Planning Statement

Change of Use of former Goldthorpe Job Centre from A2 (Financial & Professional), to a 15 bedroom House in Multiple Occupation (HIMO).

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1.0 Introduction

This Planning Statement has been prepared on behalf of Roger Beecroft. It is intended to assist Barnsley Metropolitan Borough Council (BMBC) in its determination of an application for a change of use of the former Goldthorpe Job Centre from A2 (Financial & Professional), to a 15 bedroom House in Multiple Occupation (HIMO).

In addition to this Planning Statement, the planning application should be considered in recognition of the following plans:

- Location Plan 1:1250
- Site Plan 1:500
- Plan dwg PA01B

2.0 Application Property

The application refers to former Goldthorpe Job Centre building, a two storey flat roof detached property located centrally within Goldthorpe. The property is of a brick construction, it is effectively double fronted with its principle elevation set within landscaped grounds fronting High Street and its rear elevation onto Melton Avenue. To the rear there is parking for 7 vehicles which includes a dedicated disabled space.

The wider area is predominantly residential. High Street does however, support several commercial premises set within small local parades that adjoin residential uses. High Street is located on a bus route with stops located in the immediate vicinity. Goldthorpe Train station is located 0.5 miles North West of the site.



3.0 Planning History

The property has a longstanding use as a Job Centre. There are no records of previous applications associated with the property.

4.0 Constraints

The building is not listed and is not located within a Conservation Area. No trees within the curtilage are subject to a Preservation Order.

5.0 Proposals

The proposal seeks full planning permission for a change of use of the property from A2 (Financial & professional) to a large scale 15 bedroom HIMO (Sui Generis). The change of use require no external alterations the floor plans would be arranged as follows:

Ground Floor:

- 7 x 1 bed ensuite private bedrooms 11sqm – 23sqm
- Double kitchen dining area measuring 31sqm
- Boiler/storage room.

First Floor:

- 8 x 1 bed ensuite private bedrooms 16sqm – 23sqm
- Communal Kitchen / dining area

All bedrooms within the accommodation would be designed to prescribed National standards achieving a minimum room space of 11m².

Outside

- Parking area to be retained
- Provions of dedicated bike storage
- Secure bin compound
- Garden area to be retained and managed for communal use.

6.0 Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Statutory Development Plan unless material considerations indicate otherwise.

The Statutory Development Plan includes:-

- Saved policies set out in the Barnsley Unitary Development Plan Review (SUDP) adopted 2000
- Core Strategy adopted 2011 May 2006 which have been saved by direction under paragraph 1(3)

The Council has submitted its emerging Local Plan to the Secretary of State but is still at an early stage in the examination process. It will establish policies and proposals for the development and use of land across the Borough up to the year 2033. The document is a material consideration and

increasing weight can be given to the policies contained within the document. The site is provisionally allocated within the Local Plan as Urban Fabric.

In recognition of the sites allocation the following local planning policies are considered to be of most relevance to the determination of the proposals:

Core Strategy policies

Core Strategy
CSP1 'Climate Change' Development will be expected to reduce and mitigate the impact of growth on the environment and carbon. Preference to development of previously developed land in sustainable.

CSP2 'Sustainable Construction' All new dwellings shall be expected to achieve at least a level 3 rating under the Code for Sustainable Homes'.

CSP3 'Sustainable Drainage Systems' – Expects all developments to use SUDS.

CSP4 'Flood Risk' sets out that the extent and risk of flooding shall be reduced by requiring Flood Risk Assessments for developments over 1ha that shall set out measures including reducing surface water run off by at least 30% on brownfield sites.

CSP8 'Location of Growth' Priority will be given to locating new development within the Town Centre and Principal Towns. Urban Barnsley will be expected to accommodate significantly more growth than any individual Principal Town to accord with its place in the settlement hierarchy.

CSP9 'The Number of New Homes' Seeks to achieve the completion of at least 21500 net additional homes during the period 2008 to 2026. A minimum five year supply of deliverable sites will be maintained.

CSP10 'The Distribution of New Homes' – (46% of the 21,500 new homes planned for Barnsley) are proposed to be built in Urban Barnsley up until the year 2026.

CSP14 'Housing Mix and Efficient Use of Land' states that proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and sustainable communities. It also states that a minimum development density of 40 dwellings per hectare will be expected. In addition priority shall be given to the development of previously developed land with a target of 55% and 60% of the overall amount of new housing.

CSP17 ' Housing Regeneration Areas' Recognises Urban Barnsley as an areas of low housing demand we will support a range of housing market regeneration programmes aimed at the renewal of poor housing and the revitalisation of the neighbourhoods and communities.

CSP25 'New Development and Sustainable Travel' Expects new development to be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people, and should not provide more than the maximum number of car parking spaces.

CSP26 'New Development and Highway Improvement' new development shall be expected to be design and built to provide safe, secure and convenient access for all road users.

CSP29 ‘Design’ sets out that high quality design shall be expected. New housing developments of 10 or more dwellings should achieve a rating of ‘good’ as a minimum under an assessment against the CABE Building for Life scheme.

CSP31 'Town Centres' Strives to maintain and enhance the vitality and viability of the Boroughs Centres.

CSP40 ‘Pollution Control and Protection’ is that the Council shall not allow development of new housing where existing air pollution, noise, smell, dust, vibration, light or other pollution levels are unacceptable and there is no reasonable prospect that they can be mitigated against.

CSP43 'Educational Facilities and Community Uses' Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing use or an alternative community use.

UDP ‘saved’ policies

H8 & H8A ‘Existing Residential Areas’ The scale, layout, height and design of all new dwellings proposed within the existing residential areas must ensure that the living conditions and overall standards of residential

Supplementary Planning Guidance

The following LDF Supplementary Planning Documents have now been adopted which are relevant to the proposal:-

‘Designing New Residential Development’ sets out the standards that will apply to the consideration of planning applications for new housing development.

‘Parking’ states that the parking standards for new housing development shall be 1 space for dwellings under 3 bedrooms in size and 2 spaces for 3 bed dwellings and above.

The South Yorkshire Residential Design Guide has been adopted as a best practice guide by the Council and covers issues relating to sustainability, local distinctiveness and quality in design and is underpinned by the principles in the CABE ‘Building for Life’ scheme.

NPPF

The National Planning Policy Framework (NPPF), came into force on 27 March 2012 and is a material consideration in planning decisions. At the heart of the NPPF is a presumption in favour of sustainable development, and the policies in Paragraphs 18 to 219 of the NPPF, taken as a whole, constitute the Government’s view on what sustainable development in England means in practice for the planning system.

There are three dimensions to sustainable development, which include an economic role (contributing to building a strong, responsive and competitive economy), a social role (providing the supply of housing required to meet the needs of present and future generations) and an environmental role (which includes minimising waste and pollution).

Permission should therefore be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.
Sections & Paragraphs of particular note:

Promoting Sustainable travel (Paragraph 29) recognises that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion (paragraph 30). Local Planning Authorities should support a pattern of development that facilitates sustainable modes of transport.

Paragraph 47 states: "To boost significantly the supply of housing, local planning authorities should: 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 from 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";

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

7.0 Change of Use Considerations:

Additional Residential Accommodation:

The proposal would see the conversion of the property to a large scale HMO. This would provide accommodation for up to 15 persons who would essentially reside in the house as a single household. This accommodation is flexible in its availability for various types of people, it can include persons who want their own rented space but who do not want to purchase or rent their own private property. For example they may be key workers, students or employees of local businesses.

Loss of Commercial Space:

The accommodation is currently vacant following the relocation of the Job Centre to Mexbrough follown a national restructure. The prospects of the premises supporting an A2 use is no-longer viable, there is a realistic risk that without a positive intervention the premises could become a long term vacancy adding blight to the local area. High Street is not a Principal shopping street, as such properties are not afforded protection from any frontage policy.

Impact on Neighbouring Residents:

Barnsley's overall housing strategy is to raise the resident population within its established centres. The change of use of the premises would allow for the sustainable and efficient use of the existing property without the need for new construction. This has a positive impact on the surrounding community and neighbouring residents. The property lends itself to conversion without the need for extension or significant alteration, the proposals would be compatible with the established

residential environment of the locality with the scale of occupation not being materially different to that of a typical household.

Future Occupants:

The premises are located in a highly sustainable location with ready access to employment opportunities and associated services which are commensurate to the properties location within an established centre.

The site is located close to excellent public amenity provisions, including shops, leisure facilities and high quality green spaces. In addition to this there are excellent multi-modal transport links within easy reach of the site providing Borough andand regional wide transport options.

Interior Design:

The accommodation will be well proportioned with bedroom and amenity spaces well over the minimum space requirements of the Housing Act 2004 and HMO guidance. Introductions of en-suites allow greater privacy and a reduction of reliance to shared services. Existing spaces can also be modified to accommodate additional storage. Internally, the properties would benefit from a complete overhaul & refurbishment that would coherently bring the interior design together to create a high quality finish.

The shared ground floor kitchen/dining/lounge area would provide sufficient utility to the occupants of the building. The room receives plentiful daylight and open onto a good sized enclosed communal garden area which provides further amenity benefit for future occupants.

Energy & Sustainability:

The viable re-use of the property preserves, enhances and makes efficient use of an existing architectural asset. This represents an efficient use of a previously developed site which accords with the principles of both National and Local Planning Policy.

Refurbishing the building to allow a change of use from underutilised office space to a modern residential HMO will require upgrading of building elements to increase energy efficiency. Internal thermal insulation wall lining will upgrade wall efficiency, and new loft insulation would be provided. New heating and hot water systems will be to current energy efficiency standards.

Cycling and public transport are promoted through the development due through the provision of secure bicycle storage on site. Appropriate secure refuse storage will accommodate mixed recycling bins within the curtilage of the building.

8.0 Assessment

High Street is an established residential area this is reflected in the sites UDP allocation which is as a Housing Policy areas. This allocation is set to be carried within the emerging Barnsley Local Plan.

Local and National policies are aligned to encourage the delivery of new housing and the reuse of previously developed (Brownfield sites) is actively encouraged as a sustainable form of development as advocated by Core Strategy Policy CSP1 and the principles of CSP8, CSP10 and CSP17.

Housing Land Supply:

Barnsley Core Strategy policy CSP9 states that 'a minimum five year supply of deliverable sites will be maintained' for residential development. Additionally since the adoption of the Core Strategy the National Planning Policy Framework (NPPF) has been published. The NPPF is clear that Local Planning Authorities should 'identify and update annually a supply of specific, deliverable sites to provide five years worth of housing against their housing requirements' (Paragraph 47).

At present the Council is not able to demonstrate a five year supply of deliverable sites, it as present approximately 3.5yrs, as such the requirements of policy CSP9 are not being met. In such circumstances the NPPF is clear that the Presumption in favour of Sustainable Development should apply. For the purposes of the decision making process this means:-

- approving development proposals that accord with the development plan without delay
- where the development plan is absent, silent or relevant policies are out of date, granting planning permission unless:-

i) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
ii) specific policies in the Framework indicate development should be restricted.

The proposal would meet sustainability criteria insofar as it:

- Represents efficient redevelopment of otherwise unoccupied building (brownfield site)
- Is highly accessible central location served with immediate access to services, transport and employment opportunities
- Would contribute to the supply of housing
- Would secure long-term stewardship of a prominent building within Goldthorpe centre.

In considering matter of housing supply it is clear that the development would contribute towards housing growth targets being met within the Urban Barnsley which is a priority to accommodate housing growth (Core Strategy polices CSP8, 9 and 10).

Policy CSP14 'Housing Mix and Efficient Use of Land' aims to use land efficiently as possible, this is particularly pertinent given Barnsley is currently reviewing the release of Green Belt land through the Local Plan process. The proposals would utilise an existing asset and contribute to the range and choice of housing within the locality.

Notwithstanding the contribution the development would make towards the current deficiency in the 5 year housing supply, and choice of housing stock, it would also achieve regeneration benefits inline with objectives of policy CSP17 'Housing Regeneration Areas'. In accordance with policy CSP9, CSP14 the proposals would add units to the overall housing supply and to that to be delivered in the Town Centre. The reuse of a Brownfield site accords with CSP14 which seeks to achieve between 55% and 60% of homes to be built on previously developed land. Town Centre locations are best suited to higher density developments, the associated footfall from the development, coupled with the dependency of the residents on local services would add to vitality and vibrancy of the Goldthorpe Centre.

The development now proposed represents a viable opportunity to regenerate a vacant (Brownfield) property. Its location within the Town Centre means that it is ideally served with access to employment, health and education services as well as transport and leisure opportunities. It should

therefore be interpreted as a highly sustainable location and the principle of the residential development should not be questioned.

It is therefore considered that the proposals are consistent with the objectives of the adopted Core Strategy and provisions of the NPPF.

Amenity

The thread of policies within the NPPF and of Policy CSP29 of the adopted Core Strategy is to achieve high standards of design within all developments. Recognising that the proposals are for a change of use, the assessment against these standards is limited to that of the internal and external areas.

It should be noted that all HMOs of this size require a licence from the Council under the Housing Act 2004. The HMO will not be able to operate unless the Council's Housing Standards Team are satisfied with the standard of accommodation and a licence has been issued.

Internal:-

The proposals require a simple approach to the internal arrangement with no external works required. The rooms would be designed in excess of minimum internal spacing for HMO's. The accommodation is well proportioned and could comfortably accommodate the day to day needs reasonably expected for the intended residents. The accommodation is of a good overall size with excellent levels of outlook and light to each of the rooms.

External:- There would be a shared amenity garden that in addition to dedicated vehicle and cycle parking. The accommodation is designed for single occupancy of the rooms and not family occupancy, whilst amenity space is limited and below the guideline of the SPD it is commensurate to that of other converted properties within the locality. The level of amenity space would be a matter to be considered by future occupants, however, it is note that the close proximity to local parks and recreation facilities at Dearnside Leisure centre located to the south of the site which along with local amenities immediately on hand within the Town Centre mitigate against any perceived shortcomings on amenity standards, which, the SPD acknowledges cannot be achieved in all instances. The lack of amenity space in this case must be balanced against returning a vacant building back into productive use especially having regard to positive impacts that can have on the health and vitality of the local centre.

Impact upon existing residents

The proposals represent a straightforward conversion of the property. No extensions are proposed, there would be no additional openings or windows introduced. It therefore cannot be demonstrated that there would be a material increase in overlooking or loss of privacy as a result of the alterations.

It is in the applicant interests to ensure that the property is well managed with residents being subject to relevant reference and security checks. The management of the property would also oversee regular inspections to ensure that routine maintenance being undertaken and the property kept in good condition. The applicant would be willing to agree to a management condition or accept a personal permission.

Waste

Bin storage would continue to be accommodated within curtilage of the property. This would ensure that they remain screened without detriment to the appearance or character of the street

scene. The waste storage requirements would not differ materially from that of a single dwelling so would not have a poor visual impact or have an adverse impact upon levels of residential amenity.

Parking & Access

Typically car ownership amongst residents is likely to be low and parking demands would be significantly below levels associated with the former use as a Job Centre when factoring staff and customer requirements. Nonetheless, the property has a seven off-street parking spaces which would be retained.

The property is located within a highly accessible location with access to multi-modal transport links including rail and bus services and is also accessible to the TPT dedicated cycle network. In order to help mitigate any adverse impacts and to help promote sustainable transport modes secure cycle parking spaces could be provided at the property for each of the bedrooms. This matter could be appropriately conditioned by the LPA.

8.0 Conclusion

Paragraph 47 of the NPPF requires that as part of the objective of boosting significantly the supply of housing, this a material consideration of great significance and weight when considering applications for new development.

This statement has identified that the proposed Development would be consistent with guidance provided at a national level in the NPPF as well as local polices in relation to land use compatibility, residential amenity and highway safety.

High quality accommodation would be redelivered within a design that has been approached in a manner that exceeds minimum recommended guidelines for HMO accommodation. The submitted proposals clearly demonstrate that the property would successfully lend itself to conversion to a HIMO. The scale of the actual change of use would not result in a significant intensification of residential use with the proposals not being readily distinguishable. The effective management of the site will ensure the use can take place without giving rise to adverse environmental or residential amenity conditions.
The accommodation would add to the supply of affordable property within the locality adding to the mix and balance of housing stock.

The sites location within Goldthorpe centre, its associated amenities, services and transport means that it represents an ideal location to provide car free residential accommodation of the proposed scale.

Consequently, there is no clear evidence that demonstrates that the proposal fails to support a mixed and balanced community. The proposals would accord with the Core Strategy insofar as it seeks to ensure that all development has regard to its effect on amenity, including noise, traffic generation and refuse storage and its effect on the character of the surrounding area.

Therefore in accordance with the recommendations of the NPPF, in the absence of any adverse impacts which would significantly and demonstrably outweigh the benefits of the use it is hoped that the Local Planning authority support this application.