May 2015

Land off Cross Street, Monk Bretton, Barnsley

Planning Policy Statement (incorporating Affordable Housing Statement) for a Full Planning Application for 95 Dwellings

On behalf of

Bellway Homes Ltd (Yorkshire Division)

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1.0 Introduction

1.1 This Planning Policy Statement has been prepared on behalf of Bellway Homes Ltd to support a full planning application for a residential development of 95 dwellings ("the Proposed Development") on land off Cross Street, Monk Bretton, Barnsley ("the site").

1.2 This Statement describes the application site and Proposed Development before identifying and examining the policies and issues relevant to the application. In seeking to establish whether the proposed use is appropriate, particular regard has been had to the statutory development plan and the National Planning Policy Framework.

1.3 Pre-application discussions have taken place with Barnsley MBC (primarily Steve Kirkham) prior to the submission of this application.

1.4 The application is supported by the following documents and plans:

- Planning Policy Statement (incorporating Affordable Housing Statement)
- Section 106 Heads of Terms
- Statement of Community Involvement
- Design & Access Statement
- Sustainability Statement/Energy Statement
- Full plans, elevations and sections
- Completed application forms
- Desk Top Archaeological Report
- Transport Assessment
- Travel Plan
- Phase 1 Habitat Survey
- Tree Survey
- Flood Risk Assessment and Drainage Strategy
- Geoenvironmental Appraisal

2.0 Site Description

2.1 The site is approximately 3.5 hectares (8.6 acres) and is a greenfield site that has previously been used for agricultural purposes. A small part of the site is occupied by a bungalow with associated residential curtilage. The site slopes up to the western boundary where it is in an elevated position with extensive views towards Barnsley Town Centre. There is a dilapidated stone wall within the site that defines the two agricultural fields. Vehicular access onto the site can currently be taken from Cross Street in the eastern corner of the site.

2.2 The site is located to the south and west of Monk Bretton Cricket Club with a covered reservoir further north and cemetery to the south. There are residential properties adjacent to the site on Cross Street and Dovecote Mews to the east with more residential properties at the bottom of the bank on the western boundary of the site. The wider surrounding area is predominantly residential in character containing a mix in styles of property. In addition there is a church, community centre, social club, pub and retail premises in the locality.

2.3 The site is allocated as Green Space in the saved Barnsley Unitary Development Plan (UDP) proposals map and is within Urban Barnsley as defined by the Core Strategy. There are no public rights of way across the site.

2.4 The site is within Flood Zone 1.

2.5 The Draft Barnsley Local Plan proposes to allocate the site for housing as part of a wider 6.6 hectare housing allocation of around 213 houses.

3.0 Planning History

3.1 There are no relevant planning applications regarding the application site.

4.0 The Proposed Development

4.1 This Statement accompanies a full planning application for a residential development of 95 dwellings. The development proposes a mix of 2, 3 and 4 bedroom properties ranging from detached, semi-detached and terraces. With the exception of one bungalow all the properties are two-storeys in height.

4.2 The homes have a traditional design reflective of the character of the existing properties nearby.

4.3 The existing bungalow at 30 Cross Street is to be demolished.

4.4 Vehicular access is provided across the site of the bungalow to be demolished.

4.5 Publically accessible open space is at Cross Street alongside the new pedestrian access and in two areas within the site. The public open space totals 4,300 sq.m. In addition, the development will provide a connection to the wider draft housing allocation and existing public footpaths outwith the site.

5.0 Planning Policy Review

National Planning Policy Framework

5.1 The National Planning Policy Framework ("NPPF") was published in March 2012 and replaces the majority of all previous national guidance. The introduction to the document confirms it should be a material consideration in the determination of planning applications.

5.2 The NPPF is clear there should be a presumption in favour of sustainable development where there is no conflict with the development plan.

5.3 Paragraph 7 of the NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development. It advises at paragraph 7 that:

"There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- **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; and by identifying and coordinating development requirements, 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 community's 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 improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy."**

5.4 Paragraph 8 advises these three dimensions cannot be considered in isolation. It states:

"These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions."

5.5 Paragraph 14 sets out the Government's commitment to supporting sustainable development. In relation to decision taking, it states:

"At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

- **Local planning authorities should positively seek opportunities to meet the development needs of their area;**
- **Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:**
    - **Any adverse impacts 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.**

For decision taking 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 impacts 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."**

5.6 The NPPF sets out 12 key principles which planning should seek to adhere to. These include:

- **Proactively drive and support sustainable economic development to deliver the homes and thriving places the country needs;**
- **Seek to secure high quality design and a good standard of amenity for all existing and future occupiers of land and buildings;**
- **Take account of the different roles and character of different areas, promoting the vitality of our main urban areas; and**
- **Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.**

5.7 The NPPF sets out guidance in relation to differing themes, a number of which are relevant to the Proposed Development. The first of which is housing with the document stating there is a requirement for local authorities to have a five year supply of deliverable housing sites (paragraph 47). This should also include an allowance for an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.

5.8 The document goes on to state where there has been a record of persistent under delivery of housing, local planning authorities should provide an additional 20% of the requirement in order to provide a realistic prospect of

achieving the planned supply and to ensure chose and competition in the market for land.

5.9 In addition to this, the NPPF states there is a need to deliver a wide choice of high quality homes in order to create sustainable, inclusive and mixed communities (paragraph 50).

5.10 The NPPF goes on to state 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.

5.11 The NPPF also considers design matters and states the Government attaches great importance to the design of the built environment (paragraph 56). In this context, developments should function well and add to the quality of an area, as well as optimising the potential of the site to accommodate development. Developments should also be visually attractive and create safe and accessible environments (paragraph 58).

5.12 The NPPF also considers sustainability matters and states new development should take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption (paragraph 96).

5.13 The NPPF sets out guidance on pre-application engagement stating early engagement has the potential to improve the efficiency and effectiveness of the planning application system for all parties (paragraph 188). The guidance goes on to reinforce the need for applicants to engage with the local community before submitting applications as the more issues which can be resolved at the pre-application stage, the greater the benefits (paragraph 190).

5.14 Finally, the NPPF states that from the date of the document's publication, decision makers may continue to give full weight to relevant policies adopted since 2004 (paragraph 214) and in accordance with the Planning and Compulsory Purchase Act 2004 even if there is a limited degree of conflict with the framework.

5.15 The NPPF states in other cases, due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. In addition to this, the NPPF states weight can also be given to policies in emerging plans according to their stage of preparation and the more advanced the plan, the greater the weight.

Statutory Development Plan

5.16 The Development Plan is formed by the Barnsley Unitary Development Plan (saved policies) and the Barnsley Core Strategy. A number of other Supplementary Planning Documents are also relevant to the proposed development and the emerging Local Plan has some weight.

Barnsley Unitary Development Plan

5.17 The Barnsley UDP was adopted in 2000 with some policies subsequently saved in 2007. However the adopted Core Strategy replaced a number of the UDP policies.

5.18 In addition to some of the policies being saved, the allocations also remain in place until such a time as the Development Sites and Places DPD has been adopted. As such the site is allocated as Urban Green Space.

5.19 The only policy relevant to the proposed housing development is Policy GS10 that refers to safeguarded land. Policy GS10 states safeguarded land will normally remain during the plan period with planning permission for alternative uses only permitted following a review of the UDP.

Barnsley Core Strategy

5.20 The Barnsley Core Strategy was adopted in September 2011 and along with other documents published as part of the Local Development Framework will replace the UDP. There are a number of policies within the document which are relevant to the proposed development and these are set out below.

5.21 Policy CSP1 sets out how the LPA will deal with climate change and states development will be expected to reduce and mitigate the impact of growth on the environment and carbon emissions ensure existing and new communities are resilient to climate change and increase the efficient use of resources through sustainable construction techniques and the use of renewable energy. The policy goes on to state the LPA will take action to adapt to climate change by giving preference to development of previously developed land in sustainable locations, locating and designing development to reduce the risk of flooding and promoting the use of sustainable drainage systems

5.22 Policy CSP2 sets out the requirements to secure sustainable construction and states development will be expected to demonstrate how it minimises resource and energy consumption and how it is located and designed to withstand the longer term impacts of climate change. The policy goes on to state all new dwellings will be expected to achieve at least a level 3 rating under the Code for Sustainable Homes or equivalent. However, following the revocation of CfSH the council are no longer applying this policy.

5.23 Policy CSP3 states all development will be expected to use Sustainable Drainage Systems (“SuDS”) and only in exceptional circumstances, where it can be demonstrated that all types of SuDS are impractical, will other drainage management systems be permitted.

5.24 Policy CSP4 deals with flood risk and states all development proposals on brownfield sites should reduce surface water run-off by at least 30% and development on greenfield sites to maintain or reduce existing run-off rates.

5.25 Policy CSP5 clarifies the requirements for including renewable energy in developments and states all development of 10 or more dwellings will be expected to incorporate decentralised, renewable or low carbon energy sources and other appropriate design measures sufficient to reduce the development's carbon dioxide emissions by at least 15% for applications submitted up to 2015. However, following the revocation of CfSH and recent government guidance regarding the sustainability criteria of new developments the council are no longer applying this policy.

5.26 Policy CSP8 sets out the location of growth stating priority will be given to development within Urban Barnsley.

5.27 Policy CSP9 deals with the number of new homes to be built and confirms the Council will seek to achieve the completion of at least 21,500 net additional homes during the period 2008 to 2026. Policy CSP10 confirms 9.800 of these dwellings (46% of the total) will be located within Urban Barnsley.

5.28 Policy CSP14 deals with the housing mix and efficient use of land and states housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population.

5.29 Policy CSP15 relates to affordable housing and states housing developments of 15 or more dwellings will be expected to provide affordable housing. Within Urban Barnsley 15% of the overall development must be for affordable housing.

5.30 Policy CSP25 deals with new development and sustainable travel and states new development will be expected to be located and designed to reduce the need to travel as well as being accessible to public transport and meet the needs of pedestrians and cyclists.

5.31 Policy CSP26 states new development will be expected to be designed and built to provide safe, secure and convenient access for all road users.

5.32 Policy CSP29 sets out design principles and states high quality development will be expected. Development should also contribute to place making and be of a high quality that contributes to a healthy, safe and sustainable environment as well as enabling all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people. The policy also confirms residential developments of ten or more dwellings should score a minimum of a ‘good’ rating in the Building for Life Assessment.

5.33 Policy CSP35 advises on green space and states the loss of such areas will only be permitted if an appropriate replacement green space of at least an equivalent community benefit, accessibility and value is provided in the area which it serves. The issue of green space is fully considered in the overarching Planning Statement supporting the application.

5.34 Policy CSP36 deals with biodiversity and geodiversity and states development will be expected to conserve and enhance the biodiversity and geological features of the borough by maximising biodiversity and geodiversity opportunities in and around new developments.

5.35 Policy CSP40 deals with pollution control and protection and states new housing where existing air pollution, noise, smell, dust, vibration, light or other pollution levels are unacceptable and there is no reasonable prospect that these can be mitigated against.

5.36 Policy CSP42 highlights the appropriate infrastructure to support new development.

Supplementary Planning Document - Open Space Provision on New Housing Development

5.37 The Supplementary Planning Document - Open Space Provision on New Housing Development ("the SPD") was adopted in March 2012 and supplements Policy CSP35 of the Core Strategy.

5.38 The document confirms a minimum of 15% of the gross site area must be open space of a type appropriate to the character of the site, its location and the layout and nature of the new housing and adjoining land uses.

5.39 The SPD sets out three types of green space which will be required and these are set out below:

- Equipped children's play areas – for over 100 houses, provision will generally be required on site.
- Informal play space and informal landscape areas – for over 40 houses provision should be made on site.
- Formal recreation space – for between 20 and 200 houses a financial contribution will be required to enhance existing facilities in the locality. Appendix 2 of the SPD sets out the contributions for off-site green space and confirms for formal recreation £528.06 will be required for one bedroom dwellings increasing to £1,088.70 for four bedrooms and over.

Supplementary Planning Document – Designing New Housing Development

5.40 The Supplementary Planning Document – Designing New Housing Development was adopted in March 2012 and supplements Policy CSP29 of the Core Strategy.

5.41 The SPD confirms the need for the layout and design of new housing to complement existing housing in the locality. The document also provides guidance on the spacing standards, streets and landscaping.

Supplementary Planning Document - Parking

5.42 The Supplementary Planning Document – Parking was adopted in March 2012 and supplements Policy CSP25 of the Core Strategy and sets out the parking standards that the council will apply to all new development.

Planning Advice Note 30 – Sustainable Location of Housing Sites

5.43 PAN30 was adopted in July 2011 promotes sustainable deliverable housing sites in accordance with development plan policy. PAN30 includes a checklist of issues to determine whether the site is sustainable with a score over 22 required to meet the objectives of PAN30 – the application achieves a score of 36.

Planning Advice Note 33 – Financial Contributions to School Places

5.44 PAN33 was adopted in March 2005 and addresses financial contributions that are required to fund school places and includes a formula for calculating commuted sums. The application will deliver the necessary commuted sum.

South Yorkshire Residential Design Guide 2011

5.45 The Design and Access Statement sets out how the scheme has been designed to take on board the criteria of this document.

Emerging Policy

5.46 The Draft Barnsley Local Plan proposes to allocate the site for housing as part of a wider 6.6 hectare housing allocation of around 213 houses. The Local Plan seeks to achieve the completion of at least 20,330 net additional homes during the period 2014 to 2033 equating to 1,100 homes per year. 6,624 homes, 40% of the total provision, are to be provided within Urban Barnsley. The draft plan has been out for public consultation and therefore carries some weight.

6.0 Planning Assessment (Incorporating Affordable Housing Statement)

6.1 This Chapter considers the principle of the Proposed Development and an assessment against other policy requirements in addition to incorporating the Affordable Housing Statement.

Principle of Development

6.2 The majority of the site is designated as Green Space in the UDP. However, as confirmed by the council at pre-application stage, the use of the site for agriculture has prevented the site to function as usable Green Space. Core Strategy policy CSP35 states Green Spaces provide recreation or wildlife value and the loss of Green Space can be permitted where:

'an assessment shows that there is too much of that particular type of green space in the area which it serves and its loss would not affect the existing and potential green space needs of the future'

6.3 As the site has been in use for agricultural purposes, provides no recreation value and, as confirmed by the Habitat Survey, no significant ecological value it is not considered that the site meets the intentions of the designation. The development proposed will introduce 4,300 sq.m of public open space and introduce new landscaping and will therefore improve both the recreational and biodiversity value of the site.

6.4 On the basis of the above it is considered the proposed development 'would not affect the existing and potential green space needs of the future'.

6.5 The site is located within the area defined as Urban Barnsley which the Core Strategy states will be the primary focus for new residential development.

6.6 Paragraph 14 of the NPPF confirms that at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development which should be seen as the golden thread running through plan making and decision taking. For decision taking this is stated to mean:-

"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 impacts 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."*

6.7 The Council acknowledges it does not have a five year housing land supply therefore the presumption in favour of sustainable development set out in paragraph 14 applies.

6.8 As highlighted throughout this statement and the application submission there are no adverse impacts associated with the proposed development that outweigh the benefits of redeveloping this site and delivering market and affordable housing in a sustainable location. In particular, significant weight should be attached to the delivery of houses at a time when the Council does not have a five year housing land supply.

6.9 Importantly, the Draft Barnsley Local Plan proposes to allocate the site for housing as part of a wider 6.6 hectare housing allocation of around 213 houses. The Local Plan seeks to achieve the completion of at least 20,330 net additional homes during the period 2014 to 2033 equating to 1,100 homes per year. 6,624 homes, 40% of the total provision, are to be provided within Urban Barnsley. The proposed development therefore accords with this intention to deliver housing on this particular site and throughout Urban Barnsley.

6.10 For the reasons outlined above the principle of development should be supported.

Sustainability

6.11 As set out above, the site is within Urban Barnsley and is considered to be in a sustainable location, close to good public transport links, with pedestrian links being maintained and improved.

6.12 Full details of the sustainability credentials of the scheme can be found in the Sustainability Statement.

6.13 New landscaping is to be introduced to preserve the biodiversity at the site.

6.14 The applicant is wholly committed to ensuring the Proposed Development is sustainable and it is considered the Proposed Development accords with the NPPF and relevant development plan policies CSP1 and CSP3.

Design

6.15 The Design and Access Statement which accompanies this application, provides full details of the high quality design of the scheme.

6.16 The proposed development delivers a high quality mix of houses that complement the existing townscape of the area.

6.17 High quality durable materials are proposed to all buildings and there are enhancements to the landscaping at the site and the introduction 4,300 sq.m of public open space that further ensures a positive impact on the character of the locality.

6.18 The scheme demonstrates on the submitted plans and within the DAS that a high quality development is proposed in line with the design aspirations of the NPPF and relevant local policies and guidance particularly Core Strategy Policies CSP14 and CSP29, the Designing New Housing Development SPD and the South Yorkshire Residential Design Guide.

Highways

6.19 Full details on highway and access matters can be found in the supporting Design and Access Statement and Transport Assessment. A summary of the key highway issues are set out below.

6.20 The assessment demonstrates that accessibility by sustainable modes of transport is good as there are bus stops within close proximity of the site.

6.21 The TA and supporting plans demonstrate a satisfactory vehicular access to the site utilising the existing access and that the proposed development will not have a detrimental impact on the highway network.

6.22 Parking spaces are provided for each dwelling with space for visitors and appropriate servicing is also available.

6.23 In summary it can be seen the Proposed Development will not have a detrimental impact on the local highway network. Overall, it can clearly be seen the Proposed Development is in accordance with the NPPF and the Core Strategy policy CSP26.

Residential Amenity

6.24 The proposed dwellings would be located within a primarily residential area and is therefore considered to be compatible with the existing land uses. The closest existing dwellings are located on Cross Street and Dovecote Mews.

6.25 The distance from the rear of the existing dwellings at 22-28 Cross Street will be circa 26.5m which is 5.5m greater than the minimum requirement of the South Yorkshire Residential Design Guide. These properties will be bound by a 1.8m fence and are primarily conventional two-storey properties with hipped roofs plus one bungalow and therefore will not have an unacceptable impact on amenity.

6.26 The properties adjacent to Dove Cote Mews have a similar footprint to the existing property and are located to the side of these properties and therefore do not directly impact on existing rear windows.

6.27 Whereas the properties to the west are set below the application site, all but two existing dwellings are set 30-50m from the rear boundaries of the proposed dwellings and therefore will not experience any loss of amenity. An area of POS has been located adjacent to the two dwellings closest to the western boundary of the site so there will not be any new dwellings impacting on these properties.

6.28 On the basis of the above it is not considered that there will be any adverse impact on the amenity of the existing residents.

6.29 The proposed dwellings are well laid out with many having driveways to the side to provide appropriate separation distances and all properties providing the necessary garden depths and sizes. Two significant areas of public open space totalling 4,300 sq.m will be provided that in addition to the existing open space and public footpaths in the area will provide the new (and existing) residents with quality recreation spaces.

Drainage and Flood Risk

6.30 Full details on drainage matters and flood risk issues can be found in the supporting Flood Risk and Drainage Assessment. In summary the site is located in Flood Zones 1 where there is the lowest risk of flooding and the FRA confirms the site can be developed without increasing the risk of flooding.

6.31 Surface water run-off rates will be limited to greenfield rates and where practicable SuDS will be utilised.

6.32 The Proposed Development is therefore considered to meet the requirements of the NPPF and relevant development plan policies.

Affordable Housing Statement

6.33 The requirement of policy CSP15 to provide 15% of the total number of dwellings as affordable homes will be met. It is proposed to provide 14 dwellings.

6.34 The quality of the 14 affordable units is the same as the open market dwellings. As can be seen on the enclosed layout plan, the AH provision comprises 13 x 2 bed two-storey dwellings and one 2 bed bungalow. This mix was agreed with the Affordable Housing Officer prior to submission.

6.35 The S106 Heads of Terms submitted with this application confirms the applicant's commitment to deliver the affordable housing outlined above.

Section 106

6.36 As highlighted in the S106 Heads of Terms that accompanies this application the proposed development will accord with Core Strategy policy CSP42 by delivering the following:

i. Affordable Housing at 15% (14 dwellings) in accordance with policy CSP15 and including provision of a bungalow.
ii. Education contribution in accordance with PAN33 (subject to compliance with the CIL Regs).
iii. Playspace contribution in accordance with policies CSP35 and the SPD Open Space Provision on New Housing Developments (subject to compliance with the CIL Regs).
iv. Management of on-site public open space in accordance with the SPD Open Space Provision on New Housing Developments.

Community Involvement

6.37 Full details on the community consultation undertaken as part of the application can be found in the supporting Statement of Community Involvement. In summary however, the applicant undertook a public consultation event at Monk Bretton Community Centre on Wednesday 25th March. This event was well attended and feedback has been received. It is therefore considered the community consultation undertaken is in accordance with the aims of the NPPF.

7.0 Conclusions

7.1 This Planning Policy Statement has been prepared on behalf of Bellway Homes Ltd (Yorkshire Division) to support a full planning application for a residential development of 95 dwellings on Land off Cross Street, Monk Bretton, Barnsley.

7.2 The site is currently allocated as Green Space but does not perform this function there the council have already indicated they would support the development of the land and propose to allocate it for housing in the Draft Local Plan.

7.3 The site is in a sustainable location and the development proposes to deliver a high quality residential development that is needed when the council cannot identify the necessary five year housing land supply.

7.4 This statement and the supporting technical documents confirms there are no adverse impact from the proposed development and the scheme is wholly compliant with adopted policy including the delivery of affordable housing, public open space and an education contribution as part of a Section 106 agreement.

7.5 In view of the above, it is considered the scheme satisfies national and local policy and represents a suitable development proposal for the site that addresses all the relevant and material considerations. In this context, the proposal satisfies Section 38(6) of the Planning and Compulsory Purchase Act 2004 and it is considered that planning permission should be granted.