DESIGN ACCESS AND HERITAGE STATEMENT

Proposed conversion of existing public house to 2 dwellings and construction of 8 dwellings at the former Angel Hotel, High Street, Bolton upon Dearne

Introduction

This statement has been prepared in accordance with DCLG Circular 01/2006 (as amended by the "Guidance on Information Requirements and Validation" March 2010 and the Development Management Procedure Order 2015). It also incorporates the assessment of the impact of the proposal on the setting of the nearby St Andrews Church as required in paragraph 189 of the National Planning Policy Framework. It should be read in association with the submitted planning application for the proposed development.

The proposal involves the creation of 10 dwellings on the site: two from the conversion of the existing public house building, and eight new build dwellings including two pairs of semi-detached houses, one terrace of three houses and one detached bungalow. Access to the majority of the site will be provided by a private drive joining Angel Street at the same point as the existing access to the car park. One plot (plot 1) will have an individual access to Angel Street.

This is an amended scheme from a proposal to demolish the public house building and erect 10 dwellings on the site that was refused in March 2018 due to concerns about the effect on the amenity of the adjoining property to the north and the negative impact on the setting of the Grade I listed St Andrews Church to the south.

The Application Site

The site which is 0.18 hectare in area is located on the corner of High Street and Angel Street within the settlement of Bolton upon Dearne. It is within a predominantly residential area with a mixture of housing around the site. The housing is generally modern (with the exception of an older house on the opposite side of High Street and a shop on the opposite side of the road junction) and two storeys in height. There is a mixture of detached, semi-detached and terraced house types. St Andrews Church which is a Grade I Listed Building is located on the southern side of High Street from the site.

The site itself contains the public house building located in the south eastern corner of the site, which is two storey with rooms in the roofspace and has a single storey extension on its northern side. The former public house car park occupies the north eastern section of the site with a former beer garden along the western side and an outbuilding along the southern boundary. The site is separated from housing to the west by a track that is outside of the site boundary.

Planning Policy

Barnsley's Core Strategy was adopted in September 2011 and some policies in the Unitary Development Plan remain valid until the adoption of the Barnsley Local Plan which has been through public examination and is awaiting the Inspectors report. We consider that the following policies are relevant in assessing the development proposals.

Core Strategy

CSP1 relates to climate change and states that the Council will take action to adapt to climate change by giving preference to development of previously developed land in sustainable locations.

CSP8 gives priority to development in urban locations including the Dearne Towns.

CSP14 promotes a broad mix of house size, type and tenure. It also sets out a minimum density of 40 dwellings per hectare unless lower densities are necessary for need, viability or sustainable design reasons.
CSP22 allows for the change of use of pubs to new uses only where the facility cannot be economically successful or the change of use would not have a significant effect on the ability of local people to access local services.
CSP25 expects that development will be designed to reduce the need to travel, be accessible to public transport, and meet the needs of pedestrians and cyclists. Minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people should be provided and car parking should not exceed the maximum number of car parking spaces set out in a SPD.
CSP26 expects that new development should be designed and built to provide safe, secure and convenient access for all road users.
CSP29 requires high quality development that respects, takes advantage of and enhances the distinctive features of Barnsley.
CSP30 seeks to ensure that development will protect or improve the historic environment including the character and appearance of listed buildings.
Local Plan Publication Draft
In this document the site is designated as land within the settlement with no specific allocations.
This document repeats many of the policy requirements set out in the Core Strategy.
SD1 sets out a presumption in favour of sustainable development.
GD1 sets out that proposals for development will be approved if they comply with a number of detailed considerations including that there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.
LG2 gives priority to development in certain areas including the Dearne Towns which include Bolton on Dearne.
H5 states that proposals for residential development on non-allocated sites below 0.4 hectares will be allowed when the proposal complies with other relevant policies in the Plan.
HE2 requires that proposals that are likely to affect known heritage assets will be expected to include a description of the heritage significance of the site and its setting.
HE3 requires that proposals affecting the setting of a listed building should seek to conserve and where appropriate enhance that buildings significance.

National Planning Policy

The National Planning Policy Framework sets out the government's national policies relating to specific topics and may be a material consideration in considering specific proposals.
The Framework sets out a presumption in favour of sustainable development. To achieve this there are a number of requirements for the planning system including to have a social role 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 (paragraph 8).
Section 5 emphasises the need to significantly boost the supply of homes.
Section 11 relates to making effective use of land and paragraph 118 sets out that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs.

The Framework, in paragraph 127 sets out outcomes that planning decisions should aim to ensure that development achieves. These include responding to local character and history, including the surrounding built environment, while not preventing or discouraging appropriate innovation or change.

Section 16 of the Framework relates to conserving and enhancing the historic environment. Paragraph 192 sets out the desirability of new development making a positive contribution to local character and distinctiveness and paragraph 189 requires that applicants should describe the significance of any heritage assets affected, including any contribution made to their setting and that the level of detail submitted should be no more than is sufficient to understand the potential impact of the proposal on their significance.

In this case the proposed development which is in a sustainable location, will be designed to be in keeping with the area, which includes a range of house types.

Use

The proposed use of the site is to develop it for residential purposes. This use is in keeping with the residential character of the area. The public house ceased to operate in 2015 when it ran into financial difficulty and it has not been used since that time. There are two alternative facilities available for drinking and associated facilities (pool room, concert room etc.): these are the Collingwood Public House on Furlong Road and the Bolton on Dearne Ex Serviceman's Club on Station Road. Both of these facilities are within easy walking distance of the site and the loss of The Angel would not have a significant effect on the ability of local people to access a drinking establishment.

Amount

A total of ten dwellings are proposed of which two will be accommodated in the existing public house building. This number of dwellings will ensure an efficient use of a previously developed site while being of a density that is in keeping with the surrounding area.

Layout

The layout of the site has been designed to allow an efficient use of the site while allowing the retention of the main public house building, ensuring safe access into the site and ensuring the privacy and amenity of existing and future residents.

The dwellings are to be grouped around a new cul de sac leading into the site off Angel Street. One of the two dwellings to be created by the conversion of the public house building will have its front elevation facing High Street and the other will have its front elevation facing Angel Street ensuring active elevations facing both roads. Main habitable room windows will overlook the adjoining roads and the garden areas to the plots. Plots 1 and 2 are a pair of semi-detached houses which will have their front elevation facing Angel Street and their rear elevations overlooking their own garden areas. There will be no habitable room windows overlooking the existing houses to the north. Plots 3 and 4 are sited at the end of the cul de sac with their front elevations facing towards the garden areas to plots 1 and 2 and their rear elevations towards their own rear gardens. Again there will be no habitable room windows facing towards the existing dwellings to the north. Plots 5, 6 and 7 are a terraced

block that will face High Street with main windows facing to the front and rear and will require the demolition of the existing outbuilding currently on this part of the site. The side elevation of this block with no habitable room windows will face the side elevation of the existing property to the west. Plot 8 is to be created by the demolition of the single storey extension on the rear of the public house and is to be a detached bungalow with its front elevation facing Angel Street.

All plots will have a driveway either within or directly adjacent to the plot which will provide parking for two cars or a garage and one parking space; and a private rear garden area of a size to meet the Council's minimum requirements. The parking space for all plots apart from plot 1 will take access from the cul de sac. Plot 1 will take access directly from Angel Street.

Scale

The existing public house is two storeys high with rooms in the roofspace. All of the new dwellings (apart from plot 8) which are a mixture of detached, semi-detached and terraced houses, will be two storeys high. All of the houses will be 3 bedroom. Plot 8 will be a 2 bedroom bungalow. Overall the scale of the proposed dwellings will be in keeping with nearby properties and the existing development on the site.

Landscaping

The site is currently mainly a brownfield site occupied by buildings and hard surfaces although there is a grassed area with some trees along the western side of the site that previously formed the beer garden. The trees were classified in a survey accompanying the previous application as being of low quality. This area and the trees will lost as a result of the development but new planting will be provided including a new landscape buffer on the corner of the site adjoining the road junction.

There is also a group of trees on land to the north of the development site with 3 trees adjacent to the boundary. These trees will be unaffected by the development.

Appearance

The application site occupies a prominent corner position with the public house being a prominent feature in the streetscene. The streetscene is very mixed in character including a few older buildings in the immediate vicinity of the site and modern residential development of a mixed character in the wider area.

The retention of the public house building together with the required repair and maintenance works necessary to convert it will retain an attractive building and enhance the character of the area. Plots 1-2 and 5-7 will be on the road frontage of the development site. These dwellings (and plots 3 and 4 which are within the site away from public viewpoints) have been designed with architectural details to reflect the character of the public house and ensure that the appearance of the site has a unified design. Plot 8 is different in character to the proposed houses but the bungalow will occupy the site of the rear extension to the public house and will reflect the general scale and appearance of that extension.

The existing public house is constructed in gritstone with a slate roof. Materials for the new build dwellings will be chosen to be in keeping with the existing building.

Effect on the setting of the Church of St Andrew

The church is a Grade I Listed Building and is sited to the south of the application site on the opposite side of High Street. It is on a site that is raised in level above the adjoining roads and the application site. Its immediate setting is its churchyard with a number of trees but there are open views between the church and the public house building which is approximately 27 metres distant.

The oldest part of the church dates from around 1200 with additions and alterations since that time. The listing description includes a number of detailed features and its high grade of listing appears to derive from its high historical value and its high architectural merit rather than any significant features comprised in its setting. The setting of the church beyond the churchyard has changed significantly over the years but it has been in the heart of the settlement within a built up area for many years as identified on 19th century Ordnance Survey maps. Many of the buildings shown on those maps have been demolished and replaced by modern housing but a few have remained including The Angel which appears to date from the late 19th century.

The proposed development retains the public house building with few alterations to its appearance on its southern elevation facing the church. The conversion proposals will have an essentially neutral impact on the setting of the church and indeed from the fact that the conversion will provide a viable use that ensures the upkeep of the building it will provide an enhancement to that setting. As noted above the public house is no longer financially viable and an alternative use must be found for the building to ensure its retention. The loss of an unconnected community facility within the setting of the church will have no impact on the significance or setting of the church.

With the exception of plots 5-7 the new build plots will be screened from the church by the public house building and have no impact on its setting. Plots 5-7 will replace a large outbuilding. They will be in a similar position to the outbuilding and only slightly higher than it and be of a simple but not bland design. The church is on a higher level than the application site and the new terraced block will not dominate the setting of the church.

The proposed scheme and in particular the retention of the public house building will maintain the overall character of the setting of the church and cause no harm to the setting or significance of the heritage asset. Even if the Local Authority take the view that there would be some harm, this harm would be less than substantial and would need to be weighed against the benefits of retaining the public house building, preventing the dereliction of the site and providing new housing in an area that is in need of regeneration. This would be in accordance with paragraph 196 of the NPPF.

The Heritage Environment Record identifies no other listed buildings or conservation areas in the vicinity of the site.

Crime Prevention

The layout will ensure that the access into the site is well overlooked from public viewpoints and from habitable room windows in the front of plots 2 and 8. Parking areas are

also well overlooked from neighbouring dwellings. Strong boundary treatments will protect garden areas at the rear of the dwellings to prevent unauthorised access.

Sustainability

The site is in a sustainable location within the settlement of Bolton upon Dearne. It is within easy walking distance of some local facilities, bus services along High Street and Angel Street, and Bolton upon Dearne Station.

The site is located in Flood Zone 1 having a low flood risk. Much of the site is currently hard surfaced so surface water run-off is unlikely to be increased but surface water drainage will be provided on the site in order to prevent the development affecting the flood risk elsewhere.

The layout of the proposed houses has ensured that all plots will have some habitable room windows facing south, east or west in order to benefit from solar gain. In general the scheme will ensure the maximum use of daylight and solar gain, so minimising energy use. The houses will be insulated to meet the relevant requirements of the Building Regulations and features such as low energy light fittings will be used, again to minimise energy use. All dwelling types apart from plot 10 have ground floor toilets and internal alterations such as the installation of stairlifts would be possible in the proposed house types to adapt to the needs of ageing future residents.

All units have outdoor drying space and room for the storage of recycling bins and cycle parking.

The proposed development would provide the site with a beneficial use and would bring new residents to the site who would have easy access to local services and facilities.

Overall the proposal would be a sustainable form of development in accordance with local and national policies.

Context

The proposal has taken full account of the context of the site in both the use proposed and the design of the scheme. The site is within a residential area and most adjoining buildings are in residential use. The new homes have been designed to be in keeping with the character of the area and the retention of the public house building has been included to maintain the character of the area and the setting of the church. The design and layout of the site has ensured that there will be no adverse impact on the privacy and amenity of neighbours.

Access

The site is located within the settlement of Bolton upon Dearne where there is a wide range of facilities many of which are within walking or cycling distance of the site. There are two primary schools (Lacewood Primary School on Carr Head Lane just over 1km from the site, and Heather Garth Primary Academy on Billingley View) and a secondary school (The Dearne ACL) just over 1km to the north on Goldthorpe Green. There is a local shopping centre on St Andrews Square approximately 650m to the north west of the site that includes a supermarket, a post office, a pharmacy, and takeaways. There are also a medical centre and a leisure centre on Goldthorpe Green.

There are regular bus services along High Street and Angel Street that provide links to Barnsley, Rotherham and Thurnscoe. There are bus stops on both road frontages of the site. Bolton upon Dearne station is also within walking distance of the site which provides an hourly service between Sheffield and Leeds. From either of these centres there are easy links by coach or train to more distant destinations. Future occupiers would not need to be reliant on the private car for transport.

Vehicular access to all properties apart from plot 1 is to be taken from the new private cul de sac that is to be constructed off Angel Street. This cul de sac will have a turning head to enable vehicles to enter and leave the site in a forward gear. Plot 1 is to have an individual drive access to Angel Street. Each property will have two parking spaces with one of these spaces provided within a garage on 7 of the plots.

The site is reasonably level which will enable disabled people to have level access to each dwelling from the road or parking space. The main entrance doors will be wide enough to accommodate a wheelchair and all dwellings, apart from one of the units created by converting the public house, will have an accessible ground floor toilet.

Conclusion

In view of the above statement together with the details included in the planning application it is hoped that the Council will be able to support this proposal, which is in accordance with the relevant development plan policies and national policy guidance. It would overcome the concerns set out in the reasons for refusal of the previous scheme and would have no adverse effect on the setting or significance of St Andrews Church.