

Design and Access Statement

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Heritage Statement



Wharncliffe Arms, Carlton, Barnsley

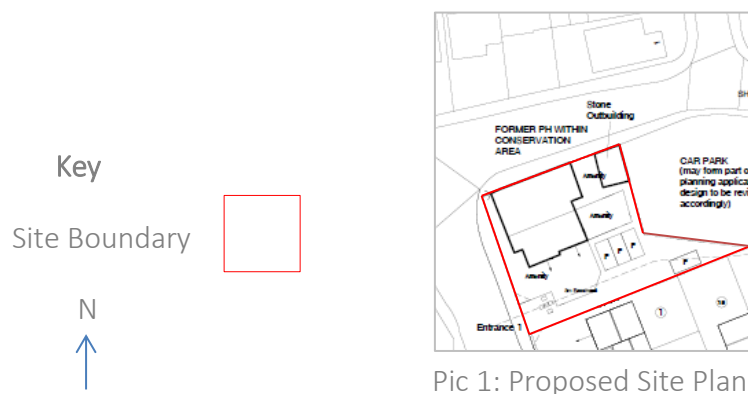
Change of use of former public house building to 2 no. dwellings

## Site Location and Description

The site is located within the village of Carlton, at the junction of Fish Dam Lane with Shaw Lane. It lies within the Carlton Conservation Area.

The site comprises of an almost square parcel of land that is currently occupied by a large imposing stone building. This building has historically functioned as a public house.

To the east of the building is a small stone derelict outbuilding. To the east and south of the building and outbuilding are areas of land that used to be associated with the public house; these comprise of a car parking area that is surfaced with tarmac and an area of land that used to function as a beer garden. Only part of this land is however included in this planning application. The site plan below shows the planning application site boundary:



The remaining site area is being considered for re- development although plans for this are at an early stage. The extent of this larger area of land is identified on the Land Registry Title Plan which forms Appendix 1.

The site lies within a predominantly residential area in that most of the buildings that lie to the north and west of the site are in residential use. Much of the land to the south of the site is in employment use.

When trading the pub was known as the 'Wharnccliffe Arms'. The pub closed in early 2014 however and the building and the land it occupied are in a derelict state.

The site can currently be accessed from both Fish Dam Lane and Shaw Lane.

There are no significant features along the site boundary, such as walls, fences or trees, and consequently the site has a relatively open aspect.

## **Proposal**

The applicant seeks permission to convert the public house into 2 no. dwellings creating 1 no. 4 bedroom dwelling (Dwelling One) in the northern section of the building and 1. No 3 bedroom dwelling in the southern section of the building (Dwelling Two).

### **Dwelling One will comprise of:**

#### **Internally**

Ground Floor – Shared living & dining room (47 sq metres) and separate kitchen with toilet (16 sq metres)

First Floor – Three bedrooms (9 sq metres, 15 sq metres and 18 sq metres) and a family bathroom (5 sq metres)

Second Floor – Fourth bedroom (12 sq metres) with en-suite

#### **Externally**

An area of amenity space will be provided to the side of the property and will span 47 sq metres.

### **Dwelling Two will comprise of:**

#### **Internally**

Ground Floor - Shared living & dining room (43 sq metres) and separate kitchen with toilet (16 sq metres)

First Floor – Two bedrooms with en- suites (both 25 sq metres)

Second Floor – Third bedroom (12 sq metres) with bathroom (12 sq metres)

#### **Externally**

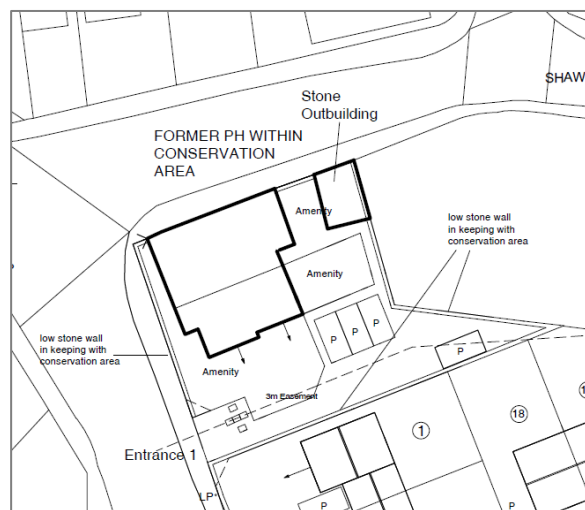
An area of amenity space will be provided to the south of the dwelling and will extend approx. 70 metres square.

## Parking Provision

A shared car parking area will be created to the south of the site and will contain four car parking spaces – two per dwelling. The access to the car parking area will be the existing access point off Fish Dam Lane.

## Site Layout

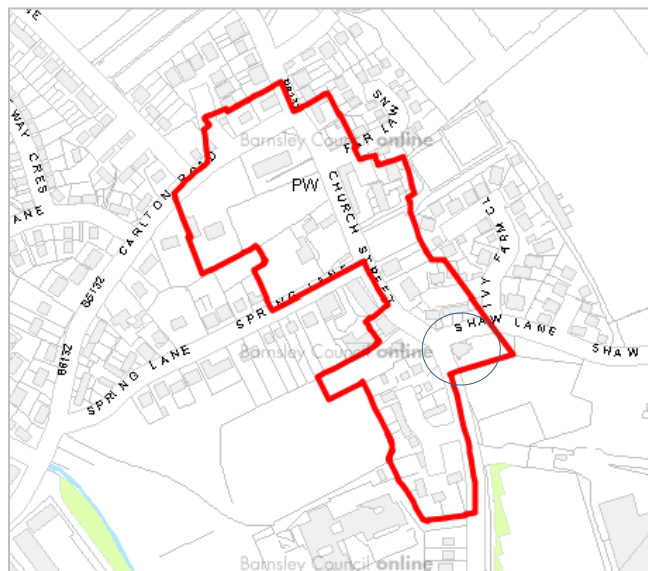
Low stone walls will be erected along the boundaries of the site to separate the new development from the rest of the site. Walls or fences will be erected to separate the car parking area from the amenity areas.



Pic 2. Proposed plan of site with new boundary treatments

## Heritage Statement

The site lies within the Carlton Conservation Area. The map below shows the boundaries of the conservation area and identifies the site in relation to these:



Map 1: Conservation Area boundary and Site

The Carlton Conservation Area covers the original 17<sup>th</sup> and 18<sup>th</sup> century stone built village together with later 19<sup>th</sup> and early 20<sup>th</sup> century development and several Grade 2 Listed Buildings, including The Church of St John and Vicarage, Manor House and The Gables.

It is believed that the conservation area originated as the focus of a small medieval settlement consisting of a number of farmsteads, however Carlton Main Colliery opened in 1873 and mining became the main industry of the surrounding area there was a significant increase in the amount of development in the area. The more recent residential developments are sympathetic in design and material to the original buildings and have to a large extent been successfully integrated into the village. This has helped conserve and enhance the original farmstead buildings that lie at its heart.

In terms of its detailing, the conservation area comprises a mixed range of architectural styles and ages from farm buildings, properties of formal but rural vernacular and more modern developments. Buildings are predominantly constructed from sandstone, however there are a limited number of properties built from stone and red brick. Roofing material tend to be Welsh slate with a limited amount of stone slate.

The application site itself is a prominent feature on the southern boundary of the conservation area. The building is highly visible in views on the approach into the

conservation area from the south via Fish Dam Lane and from the east via Shaw Lane. It is also visible upon exit from the conservation area, via Church Street when approaching from the north via Church Street. Due to the prominence of the site, combined with the size and scale of the building and the fact that the site has a relatively open aspect it is considered that any development or redevelopment proposal would have the potential to have a significant impact on the overall character and appearance of the conservation area as well as the views into and out of the conservation area.

Below is a view of the application site and former pub building when approaching from Church Street and looking south which helps to demonstrate this point.



Above the picture is of the view of the application site and former public house building when approaching from Fish Dam Lane.

As a consequence of the prominence of the site within the conservation area its retention and conversion, rather than total demolition, is considered highly desirable.

The applicant proposes some demolition within the conservation area, this includes the demolition of two relatively recent extensions to the public house building. The first is a small extension to the public house kitchen area, which was approved in 2000 (Planning Application Reference B/00/0089/BA). This is shown in Pic 3 below.

Pic 3: Extension to be demolished



The other is an access ramp and entrance. This is shown on Pic 4 below.

The ramp was approved in 2001 (Planning Application Reference B/01/0548/BA). There is no application listed on the BMBC's online records for the entrance.

Pic 4: Access ramp and entrance to be demolished



It is considered that the removal of these two relatively modern additions will improve the overall appearance of the building and give it a more domestic, than commercial look and feel. Where these elements of the building are removed the walls will be made good with building materials to match, as far as it possible, the stone on the building.

## **Policy Context**

All planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF) , which was published in 2012, does not change the statutory status of the development plan as the starting point for decision making. The development plan in Barnsley consists of the Core Strategy (CS) and Saved Unitary Development Plan policies (UDP). The Council has also adopted a series of Supplementary Planning Documents (SPD) and Supplementary Planning Guidance Notes (SPG), which are other material considerations. The policies that are relevant to this planning application and are contained within the aforementioned documents are discussed below.

### **UDP Saved Policies**

The site lies within a Housing Policy Area. This is designated by Saved Policy H8A of the Unitary Development Plan. Consequently this proposal for a residential development on this site is considered to be consistent with this policy.

The site lies within the Carlton Conservation Area. The boundaries of the conservation area are identified on the proposals maps and given continued weight by the fact that Policy BA22 is a Saved Policy.

### **LDF Core Strategy**

Policy CSP 8 entitled 'The Location of Growth' is relevant to this application. This policy states that priority will be given to new development in Urban Barnsley. As the site subject to this application lies within Urban Barnsley, which is clarified in Section 7.4 of the Core Strategy, the redevelopment of this site for housing, as is proposed, is considered to be consistent with this policy.

Policy CSP 14 entitled 'Housing Mix and Efficient Use of Land' requires that proposals for new housing include a broad mix of house size, type and tenure to help create mixed and balanced communities. It also states that priority will be given to the development of previously developed land. It is considered that this proposal accords with the policy as it results in the creation of two family sized dwellings on a brownfield site.

Policy CSP 25 entitled 'New Development and Sustainable Travel' requires that new development is located and designed to reduce the need to travel, is accessible by public transport, meets the needs of pedestrians and cyclists and does not provide more than the maximum number of car parking spaces, as set out in the Council's Parking Supplementary Planning Document.

The Supplementary Planning Document (SPD) entitled 'Parking' requires that for developments comprising of dwellings with more than two bedrooms a maximum of 2 parking spaces per dwelling is provided.

The indicative site plan (See Pic 2 above) shows that the site is large enough to accommodate a shared parking area containing a maximum of two spaces per dwelling. Consequently the proposal accords with the requirements of the Parking SPD and also a key aspect of Policy CSP 25.

With regards to the sites accessibility by public transport, it was noted from a site visit that the site is located along a main bus route. Specifically, the no. 57 and no 59 buses, which are operated by Stagecoach pass the site at regular intervals. Both buses provide services to Wakefield Bus Station, into Royston and then into Barnsley. This, it is considered, makes the site relatively sustainable in terms of its public transport provision as occupants of the new dwellings would easily be able to access two main towns (i.e Royston and Barnsley) for shopping and employment purposes. Barnsley Interchange also provides good links to Sheffield and Leeds, as it contains a train station which benefits from regular services to these cities.

Policy CSP 26 entitled 'New Development and Highway Improvement' requires that new development will be expected to be designed and built to provide safe, secure and convenient access for all road users. In this instance the parking area serving the development will utilize an existing access point of Fish dam Lane. This access has previously been utilized by customers of the public house to gain entry into the former car parking area. As a consequence it is considered that the use of this existing access point, on a less intensive basis than has been the case before, will not create any new highway safety issues.

Policy CSP 29 entitled 'Design' requires that all new development is of a high standard of design. It is considered that the proposal is consistent with the spirit of this policy. In particular the applicant proposes to retain and convert a locally significant building rather than proposing its total demolition thus retaining the existing streetscene. In addition the proposal will result in a significant improvement to the appearance of the building which is currently in a semi - derelict state as the conversion will require the installation of new doors and windows along with the general maintenance of the roof of the building and its grounds. Furthermore it is proposed that the two modern extensions to the eastern and western elevations of the building will be demolished and the walls they are currently attached to made good which will result in a significant improvement to the external appearance of the building.

Policy CSP 30 entitled 'The Historic Environment' is relevant as the site lies within a conservation area. The policy states that the Council will positively encourage the management, conservation and enjoyment of Barnsley's historic environment and make the most of the heritage assets which define Barnsley's local distinctiveness. It is considered that

the proposal is consistent the aims of this policy as, as stated above, the proposal calls for the retention and improvement of a locally significant building and although some demolition is proposed, only the more modern elements of the building will be removed, none of which contribute to the character and appearance of the building or indeed the conservation area at large.

## Supplementary Planning Documents

The SPD entitled 'Designing New Housing Development' is considered relevant to this application. It states that the conversion of buildings to, amongst other things, dwellings, will be allowed where the following criteria are satisfied:

- The building and curtilage are of sufficient size to provide suitable facilities for residents.
- In the case of dwellings and HMOs, the garden sizes and external separation distances should reflect the requirements set out in the general criteria and meet internal spacing standards.
- In all cases, internal spacing standards should meet the requirements set out in the general criteria.
- There will be no unacceptable noise nuisance for either existing neighbouring residents or occupants of the proposed residential units.
- Satisfactory provision is made for off-street car parking in accordance with the Council's standards or, exceptionally the development is considered unlikely to give rise to unacceptable conditions of congestion or safety on the adjoining public highway(s) by reason of inadequate off street car parking.
- The appearance of the building or its curtilage would not be altered to the detriment of the visual amenities of the area.

The dwellings created will be relatively large family dwellings. In addition both will benefit from a shared parking area containing two off street car parking spaces per dwelling along with separate areas of amenity space.

Internally the sizes of the rooms will exceed the minimum internal space requirements that are required by the South Yorkshire Design Guide (SYRDG, 2011) and this information is set out below against the actual proposed internal room sizes for comparison purposes. The actual proposed measurements are set out in bold font type and the SYRDG minimum sizes are set out in normal font type.

Externally the habitable rooms created within converted public house building will be a sufficient distance from the habitable rooms in adjoining existing dwellings to prevent any overlooking or loss of privacy for either party. The separation standards that exist will also

ensure that the occupation of the building for residential purposes has not detrimental impact on the amenities of the existing adjoining residential occupiers in terms of noise nuisance, as any noise will be mitigated by distance.

## Comparison of Internal Space Standards with the SYRDG

### Dwelling One:

Ground Floor – Shared living – dining room (**47 sq metres** v 19 sq metres) and separate kitchen with toilet (**16 sq metres** v 16 sq metres)

First Floor – Three bedrooms (One single at **9 sq metres** v 7 sq metres , two doubles at **15 sq metres** and **18 sq metres** v 12 sq metres) and a family bathroom (**5 sq metres** v 3.5 sq metres)

Second Floor – Fourth bedroom with ensuite (**12 sq metres** v 12 sq metres)

An area of amenity space will be provided to the side of dwelling one and will span **47 sq metres**. Although this is slightly smaller for a garden area than is desired by Barnsley Council, it is considered that the size of the garden is sufficient to allow space for the future occupiers of the dwelling to sit out, dry their clothes or erect children's play equipment. In addition the existing outbuilding will be utilized by the occupiers of this dwelling for storing bins and other gardening equipment and consequently it could be argued that this results in slightly less requirement for a large garden.

### Dwelling Two will comprise the following:

Ground Floor - Shared living – dining room (**43 sq metres** v 19 sq metres) and separate kitchen with toilet (**16 sq metres** v 13 sq metres)

First Floor – Two double bedrooms with en- suites (both **25 sq metres** v 12 sq metres)

Second Floor – Third bedroom (**12 sq metres** v 12 sq metres) and bathroom (**12 sq metres** v 3.5 sq metres)

An area of amenity space will be provided to the south of the dwelling and will extend approx. **70 sq metres**. This is considered to be a sufficient size for the dwelling that is being created.

### Parking Provision

With regards to the on- site parking provision, as set out above in the discussion associated with Core Strategy Policy CSP 27 the number of car parking spaces provided on the site is consistent with the Councils current Supplementary Planning Document entitled 'Parking'.

## Other Developments

### National Planning Policy Framework

Chapter 6 entitled 'Delivering a wide choice of high quality homes' is considered relevant to this application. One of the key aims of the planning system, it states, should try to boost significantly the supply of housing in the UK. Paragraph 51 of Chapter 6 states that to help boost the supply of housing Local Planning Authorities should identify and bring back into residential use empty homes and buildings and should normally approve applications for changes of use to residential use where there is a need for additional housing in an area and no strong economic reasons why such a development would be inappropriate.

It is noted that Barnsley Council clearly wish to increase the number of dwellings in its area and this desire is reflected in a recent update of the Strategic Housing Land Availability Study dated Jan 2014. In addition Core Strategy Policy CSP9 specifies a requirement for approx. 19,000 additional dwellings (gross) across the Barnsley Borough over the following period 2012 – 2026 and consequently any applications that create new housing should be viewed in this context and be supported in principle as it would help to achieve this end.

With regards to whether or not there are strong economic reasons not to support this application, it is considered that there are none. The building operated as a public house unsuccessfully for several years and closed its doors for the final time in early 2014. Enterprise Inns, who have a portfolio of approximately 5, 500 public houses in the UK were of the view that despite their efforts the building had no prospect of being occupied as a public house again for financial viability reasons. Although it was advised for sale both local and nationally by Smiths Estate Agents as a public house and at a fair price, it was sold in October 2014 for redevelopment purposes. Taking the above into account it is considered that the application is consistent with the aims of Chapter 6 of the NPPF.

Chapter 12 entitled 'Conserving and Enhancing the Historic Environment' is also considered relevant, as the site lies within a Conservation Area. The policy requires that when determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;
- the desirability of new development making a positive contribution to local character and distinctiveness.

It is considered that the proposal is consistent with this part of the NPPF in that the proposal will help to enhance a key building that lies within a conservation area and it will also ensure that the building is put to a viable use.

Another key aim of the NPPF is to promote the creation of healthy communities and to achieve that aim Local Planning Authorities are encouraged to ensure that the planning system delivers social, recreational and cultural facilities and services the community needs by amongst other things, guarding against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. Further detail can be found in Chapter 8 of the NPPF.

Although it is accepted that this proposal will lead to the loss of a former public house, the pub has been closed for several months and is considered to be unviable as a public house by Enterprise Inns who are a very and successful tenanted and leased pub company. Due to the passage of time it is not considered that its conversion to dwellings will be significantly detrimentally impact on the social fabric of the area as local residents will have already come to accept that this public house no longer exists and will have altered their behaviour accordingly. Furthermore it is hoped that due to the current state of the site and the building local residents will hopefully be keen to see the site redeveloped in the positive manner that is proposed in this planning application.