



JohnsonMowat

Planning & Development Consultants

**KIER LIVING
LAND OFF MIDLAND ROAD, ROYSTON**

**APPLICATION FOR FULL PLANNING PERMISSION FOR THE CONSTRUCTION
OF 80 NO. DWELLINGS**

PLANNING CASE REPORT



Kier Living
Midland Road, Royston

Planning Case Report

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1.0 INTRODUCTION

1.1 This Planning Case Report has been produced on behalf of Kier Living in support of a Full Planning Application for residential development of 80 No. Dwellings at land off Midland Road, Royston.

1.2 The application site covers an area of approximately 2.1 hectares of land designated as a 'Community Facility' within the current Barnsley UDP and is to be allocated as 'urban fabric' within the emerging Barnsley Local Plan, having no specific designation. This report demonstrates the land as a suitable and achievable site for residential development.

1.3 A pre-application request was submitted to Barnsley Metropolitan Borough Council with a meeting taking place with Council Officers on the 3rd May 2016 to discuss the proposal. The key issues raised by Officers during consideration of the pre-application enquiry included the following:-

- Residential development is acceptable in principle.
- New dwellings should meet the standards set out within the 'Designing New Development' SPD together with internal space standards set out within the South Yorkshire Residential Design Guide.
- Offsite contributions toward Green Space may be appropriate subject to the Council's Green Space Assessment.
- On site affordable housing will be expected at 15% at a mix of 20% intermediate and 80% social subject to a review of viability.
- The capacity of signal controlled junctions outside of the site are to be assessed through further traffic surveys.
- A desk based noise assessment will be required to demonstrate no adverse effects on the amenity of future occupiers in relation to the existing adjacent Asda store and service yard.
- Further information in the form a Tree Survey will be required to demonstrate those trees to be retained. Existing trees along the western boundary are considered a key feature.

1.4 A comprehensive overview of the pre-application feedback is set out at Section 3 of this report.



1.5 This Planning Case Report demonstrates how the above matters have been addressed and should be read in conjunction with the following reports which form this full planning application submission:-

- | | |
|---|--------------------|
| • Site Masterplan, Elevations & Layouts | Kier Living Ltd |
| • Design and Access Statement | Kier Living Ltd |
| • Statement of Community Involvement | Kier Living Ltd |
| • Flood Risk Appraisal | ELLUC Projects Ltd |
| • Transport Assessment and Travel Plan | Pell Frischmann |
| • Phase 1 Geo-environmental Report | Lithos Consulting |
| • Ecological Appraisal | Ecus Environmental |
| • Noise Assessment | ENS Ltd |
| • Air Quality Assessment | Mouchel |
| • Arboricultural Survey | James Royston |
| • Archaeological Desk Report | Mouchel |

1.6 This Planning Case Report identifies the characteristics of the site and its location, the planning history of the site, the planning policy context and the planning case in support of the proposed residential scheme.



2.0 LOCATION AND SITE DESCRIPTION

- 2.1 The site is located within the heart of Royston, a large settlement identified as a principal town within the settlement hierarchy of both adopted Core Strategy and the emerging Barnsley Local Plan. Royston is located approximately 4.5 miles north of Barnsley Town Centre and approximately 7.5 miles south of Wakefield. The site extends to approximately 2.1 hectares of land, the topography of which is relatively level. The site was formerly host to the Royston High School which in 2010 relocated to the new Outwood Academy at Carlton.
- 2.2 The site lies within a highly sustainable location in relation to access to services, facilities, employment opportunities and public transport. The site is accessed from the B6428 Midland Road, a main route through the centre of the settlement containing a number of local amenities. A local Asda store is located immediately south of the site, sharing a site boundary with the proposed development. Royston Leisure Centre, Library & Civic Hall is located immediately to the west. To the immediate south of the site is Royston Parkside Primary School and Royston Welfare Park, a large recreational area containing sports pitches, an outdoor skate park and play equipment. The local centre of Royston is within 350m of the site and therefore within adequate walking distance of local shops, services & amenities.
- 2.3 With regard to healthcare facilities, the Royston Group Practice is located directly south of the site on Midland Road, alternatively the Craven & Partners practice is located a short distance 600m west on High Street. Each of the two practices are currently accepting new patients according to the NHS Choices website. The Dental practice 157 Dental Care is also located a short distance 400m east of the site on Midland Road.
- 2.4 There are four primary schools and two pre-schools all located within 1km of the site including the nearby Royston Parkside Primary School and Royston St John CoE Primary School each less than 0.5km to south together with the Bethel Church and Little Nippers pre-schools. Meadstead Primary Academy and Royston Summer Fields Primary School are located within 1km to the west. Outwood Academy is the nearest secondary school, located approximately 1.8 km to the south in the neighbouring town of Carlton.



- 2.5 There are a number of existing bus stops located directly south of the site along Midland Road. Bus services 57, 59, 193, 194 & 451 can be accessed from these stops which provide services through Royston to Wakefield & Barnsley.
- 2.6 Residential properties of varying architectural form and scale are located to all boundaries, some of which have been altered or extended from their original form. Construction is currently underway to the northern section of the site by Persimmon Homes further to an approved application for 143 No. dwellings under application 2012/1337.



3.0 PLANNING HISTORY

- 3.1 As noted within Section 2 of this report, an application was previously submitted for the full extent of the site under reference 2012/1337 and was subsequently approved 19th March 2013. The application submitted was described by the LPA as follows:-

“Full application for erection of 143 dwellings, supermarket (Class A1), petrol filling station, additional parking for community campus, public open space, landscaping access, parking and outline application for health centre (Class D1) with all matters reserved, Land at Midland Road, Royston, Barnsley”

- 3.2 Further to approved permission, Persimmon Homes have now progressed the residential element of the scheme with works recently commencing on site. The commercial aspects have however never progressed, with alternative provision of facilities being provided elsewhere in the locality.
- 3.3 The site has therefore remained undeveloped, with there no longer any market interest in progressing a commercial scheme. A suitable end use for the site is therefore sought, with the most logical option being to progress a residential development as a continuation of the approved housing layout currently progressing to the north of the site.

Pre Application

- 3.4 Prior to the preparation of this application, a pre application enquiry was submitted to the Council to gather feedback on the proposals and where necessary address any comments or concerns.
- 3.5 The response dated 20th May 2016 confirms a residential end use to be acceptable in principle, with Officer’s comments stating:-

“The site was designated as a Community Facility in the adopted Unitary Development Plan. However, a replacement school has been provided off-site and the site is excess to requirement for education. There was a desire by Local Members for supermarket, healthcare and other facilities, but all of these have been provided in the locality and there is no active frontage which would allow the development of a supermarket. The principle of housing development on this site is therefore considered



acceptable subject to the specific site constraints and policy requirements as set out below.”

3.6 The response sets out the following considerations for factoring into the detailed scheme:-

- **Design** – The design should comply with the both the standards set out within the Council’s adopted ‘Designing New Residential Development’ SPD together with the internal space standards set out within the South Yorkshire Residential Design Guide, which include:-
 - 2 Bed Dwelling – 62m² Minimum*
 - 3 Bed Dwelling – 77m² Minimum*
 - 4 Bed Dwelling – 93m² Minimum*
- **Design & Access Statement** – Should incorporate an independent Building for Life Assessment scored against the revised CABA 12 questions.
- **Parking** – Should comply with the Council’s adopted ‘Parking’ SPD which requires:-
 - 1 / 2 Bed Dwellings – 1 Parking Space*
 - 3 + Bed Dwellings – 2 Parking Spaces*
- **Public Open Space** – Off site green space contribution may be appropriate in lieu of onsite open space. Based upon a proposal of 80 No. dwellings would generate an offsite sum of £137,071.73.
- **Affordable Housing** – Core Strategy Policy CSP15 requires an onsite provision of 15% of the overall quantum of development proposed, including a mix of 20% intermediate and 80% social rented. Based upon a scheme of 80 No. dwellings this would generate an onsite requirement for 12 No. affordable dwellings subject to any review of viability.
- **Highways** – Traffic surveys are required to demonstrate adequate capacity of signal controlled junctions outside of the application site.
- **Public Rights of Way** – The Council will consider a sum for local footpath and bridleway improvements.
- **Ecology** – An ecological appraisal will be required to support the application.
- **Drainage** – The development should control surface water run off via SuDS in accordance with adopted Core Strategy Policy CSP3 ‘Sustainable Drainage Systems’.
- **Flood Risk** – A Flood Risk Assessment will be required to support the application.



- **Renewable Energy** – The development will be expected to comply with CSP5 'Including Renewable Energy in Developments' which commits new development to reducing carbon dioxide emissions by a minimum of 15% from levels permissible by 2010 Building Regulations.
- **Air Quality** – The site has acceptable levels of air quality, however an Air Quality Assessment will be required to support the application given changes to the methodology since the previously approved application for the wider site. A Travel Plan should also be considered alongside proposed mitigation to encourage use of sustainable transport.
- **Noise** – A desk based Noise Assessment will be required to support the application to demonstrate there would be no adverse effects on the amenities of future occupiers in view of the proximity of the development to the neighbouring Asda service yard.
- **Secure by Design** -
- **SY Broadband** -
- **Community Consultation** – A community consultation with local residents and elected members should be considered prior to the submission of the application.

Community Consultation

- 3.7 A drop in community consultation was held on 14th July 2016 at the Royston Lifelong Learning Centre to inform local residents and businesses of the future proposals for the site. Responses to the scheme were generally positive, a summary of the responses received to the consultation together with the feedback can be found within the Statement of Community Involvement which supports the application.
- 3.8 This report sets out the schemes compliance with both national and local planning policy together with how the scheme has incorporated feedback received from the pre-application consultation with the Council.



4.0 PROPOSED DEVELOPMENT

- 4.1 The application seeks full planning permission for the erection of 80 No. two storey dwellings. The proposed development would utilise an access from The Lane off Midland Road and would link to the Persimmon Homes development to the north including an area of public open space.
- 4.2 The development would comprises a mix of plot types, the proposed schedule of accommodation is detailed in Table 4.1 below:-

Table 4.1 – Schedule of Accommodation

House Type	Sales Name	No. Beds	Ft ²	No. Units	Total Ft ²
A	Hatton	2	692	10	6,920
B	Cedarwood	3	800	16	12,800
C	Chelwood	3	858	8	6,864
D	Collingwood	3	859	8	6,872
E	Hazelwood	3	905	4	3,620
F	Holmewood	3	906	12	10,872
G	Chelmsford	4	1,250	6	7,500
H	Hareford	4	1,268	5	6,340
J	Canford	4	1,252	9	11,268
K	Lindford	4	1,370	2	2,740
Total				80	75,796

- 4.3 A viability assessment accompanies the application submission which in accordance with Core Strategy policy CSP15, demonstrates that a viable residential development cannot be progressed on the basis of 15% affordable housing. The assessment concludes that no affordable housing should be sought through the proposals.



5.0 PLANNING POLICY

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts the determination must be in accordance with the plan unless material considerations indicate otherwise.”

5.2 The development plan for this residential scheme comprises the following local documents:-

- Saved policies contained within the Unitary Development Plan (UDP) – Adopted December 2000
- Core Strategy – Adopted 8th September 2011

5.3 The UDP Part 1 together with the Part 2 Sites Allocations was adopted in December 2000 and was only intended to cover the plan period 1986 to 2001. The plan is therefore significantly time expired and although the Council continue to refer to saved policies contained within the UDP where compliant with national policy, these can only be attributed little weight.

5.4 Similarly, the Core Strategy was adopted in September 2011 and therefore pre dates the National Planning Policy Framework which was adopted March 2012. Where a Local Development Plan is out of date, limited weight can be attached to the policies within the document where they conflict with more recent Government policy.

5.5 The Council are currently consulting on an emerging draft Local Plan which will replace both the saved policies of the UDP and the adopted Core Strategy, forming the statutory development plan for the borough up to 2033. The plan is committed to delivering a minimum of 20,330 homes across the plan period.

5.6 The Council’s current Local Development Scheme timetables examination of the emerging Local Plan in February 2017 with adoption targeted for Summer 2017.



Material Considerations

5.7 There are a number of other relevant policies and documents which are material considerations and these are as follows:-

- National Planning Policy Framework (March 2012)
- National Planning Practice Guidance (March 2014)
- Barnsley UDP Saved Policies (December 2000)
- Barnsley Core Strategy (September 2011)
- Emerging Barnsley Local Plan (2016 Consultation Draft)

National Policy

National Planning Policy Framework (March 2012)

5.8 The Government's National Planning Policy Framework (the Framework) now forms the relevant policy guidance at the national level for the determination of all planning applications; this is especially so where the local development plan is either silent, absent or out of date (paragraph 14) (underlining our emphasis).

5.9 The Framework is based around the core principle of creating sustainable development. The Framework states at paragraph 6 that all of the policies in paragraphs 18-219 of the Framework, "taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system." There are three dimensions to sustainable development comprising economic, social and environmental roles. These are to be considered as mutually dependent and should not be considered in isolation (paragraph 8). At the heart of the planning system is a new presumption in favour of sustainable development. Paragraph 14 of the Framework identifies how this presumption is to be applied in making decisions on individual applications. This means:-

- "Approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent silent or relevant policies are out of date, granting permission unless:
 - Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or



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

5.10 The presumption follows the content of Section 38 (6) of the Planning and Compulsory Purchase Act 2004 (see paragraph 2 of the Framework) and states that “*planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise.*”

5.11 A set of 12 core land use principles are to underpin plan making and decision taking; these are stated at paragraph 17 of the Framework.

5.12 There are 13 topic areas which form the Framework document and those topic areas considered of relevance to this planning application are set out below.

Section 1: Building a strong, competitive economy

5.13 Paragraph 19 makes it clear that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should 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. Planning policies should “recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing” (paragraph 21). The provision of housing is therefore identified as an essential component of economic growth and necessary to job creation and retention.

Section 4: Promoting sustainable transport

5.14 Provisions for the promotion of sustainable transport are set out in Paragraphs 29 to 41. At Paragraph 32 it is made clear that all developments that generate a significant amount of movement need to be supported by a Transport Statement or Transport Assessment.

Section 6: Delivering a wide choice of high quality homes

5.15 Paragraphs 47 to 55 provide the policy guidance for plan making and decision taking under the overall aim of significantly boosting the housing supply. Paragraph 47 states that local planning authorities should:

- “Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as



far is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;

- Identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward for later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;

5.16 Paragraph 49 states that housing applications are to be considered in the context of the presumption in favour of sustainable development and relevant policies regarding housing supply should not be considered up to date if a five year supply of deliverable sites cannot be demonstrated (underlining our emphasis).

Section 7: Requiring good design

5.17 This section of the Framework initially identifies, at paragraph 56, that the Government attaches great importance to the design of the built environment and that it also considers that design is a key aspect of sustainable development. In addition it also recognises that design is indivisible from good planning and should positively contribute to making places better for people.

5.18 Paragraph 57 states “it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes”.

Section 11: Conserving and enhancing the natural environment

5.19 Paragraph 109 refers to the contribution and enhancement of the natural and local environment including minimising impacts on biodiversity. At the point of determining an application paragraph 118 of the Framework identifies that local authorities should aim to conserve and enhance biodiversity by applying such principles as “development proposals where the primary objective is to conserve or enhance biodiversity should be permitted; and opportunities to incorporate biodiversity in and around developments should be encouraged”.



Decision Taking

- 5.20 In relation to the decision taking section of the Framework, paragraph 187 notes that local planning authorities should “look for solutions rather than problems, and decision takers at every level should seek to approve applications for sustainable development where possible.” This includes working proactively with applicants to “secure developments that improve the economic, social and environmental conditions of the area.”
- 5.21 In determining applications, paragraph 196 requires that “applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise” in line with the established plan-led planning system. Paragraph 197 confirms that in assessing and determining development proposals, “local planning authorities should apply the presumption in favour of sustainable development”.

Local Policy

Saved Policies of the Barnsley UDP (December 2000)

- 5.22 The Barnsley UDP was adopted **16 years ago**. The UDP looked forward to a notional end date of 2001. The LP is clearly time expired. Indeed a revision to this LP has been awaited for (at least) 14 years.
- 5.23 Saved policies of the LP were adopted prior to guidance set out in the Framework coming into the decision making process. Contrary to the provisions of Framework Paragraph 213, the LPA has not yet adopted an up to date replacement plan to deliver the housing allocations required to meet the Council’s planned target.
- 5.24 The site is allocated for ‘Community Facilities’ within the UDP Proposals Map for Royston based upon the sites historic use as a High School which has since relocated to new modern premises.

Core Strategy (September 2011)

- 5.25 The Barnsley Core Strategy (CS) was adopted in 2011, prior to guidance set out in the Framework coming into the decision making process. The CS covers the period up to 2026.
- 5.26 The CS was prepared to conform to those policies set out within the Yorkshire & Humber Regional Spatial Strategy (May 2008) which was revoked in July 2010 by Central Government, a matter acknowledged by the spatial strategy of the CS:-



“The Core Strategy has been prepared to be in conformity with the Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (RSS). Whilst the RSS has now been revoked our proposed spatial strategy remains the optimum strategy for Barnsley”

5.27 The adopted CS is therefore based upon a dated evidence base, with no up to date adopted plan in place. The adopted CS is therefore contrary to the provisions of para 47 of the Framework.

5.28 The Settlement Hierarchy of the adopted CS identifies Royston as a Principal Town. The CS states at para 7.68:-

*“The Core Strategy policy CSP8 identifies the Principal Towns such as Royston as a priority for development and the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities. CSP10 anticipates 1000 new homes for Royston over the plan period. Central Royston housing opportunities include the **redundant Royston school site** as well as peripheral greenfield sites. Additionally there is the opportunity to consider using part of the UDP safeguarded land on the western side of Royston. CSP17 supports the housing regeneration programme in Royston which forms part of the Green Corridor initiative and this will be an important consideration when planning housing provision in the town.”*

5.29 In the interests of clarity all relevant CS Policies are considered below.

CSP8 – The Location of Growth

5.30 This policy states that priority for growth will be given to Urban Barnsley together with Principal Towns of Cudworth, Wombwell, Hoyland, Goldthorpe (Dearne Towns), Penistone and Royston.

CSP9 – The Number of New Homes to be Built

5.31 This policy commits the Council to delivering a minimum of 21,500 homes across the plan period 2008 to 2026. The housing requirement set out in the CS is based upon the now



revoked RSS and therefore does not represent an up to date Objectively Assessed Housing Need (OAN) for the district.

CSP10 – The Distribution of New Homes

- 5.32 This spatial policy provides the distribution of the minimum 21,500 homes targeted to be delivered across the CS period, with Royston accommodating 1,000 dwellings and therefore representing 5% of the overall CS requirement.

CSP14 – Housing Mix and Efficient Use of Land

- 5.33 This policy affirms that housing proposals will be expected to include a mix of house size, types and tenures to create mixed and balanced communities. The policy confirms that priority will be given to the development of previously developed land and that a minimum density of 40 dwellings per hectare will be expected to be achieved.

CSP15 – Affordable Housing

- 5.34 This policy sets an affordable housing threshold of 15% on site units applicable to Royston subject to the viability of the site. The requirements of this policy will eventually be superseded by Policy H8 of the emerging Local Plan which sets a new threshold of 10% affordable units to be provided on site.

National Planning Practice Guidance (March 2014)

- 5.35 The Planning Practice Guidance was published as a live 'working' document on 6th March 2014. It extends to over 600 pages and is intended to replace over 7,000 pages of now revoked guidance.

Barnsley Five Year 'Deliverable' Housing Land Supply Report (March 2016)

- 5.36 The Council have recently published an updated position paper on the deliverable five year housing land supply for the district. The paper provides an assessment of deliverable supply for the period 1st April 2014 to 31st March 2019 and is therefore sets a base date which is already two years out of date.
- 5.37 The paper informs of a deliverable supply net total of 4,727 dwellings against a five year requirement of 7,062 dwellings, which results in a housing land supply of 3.35 years, a



significant way short of five years. Therefore in the context of the paragraph 49 of the Framework, relevant policies for the supply of housing should not be considered up to date.

- 5.38 It is understood the Council are looking to prepare an updated position paper to inform of the five year housing land supply position for the current period in due course.

Emerging Local Plan (July 2016 Consultation Draft)

- 5.39 The Council are currently consulting on a draft Local Plan which will replace both the saved policies of the UDP and the policies contained within the adopted CS. The emerging Local Plan will provide allocations to deliver the minimum requirement of 20,330 dwellings by 2033. Under the Settlement Hierarchy, Royston is retained as a principal town, and under Policy LG2 'Location of Growth' remains a priority area for development.
- 5.40 Policy H2 of the emerging Local Plan proposes a minimum 1,282 dwellings to Royston across the plan period 2014 to 2033, accounting for 6% of the minimum target of 20,330 dwellings. Policy H2 identifies existing planning permissions totalling 454 dwellings within Royston and therefore leaving a residual requirement of 828 dwellings (minimum) to be identified.
- 5.41 The emerging Local Plan proposes no allocation for the site, with the land to effectively identified as urban fabric, having no specific allocation and therefore removed from the current allocation as 'Community Facilities' under the UDP Proposals Map. The emerging Local Plan retains support for the redevelopment of the site of the former High School, with paragraph 5.49 of the emerging plan stating:-

"We want to support growth and change in Royston. The redevelopment of the former school site offers the opportunity for regeneration and consolidation of the town centre and its two shopping areas, possibly including new retail provision. Additionally the site is likely to deliver housing and green space that will transform this area of the town. Coupled with the housing and employment growth that will occur elsewhere in Royston over the plan period this will result in important changes for the town. We will ensure this is carried out in a way which increases the sustainability and accessibility of the town."



5.42 A representation was made to the Summer 2016 Local Plan consultation on 3rd August 2016 to confirm that the site is available & achievable and that Kier Living are preparing a full planning application submission to be submitted imminently.

5.43 Policies contained within the emerging plan relevant to the proposal are considered below.

Policy SD1 – Presumption in Favour of Sustainable Development

5.44 In line with the objectives of the NPPF, this policy details the presumption in favour of sustainable development and the Council's positive approach toward working with applicants to find solutions to delivering development proposals that improves the economic, social and environmental conditions of the area.

Policy GD1 – General Development

5.45 This policy details a series of criteria of which development meeting each of the requirements will be approved without delay. Such considerations include impacts on amenities of existing and future occupiers, compatibility with neighbouring uses and environmental impacts.

Policy H6 – Residential Development on Large Non-Allocated Sites

5.46 This policy sets out the Council's considerations for large scale residential development (10 dwellings or more) on those sites not identified as preferred housing allocations through the emerging Local Plan. The policy in full states:-

“Proposals for residential development on sites above 0.4 hectares which are not shown as housing sites on the Policies Maps will be given priority where they are:

- *Located on previously developed land.*
- *Located within Urban Barnsley or the Principal Towns as shown on the Proposal Maps*

If the above criteria are satisfied residential development will be allowed where it can be demonstrated that the site:



- *Is located within the built up area. Sites on the edge of settlements will need to provide acceptable mitigation of their impact on the countryside or they will not be considered to be acceptable locations for residential development; and*
- *Is accessible by public transport; and*
- *Has good access to a range of shops and services.”*

Policy H7 – Housing Mix and Efficient Use of Land

5.47 This policy aligns with Policy CSP14 of the adopted Core Strategy and seeks an appropriate mix of house type, size and tenure together with a target density of 40 dwellings per hectare.

Policy H8 – Affordable Housing

5.48 This policy will supersede Policy CSP15 of the adopted Core Strategy and sets an onsite affordable housing requirement of 10% in Royston subject to the viability of the site.



6.0 THE PLANNING CASE

6.1 This section of the report identifies the main planning considerations and provides an assessment of the planning merits of the case in support of the proposed development.

Principle of Development

6.2 The application site is presently allocated for community facilities within the 2000 UDP on the basis of the sites historic former use as a High School, which has since relocated to newer modern facilities in the neighbouring settlement of Carlton. The emerging Local Plan effectively removes the allocation of the site for Community Facilities and proposes the land as 'urban fabric', being a site within the defined settlement limits of Royston and having no specific designation within the plan.

6.3 Previous options for the site included proposals for retail, healthcare and other local facilities, however these have been provided elsewhere within Royston, and there is therefore no longer a local need for such range of uses. Persimmon Homes are currently nearing completion on the northern area of the site for a development comprising 143 No. dwellings together with public open space.

6.4 The emerging Local Plan proposes a minimum of 1,282 dwellings of the district wide plan target of 20,330 dwellings to be proportioned to Royston and identifies 454 dwellings subject to existing planning permissions therefore leaving a residual requirement of a minimum 828 dwellings to be identified. The proposal fully supports the objectives of the emerging Local Plan, supporting Policy LG2 'Location of Growth' which confirms that Royston as a principal town is a priority area for development.

6.5 Whilst not identified as a specific housing allocation within the emerging Local Plan, the site is specifically referenced at paragraph 5.49, stating:-

“The redevelopment of the former school site offers the opportunity for regeneration and consolidation of the town centre and its two shopping areas, possible including new retail provision. Additionally the site is likely to deliver housing and green space that will transform this area of the town.”

6.6 Policy H6 of the emerging Local Plan sets out the Council's considerations for the large scale residential development (10+ dwellings) of those sites not identified as preferred



housing allocations through the emerging Local Plan. The proposal is in full compliance with Policy H6 given that:-

- i. The site comprises brownfield, previously developed land due to its former use as a High School.
- ii. The site is located within the Principal Town of Royston
- iii. The site is located centrally within Royston and is therefore highly sustainable in terms of access to local amenities, recreation and public transport links.

6.7 The site would further meet full compliance with policy GD1 'General Development' of the emerging Local Plan, complying with each of the criteria of the emerging policy.

6.8 The pressing need for residential development, in both Royston and across the district is further highlighted by the Council's March 2016 position paper on five year supply, which concludes that based upon the Council's latest evidence a supply of only 3.35 years can be demonstrated. The shortfall is therefore significant, and unless the authority take steps now to support deliverable sites, the housing land supply position is unlikely to improve until such time the emerging Local Plan is adopted and allocations can be brought forward.

Prematurity

6.9 The National Planning Practice Guidance states that in the context of the presumption in favour of sustainable development, arguments that an application is premature are unlikely to justify a refusal of planning permission other than in exceptional cases, where it is clear that any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits. Such grounds may include:-

- i. The development would be so substantial, or its cumulative effect would be so significant that to grant planning permission would undermine the plan making process.
- ii. The emerging plan is at an advanced stage but not yet part of the development plan for the area.

6.10 In this instance the development proposed would comprise 80 No. dwellings, which would represent 0.4% of the total plan target of 20,330 dwellings. The site is therefore not at all significant in scale to prejudice the emerging plan. The site is located within the main urban area of the principal town of Royston and would form a highly sustainable and suitable



windfall site which can contribute to meeting the minimum plan target of 20,330 dwellings together with addressing the current significant shortfall in supply.

Other Material Considerations

- 6.11 Having regard to the sites suitability in principle for residential development, other material considerations are summarised in detail below. For clarity, further detail can be found within each of the supporting technical reports which accompany the planning application submission.

Design & Sustainability

- 6.12 The development would form a logical urban extension to the Persimmon Homes site to the north which is currently nearing completion. The layout and design of the proposed residential development has been considered through the supporting Design & Access Statement. Surrounding residential uses are predominately of two storey, red brick construction of which the development would comfortably respect the existing urban form.
- 6.13 The scheme would propose a mix of detached, semi-detached and terraced properties that would deliver choice and meet local needs within Royston.
- 6.14 Consideration has also been given to CABI Building for Life 12 (2012) and the Design & Access Statement supporting the application has evaluated and considered the proposal against each of the 12 criteria.
- 6.15 With respect to the amenities of future occupiers, the South Yorkshire Residential Design Guide (2011) has been adopted by the Council as a best practice guide for appraising the quality of new housing proposals. The guide is intended to compliment the Building for Life Scoring criteria and amongst other design principles, sets out recommended minimal internal space standards and rear garden spaces for new build residential accommodation. An extract from the technical guidance is detailed within Tables 6.1 and 6.2 below:-

Table 6.1 – Recommended Minimum Internal Space Standards (South Yorkshire Residential Design Guide)

Dwelling Size	Recommended Internal Floor Space (Minimum)
2 Bed / 3 Person Dwelling	62m ²
3 Bed / 4 Person Dwelling	77m ²
4 Bed / 5 Person Dwelling or More	93m ²



Table 6.2 – Recommended Minimum Amenity Space Standards for Rear Garden Areas (South Yorkshire Residential Design Guide)

Dwelling Size	Recommended Amenity Space (Minimum)
2 Bed Dwelling	50m ²
3 Bed Dwelling or More	60m ²

- 6.16 With reference to Table 4.1 of this report and the proposed schedule of accommodation, each of the dwellings proposed would comfortably meet both the minimum internal space standards together with the recommended rear amenity space standards as set out in the South Yorkshire Residential Design Guide (2011).
- 6.17 It is further considered that by virtue of the size, scale, siting and massing of each of the plots proposed together with their relationship and separation distances, the development would result in adverse impacts on the amenities of both existing neighbouring properties and future occupiers. The development would therefore meet the tests of bullet point 4, paragraph 17 of the Core Planning Principles of the Framework.
- 6.18 As detailed throughout Section 2 of this report, the site is highly sustainable given its location within the centre of Royston. The site has excellent links with nearby shops & services including an Asda store bordering the site and Co-operative food store to the west. The site is located within adequate walking distance of the Royston Parkside Primary School to the south together with GP services located on Midland Road. Royston Welfare Park is located to the south and comprises a large recreational area including outdoor sports pitches and skate park & play equipment.
- 6.19 The proposal is therefore fully compliant with policies SD1 'Presumption in Favour of Sustainable Development', GD1 'General Development' and H6 'Residential Development on Large Non-Allocated Sites' of the emerging Local Plan.

Highways

- 6.20 The Transport Assessment undertaken by Pell Frischmann has reviewed the previously consented proposal together with the proposed development of 80 No. dwellings. The extant planning permission comprises the construction of a 3,902m² foodstore together with an associated petrol filling station (PFS), a 1350m² health centre and 143 residential No. properties. Since the planning permission was granted, only the residential portion of the development has been brought forward by Persimmon Homes.



- 6.21 The comparison undertaken by Pell Frischmann between the extant planning permission and the proposed development indicates that the estimated trip generation will be significantly lower as a result of the proposed residential development.
- 6.22 The scheme would therefore result in a betterment of the extant permission in terms of traffic impacts. Whilst the results of the junction assessments suggest that the Midland Road / Church Street / High Street / Station Road junction will be operating at capacity in PM Peak by 2021 without the addition of development traffic, the potential increase in development trips is minimal and within daily fluctuations of background traffic passing through the junction.
- 6.23 There are therefore no significant adverse impacts identified through the Transport Assessment and in accordance with paragraph 32 of the Framework there are no grounds to refuse the application on this basis.

Ecology

- 6.24 There are no designated sites located within 1km of the application site. The Ecus Ecological Appraisal which forms part of the application submission confirms that great crested newts and other amphibians are not considered a receptor for the site as are badgers. The report highlights the low bat roost potential to T1 within the site and further potential for nesting birds. The report proposes recommendations for removal of trees from site and provides appropriate ecological enhancement recommendations.

Ground Conditions

- 6.25 The Preliminary Geoenvironmental Investigation Report prepared by Lithos Consulting highlights no significant development constraints save for the requirement for further discussion with Northern Powergrid with respect to below ground electrical utilities.

Flood Risk & Drainage

- 6.26 The site is located within Flood Zone 1 of the Environment Agency mapping, meaning that it is very unlikely to flood and the sequential test is satisfied. A Flood Risk Appraisal has been produced by ELLUC Projects Ltd which concludes that no mitigation measures are



considered necessary in order to mitigate risk from infrastructure failure. Further details of the proposed drainage scheme are detailed within the supporting Drainage Statement.

Air Quality

- 6.27 The Air Quality Assessment prepared by Mouchel confirms the site suitable for residential development, with vehicle emissions generated by the proposed development predicted to have a negligible impact upon local air quality, with mitigation measures specific to air quality not considered necessary for the operation phase.

Noise

- 6.28 An acoustic survey has been carried out by Environmental Noise Solutions Ltd taking account of existing surrounding uses and the Asda service yard which shares a boundary with the application site. The report confirms that the development can be accommodated without detriment to the amenities of future occupiers subject to appropriate mitigation measures. In this instance enhanced glazing is proposed to those plots directly adjacent to the Asda service yard as detailed at Appendix 3 of the ENS Noise Survey.
- 6.29 Subject to the recommendations set out within Section 5 of the ENS Report, the ambient noise climate is not considered to represent a constraint to the proposed residential development. It is anticipated noise mitigation recommendations can be appropriately secured via a planning condition.

Trees

- 6.30 A small number of trees are located within the site, the application is accompanied by an Arboricultural Report by James Royston Arboricultural. There are opportunities to enhance green features within the site through the proposed layout and landscaping scheme.

Archaeology

- 6.31 A desk based Archaeological Assessment has been prepared by Mouchel which confirms that due to the amount of previous disturbance within the site, archaeological potential for is low, however, as the previous archaeological evaluation identified archaeological



features which appeared to continue into the current proposed development site it is likely that some degree of archaeological mitigation will be required.

6.32 A consultation with South Yorkshire Archaeology Service has indicated that a Strip, Map and Record of the northern most area of the previous school would be recommended. The areas of the current site which were covered by the previous archaeological evaluation do not require any additional archaeological mitigation.

6.33 Such works can be controlled accordingly by way of a suitable planning condition.

Planning Balance

6.34 The site is located in the centre of the principal town of Royston, an area of land allocated as 'urban fabric' within the emerging Local Plan, having no specific land use allocation. The site is no longer seen as an option for alternative commercial uses and a compatible residential end use is therefore seen as the most appropriate option for the site.

6.35 The site is within a highly sustainable location within the heart of Royston, with excellent access to social and physical infrastructure. The development would be fully compliant with both existing policies contained within the adopted Core Strategy and policies within the emerging Local Plan. The development can contribute toward the planned growth and residual requirement for Royston and is therefore fully aligned with the spatial strategy's approach for development to be focussed in principal towns.

6.36 The site is an area of land located centrally, within the development limits of the town and outside of any statutory designations. The site is subject to no significant environmental constraints and the various technical reports produced to accompany this application submission demonstrate that there will be no adverse impacts as a result of granting planning permission. The site is not of high environmental quality and there are no technical reasons for refusal. In accordance with policies SD1 'Presumption in Favour of Sustainable Development', GD1 'General Development' and H6 'Residential Development on Large Non-Allocated Sites' contained within the emerging Local Plan, together with provisions of the Framework, permission should therefore be approved without delay.

6.37 The proposed development will be in keeping with the local characteristics and proposes a mix of property types without detriment to neighbouring amenities. The settlement



characteristics and the site's opportunities and constraints have been assessed in the supporting Design and Access Statement.

- 6.38 There are a number of significant benefits that can be delivered through the development of these housing proposals. The site would provide a deliverable supply of much needed land for housing in a district where the identified housing land supply is significantly short of five years. Unless the authority take action now to approve suitable & deliverable sites, the shortfall in housing land supply will likely continue until such time the Council are in a position to adopt the Local Plan. Whilst the site should be looked upon favourably even were a five year supply of housing to be demonstrated, this benefit should carry further significant weight in favour of the development.
- 6.39 Other benefits include the provision of a range of new house types to provide increased housing choice. The development would also generate a significant amount of investment to the area in terms of the construction value of the project and associated spend during the construction period. Benefits include direct jobs during the construction phase, indirect "spin-off" jobs in services and other business from the wage spending of construction workers and supplier sourcing and additional resident expenditure as a result of new homes in the town.
- 6.40 Having regard to all of the above, it is clear that there is a significant presumption in favour of the development. The proposal is fully policy compliant and has demonstrated there to be technical issues which would prevent the grant of planning permission.



7.0 SUMMARY AND CONCLUSIONS

- 7.1 The National Planning Policy Framework indicates that housing applications should be considered in the context of the presumption in favour of sustainable development which should be seen as the golden thread through both plan-making and decision-taking.
- 7.2 The development proposed constitutes sustainable development having access to a wide range of local facilities. The site can make an immediate contribution towards overcoming the district shortfall in housing delivery and can contribute toward boosting the five year housing land supply together with a significant number of economic and social benefits.
- 7.3 The site would make for a compatible use and the technical reports accompanying the application detail how the development will not give rise to any adverse impact upon matters of transport, drainage, trees or ecology or the amenities of present and future occupiers. The development would therefore comply with the Core Principles of the NPPF as detailed within paragraph 17 of the Framework.
- 7.4 Therefore taking account of the all of the above factors including all merits of the scheme taken as a whole, this report has demonstrated that when assessed against the requirements of the Framework, there are no adverse impacts that would arise from a residential development of the site. In accordance with paragraph 14 of the Framework, permission should therefore be approved without delay.



Appendix 1 – Proposed Planning Layout



**Appendix 2 – Local Plan Consultation July 2016,
Relevant Extracts**

Consultation	Local Plan Publication Draft 2016
Start	24 June 2016 09:00:00 BST
End	05 August 2016 17:00:00 BST
Published on	23 June 2016 15:36:44 BST



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5 . Spatial Strategy

- 5.43** *'In recent years, particularly in the wake of pit closures, much work has been done and is ongoing to revive and improve the quality of life, the built environment, community services and the general appearance of Hoyland. New proposals which appear to be the harbinger of Hoyland's renaissance could be very exciting indeed.'* (Brian Elliot www.aroundtownpublications.co.uk)
- 5.44** The Elsecar Heritage Centre is an important tourism and cultural asset in this area that the Local Plan will safeguard and promote.
- 5.45** We want Hoyland to grow in housing and employment terms taking advantage of its accessible location and utilising strategic transport links. We will plan for Birdwell, Hemingfield, Jump, Blacker Hill and Elsecar along with Hoyland whilst seeking to protect their unique identities. The defined centres will be supported and additional development, particularly in Hoyland town centre will be welcomed to improve the vitality and viability of this district centre.
- 5.46** **Royston** is situated on the northern edge of the borough adjacent to Wakefield District. To the north and west are extensive areas of countryside and to the south open land separates the settlement from Athersley to Carlton (although this is where the new secondary school is to be located). Originally a farming village, during the industrial revolution Royston saw the construction of the canal in the 1790's and the railway which opened in 1840 (both of which are now disused). It had a mine, clay works and brick works which are now closed, but the Monkton Coke and Chemical works is still in operation to the east of the town processing coal brought in by road.
- 5.47** As in other places, pit closures meant the loss of a major source of local employment. A shirt factory provided employment in Royston from the 1940s to 1980s, but Royston has traditionally looked to Wakefield district, urban Barnsley and the north east towns for employment opportunities. Most housing growth in recent decades has taken place in the western half of Royston. Reflecting this pattern of housing growth the eastern part of Royston is characterised by older housing stock, much of which is relatively high density and local authority owned. The Trans Pennine Trail runs through Royston along the canal bank.
- 5.48** Renewing areas where the local housing market has failed is a priority and like Cudworth, Royston is part of Barnsley's Green Corridor area. At Royston the Green Corridor work has been centred around improvements on the Midland Road gateway, providing grants for owners and landlords via a facelift scheme.
- 5.49** We want to support growth and change in Royston. The redevelopment of the former school site offers the opportunity for regeneration and consolidation of the town centre and its two shopping areas, possibly including new retail provision. Additionally the site is likely to deliver housing and green space that will transform this area of the town. Coupled with the housing and employment growth that will occur elsewhere in Royston over the plan period this will result in important changes for the town. We will ensure this is carried out in a way which increases the sustainability and accessibility of the town.

5 . Spatial Strategy

- 5.50** Royston is a low lying self contained settlement within a valley between Wakefield and Urban Barnsley, with significant arable farming and residential settlements. The town's landscape character has a strong urban influence due to earlier industrial and housing development. It is now principally residential in character with the last central employment site now disused. The key traditional employer remains the Coke works, located on the far east of the town, severed from the main built up area of Royston by an existing freight railway line with the potential for passenger reinstatement in the longer term. As well as a key employer the Cokeworks is a striking landmark on Royston's skyline. It's chimney can be seen from most vantage points and is a focal point at the end of the High Street.
- 5.51** The former Barnsley canal also runs through the east of the town providing a green link with biodiversity value and the potential for use of sustainable transport modes. There is a detailed network of footpaths and cycleways running through the town linking the different residential areas, open spaces and community facilities. However, the links between them are not always clear and would benefit from improvement. As part of the development of the new Advanced Learning Centre located at Carlton and serving Royston, part of this network is being used as a safer route to school. Royston Park in particular is a high quality and valued open space located in the very centre of the town, but its entrance is to an extent concealed.
- 5.52** The key areas of opportunity for the future development of Royston are the former Royston High School site and the substantial area of land proposed for housing at the western edge of the town at Lee Lane. Given the size and location of this site, development must consider the need for appropriate local facilities, provided they do not negatively impact on Royston Town Centre. Further detail is contained in the site specific policies in the Housing section of this document. The ongoing development of the 'Rabbit Ings' area as a high quality multi functioning open space to the west of the settlement adjacent to the Cokeworks will also contribute to the improvement of Royston's green space provision.
- 5.53** **Penistone** stands alone as a long established Pennine rural market town which is an important shopping and service centre serving a large rural hinterland in the west of the borough. The Principal Town boundary includes Cubley and Springvale.
- 5.54** Penistone is in an area of attractive countryside, close to the Peak Park and surrounded by Green Belt. Its close proximity to Sheffield, Huddersfield and Barnsley has made it attractive to people who wish to combine the benefits of living in a pleasant environment without having excessively long journeys to work. The unemployment rate in the town is lower than other parts of the borough due to the large number of commuters, but many residents still depend upon the limited number of employment opportunities in the town. The relative remoteness of the town from the remainder of the borough, particularly for people who rely on public transport make these employment opportunities even more important.



Appendix 3 – Local Plan Consultation Response

Planning Policy
Development
Barnsley MBC
PO Box 634
Barnsley
S70 9GG



JohnsonMowat
Planning & Development Consultants

28 July 2016

Dear Sir/Madam

**RE: PROPOSED RESIDENTIAL DEVELOPMENT AT SITE OF FORMER ROYSTON HIGH SCHOOL,
LAND OFF MIDLAND ROAD, ROYSTON**

I write on behalf of our client Kier Construction in connection with the above site. The land is presently allocated as a Community Facility within the existing UDP and is identified through the emerging Local Plan as urban fabric having no specific allocation. Persimmon Homes have commenced works on the northern area of the site, further to approved permission 2012/1337.

Kier Homes now have control of the remainder of the site (location plan enclosed) and are currently preparing a full planning application for 80 No. dwellings to be submitted in due course. A formal pre-application has been registered under 2016/ENQ/00233 with a meeting taking place with Officers on 3rd May 2016.

To assist with the current Local Plan consultation and review of the Council's Housing Background Paper and 2016 SHELAA review, we therefore write to bring your attention to the site coming forward for residential development in the short term.

The site is available now and can deliver within the five year period, contributing toward meeting the annual requirement and any shortfall in housing land supply.

We trust these comments will be taken into consideration and should you have any queries please contact us.

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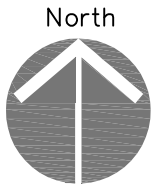
Yours Sincerely

Richard Mowat, MRTPI
Planning Partner
Johnson Mowat

Encl. 1:2500 Location Plan

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- Persimmon Contract Area
- Kier Property Land
- T** Boundary Ownership



Rev.	Date	Details	Drawn	Checked
INFORMATION				
Project/Client:		Project No: 2111031		
Proposed Development:		Dwg No: SK 025		
Midland Road, Royston		Rev: -		
Kier Ventures		Scale: 1:2500 @A3		
Drawing:		Drawn By: Date:		
Persimmon Contract		JJH MAR '13		
Plan		Checked By: Date:		
		IA MAR '13		



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