part of intrusive works and laboratory analysis. The site is in an area where no radon protections are required for new dwellings. The Coal Authority report states that

the site is within the likely zone of influence from workings in five seams of coal at 220m to 690m depth and last worked in 1972. Any ground movement from these workings should now have stopped. The site is not within the likely zone of any present or future underground coal workings. There are also no recorded mine shafts or entries within 20m of the site boundary.

In light of the above it is clear that the application proposals do not have an adverse impact on ground conditions in accordance with relevant Core Strategy policies and The Framework.

7.6.3. Flood Risk and Drainage

JOC Consultants Ltd has undertaken a FRA to support this planning application.

This report confirms that the site is situated in flood zone 1 and there is no historical evidence of the site been affected by flooding. The risk of surface water flooding or from existing sewers is assessed to be very low. The development will not result in the loss of any floodplain storage. Climate change effects will increase surface water run-off volumes over the lifetime of the development but will not alter the assessments of flood risk at the site. The effect of the development on surface water run-off can be reduced to an acceptable level by the implementation of a series of flood risk management measures.

JOC Consultants confirm a detailed surface water drainage design should be prepared and submitted to the Council for approval, prior to commencement of the development. This recommendation can be secured by an appropriately worded condition on the grant of planning permission.

This proposed mitigation is in accordance with Core Strategy Policy CSP 4 and The Framework, therefore there are no demonstrable adverse impacts which warrant refusal of this application in flood risk and drainage terms.

7.6.4. Ecology

SLR Consulting Limited was commissioned by Gleeson Developments Ltd to undertake an 'Extended' Phase I Habitat Survey of land off Lowfield Road, Bolton upon Dearne. This land constitutes 'Phase 3' of the development here; the first two phases are under construction or have planning permission.

In summary, this Survey confirmed that the site comprises a single grazing field (formerly managed for arable cultivation), some of which is split up into a number of small horse-grazed paddocks separated by wire fencing (target note 1). The sward was generally very short, locally sparse, and impoverished; some field margins supported a less intensively grazed sward, and here the vegetation was taller, though still species-poor.

No badger setts or field signs were noted within the site or immediate surroundings. The site, comprising short-grazed improved grassland, does not provide suitable habitat for reptiles.

The site contains no trees and no ponds or ditches are present within the site and hence the site itself has no scope to support roosting bats or the potential to support otter or water vole. In addition to the nearby fishing ponds, only one other water body was located within a 500m radius of the site boundary.

These ponds were assessed for their potential to support great crested newt using the HSI methodology (Oldham et al, 2000), and found to have a score of 0.42, which equates to 'low' suitability for great crested newt. The pond located 360 metres to the south-east of the site, is separated from the site by the River Dearne, which is likely to act as a barrier to the movement of amphibians, if indeed they occur within this pond.

In conclusion, there are no significant ecology constraints to residential development on this site and the proposals are consistent with the relevant local and national planning policies. The fields of short grassland which comprise the site, in their current horse-grazed state, have negligible potential to support nesting birds. However, should grazing cease, and the grassland be allowed to grow taller, they could potential attract a number of ground-nesting species such as skylark *Alauda arvensis* and/ or meadow pipit *Anthus pratensis*. Should this occur, then any clearance of vegetation should take place outside of the main bird breeding season, which for most species extends between March and August inclusive. If this is not possible then a breeding bird survey should be carried out by a suitably experienced ecologist, immediately prior to clearance taking place. If any active bird nests are found the nest and surrounding vegetation should be protected until the nesting attempt is concluded, and the young have fledged.

The nearby fishery comprising Lowfield Lakes, located a short distance to the south of the site, is likely to attract large numbers of bats, some of which may commute across the

application site, for example, from roosts within houses to the north. Should this be the case, then the bats would benefit from boundary planting, along the western and/ or eastern site boundaries, particularly if this planting were to consist of tall scrub.

7.6.5. Renewable Energy and Climate Change

Policy CSP 5 states that all new development of 10 or more dwellings will be expected to incorporate decentralised, renewable or low carbon energy sources sufficient to reduce the development's carbon dioxide emissions by at least 15%. Where it is not appropriate to incorporate such provisions within the development, an off-site scheme, or contribution to such may be acceptable.

The separate Viability Assessment undertaken by Gleeson Homes, confirms that a 15% target on this site is not viable.

7.7. Summary of Reasoned Justification and The Planning Balance

7.7.1. The Planning Balance

Section 38(6) of the Planning and Compulsory Purchase Act 2004, states that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

This section draws together the assessment section of this report and demonstrates how the scheme complies with the development plan and the weight to be attached to other material policy considerations.

Conformity with the Adopted Core Strategy

Whilst the proposals for residential development in this location are on greenfield land, allocated as safeguarded land, this Planning Statement has demonstrated that the proposals conform with the settlement hierarchy (Policies CSP8, CSP9 and CSPI0) which directs new development to the principal town of Bolton Upon Dearne.

In principle, much of the key policies relevant to this scheme are consistent with the approach taken in the Core Strategy. It is within the defined development limits illustrated by the spatial form of the town, which extends to properties on Crane Well View and the

private lane leading to Lowfield Lodge, which would confirm that the site is contained within the urban area. This land is a natural infill site and development of new homes on this site would effectively round off the settlement in this area.

It is ideally placed to accommodate some of the new homes to be delivered in this area identified in Policy CSP10.

Policy CSP 9 of the Core Strategy identifies the new homes to be built in the Borough over the plan period and has regard to the NPPF, recognizing that a minimum five year supply of deliverable sites should always be maintained.

The Council's position in this respect is confirmed in the Barnsley Five Year 'Deliverable' Housing Land Supply Report April 2012 – March 2017 Report, in which the Council actually recognises that, as a result of its failure to demonstrate a five year supply, applications for residential planning permission in the Borough (including proposals on UDP Safeguarded land and the UDP Urban Land to Remain Undeveloped allocations), where it can be demonstrated that they are in a sustainable location, will now be determined in line with the NPPF Presumption in Favour of Sustainable Development (paragraph 14 of the NPPF), relevant development plan policies and any other material considerations.

In this situation the NPPF is clear, at paragraph 49, that relevant policies for the supply of housing in the adopted development plan should not be considered up to date.

Having considered the principle of the development against the provisions of the Council's Core Strategy and UDP Proposals Map, it has been shown that the proposal is in accordance with the spatial strategy contained within the statutory development plan, however policies relating to the supply of housing in the Core Strategy, and allocation of the site as safeguarded land are not considered up-to-date. Therefore policies in the NPPF should prevail and be afforded significant weight when considering this planning application.

Compliance with the National Planning Policy Framework (The Framework)

It is considered that the proposed development sits well within the approach and policies within the new planning framework approach outlined within The Framework.

The application site will contribute towards the Council five year housing land supply and hence there is a presumption in favour of development for this site.

Given the Borough's underperformance in housing delivery, this ability to deliver housing is a significant one which should weigh heavily in its favour and is a significant material consideration.

In accordance with paragraph 14 of the Framework, this Planning Statement has demonstrated that this site is in a sustainable urban location and there are no adverse impacts associated with bringing forward the delivery of this safeguarded site for housing which would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework.

We consider that the proposal represents sustainable development, based on the economic, social and environmental enhancements that would result from development. On this basis, it is considered that the benefits of the proposed development will enhance the sustainability of the site overall and provide economic investment to an area in need of regeneration, through the delivery of both open market and affordable housing which complements and supports the role of Bolton Upon Dearne.

Whilst proposals on this site will lead to development of safeguarded land contrary to the UDP Proposals Map and emerging Local Plan, we have also balanced this against the applicable housing policies being up-to-date with the relevant policy criteria in the NPPF.

This site on the edge of Bolton Upon Dearne is capable of being delivered now. This reaffirms the importance for progressing and delivering sites that will reinforce the short term supply of housing in the Borough in accordance with the NPPF.

Compliance with Other Material Policy Considerations

In accordance with Section 38, we have considered the weight to be attached to other policy documents in terms of non-statutory national and local policy and Government planning policy guidance.

Having considered the principle of development against the provisions of the emerging Local Plan it is consistent with the consistent with the spatial development strategy and settlement hierarchy. However, little weight can be attached to this emerging plan, which identifies the site as safeguarded land, given it has not been tested through an independent examination and the Council's current failure to deliver a five year housing land supply.

The current wider economic context in the country is also relevant to the proposed development. The Government's ministerial statements on Growth and Housing is a major step forward for housing with an aim to boost supply and provide a substantial stimulus for the economy, reinforcing the overarching policies within The Framework and asserting the Government's pro-growth agenda. This statement should therefore be given significant material weight.

Compliance with other non-policy material considerations

Other material considerations, in terms of the technical areas and supplementary planning documents and guidance have also been given careful consideration. It is considered that none of these other material considerations, in themselves or cumulatively, would weigh against the national policy and presumption in favour of the development.

It can be concluded that there are no material considerations which would indicate that the proposal should not be approved. Indeed the key material considerations relating to the proposal reinforce its suitability and acceptability and hence in accordance with Section 38 of the Act, there is a positive presumption in favour.

8. Section 106 Heads of Terms

This section set out the applicants approach to dealing with planning obligations in accordance with the Council's policies and SPD, the NPPF and the Ministerial Statement: Planning for Growth (23 March 2011), which all recognise the economic viability associated with development.

The Framework makes specific policy statements which are directly and indirectly relevant to the potential provision of planning obligations as part of a development proposal. In particular, in relation to the context of viability, and ensuring that the planning system does not frustrate an otherwise economically viable and deliverable development, the NPPF addresses this issue in paras. 173-177. In particular, it states,

"...the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable"

(para. 173, NPPF, 2012)

In this case, the NPPF clearly sets a context whereby a viability-based approach to the provision of suitable planning obligations is established. Such obligations should therefore only be considered as suitable in the context of this policy, and any additional requirements which led to a scheme which is no longer viable and could not be delivered, would clearly be at odds with this statement of national policy.

Gleeson Homes have adopted a viability led approach to determining the scale, nature and value of Section 106 contributions consistent with the relevant polices.

It is a matter of agreement therefore that any residual monies available within the appraisal are, within the current market conditions, available for planning contributions as part of a package of contributions to be secured through a s106 Agreement signed by the applicant and the Council.

Any section 106 monies to be provided will be established through the commercially confidential appraisal submitted to the Council separately by Gleeson Homes.

9. Summary and Conclusions

The Planning Statement sets out our approach and justification based on the relevant and up-to-date policy guidance at a local and national level.

It has shown that the application accords with the provisions of the relevant planning policies contained in the statutory development plan and also with relevant national policy guidance, especially that within The Framework.

It confirms that the proposed development is acceptable in principle and demonstrates that the proposed development will provide housing which will contribute to addressing the current undersupply of housing in the Borough in the short term. This factor therefore should be ascribed significant weight in the determination of this application.

We consider that the proposal represents sustainable development, based on the economic, social and environmental contributions that would result from development. The scheme will:

- Deliver the third phase of high quality development, which represents sustainable urban infill to Bolton Upon Dearne.
- Provide 97 new homes, which respond to the housing needs of the area.
- Provide direct job opportunities through construction, alongside indirect job opportunities associated with additional expenditure in the District.

On this basis, it is considered that the benefits of the proposed residential development outweigh any perceived conflict with the allocation of this site as safeguarded land. Significant weight should be given to the need to support economic growth through the planning system and the provision of housing is a significant contributor to economic growth.

The accompanying Design and Access Statement demonstrates that the scheme has evolved through an appropriate design process. The scheme would secure a high quality living environment with an appropriate housing density.

Technical reports accompanying this application demonstrates that the site is deliverable and conclude that there are no technical reasons why the application proposal should not be approved. All mitigation measures can be controlled by appropriately worded conditions or legal agreements and none of these issues warrant a reason for refusal of this application.

We respectfully request that the application proposals for the site are supported by the Local Planning Authority and members.