



South Yorkshire Housing Association

**South Yorkshire Housing Association
Development of 10 2 storey family houses at
Bramah Street, Carlton:**

Supporting Design & Access Planning Statement: November 2009

P800.261

In conjunction with



TRANSFORM
South Yorkshire

DDQ

Delivering Design Quality



BARNSELY
Metropolitan Borough Council

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1.0 Introduction

- 1.1. South Yorkshire Housing Association (SYHA) through their involvement in the Green Corridor housing initiative, is seeking redevelopment of a site in Carlton Village Barnsley, in partnership with Barnsley Council's (BMBC) Strategic Housing Service.
- 1.2. The proposed development is for 10 new dwellings on a site at Bramah Street. The site has been partly created by the demolition of the existing properties on the west side of Bramah Street, and is on the border of Green Belt and Green Space designations.
- 1.3. The physical appearance of the area is untidy and the area is in danger of becoming stigmatised. There remain issues of disgruntled residents and anti-social behaviour, which only further negative perceptions of the area.
- 1.4. In 2005 a Borough wide stock condition survey was carried out concentrating on houses constructed before 1919. As part of these studies six key areas of housing stock were determined as at risk of potential market failure. Specific streets in Carlton (5 streets and 123 properties) were identified as an area in need of investment, with Bramah Street specifically identified as high risk and to be investigated for clearance.
- 1.5. This was followed up in 2006 by a resident survey, where redevelopment of Bramah Street was considered to be a high priority for the local community. (*Reference Carlton Village Residents Survey, Private Sector Renewal Green Corridor Programme Survey Results Report April 2006 BMBC*). As a result the successful Green Corridor funding bid for 2008-11 reflected these priorities and in parallel SYHA obtained Housing Corporation (now the homes and Communities Agency (HCA)) *approval in principle* to develop 10 new dwellings at Bramah Street.
- 1.6. BMBC Strategic Housing has undertaken both public and local member consultation on *development options linked to BMBC Cabinet approval being given in the summer of 2008 to demolish one side of Bramah Street and refurbish the remaining properties*. The affected properties have now been acquired by SYHA, owners and tenants all rehoused and the block to be cleared was demolished in September 2009.
- 1.7. The following statement is intended to draw together the various issues which impact on the decision to develop to support the planning application now submitted. The process commenced with a DDQ workshop in Barnsley on the 4th February 2009 attended by representatives of, BMBC (Planning Policy and Development Control, Landscape Design, Strategic Housing and Area Forum), Transform South Yorkshire (TSY) and SYHA. A full attendance list is attached at Appendix 1.

2.0 Status

- 2.1 The DDQ planning and design report produced in March 09 has been developed over the last 6 months as a basis for the design of the scheme, consultation and subsequent supporting statement to this planning submission. The DDQ document produced in March 09 was by Eira Hughes of Hughes-Ishewood Regeneration Consultants, and Michael Rushe of ICE Architects.

3.0 Impetus for Development

- 3.1 SYHA is seeking redevelopment of the site for the following reasons;
 - Action to address sustainability issues, specifically the 'high risk' properties in Bramah Street with a transient population and the area's poor environmental quality
 - The continued regeneration of the defined Carlton Village area which has been ongoing by BMBC since April 06.
 - Inducing change in the local and wider image of the area, particularly the negative perceptions of Bramah Street and the immediate adjacent land,
 - The delivery of visible evidence of new high quality investment in the area and of the Authority's action on the local problems identified in resident consultation.
 - Provide improved access to and opportunity for use of, the green open space and address the current negative of the unsightly border facing the open land.

4.0 Planning Context

- 4.1. Initial site layout studies showed that any development option to replace 10 for 10 units will encroach on to the designated Green Belt to meet HCA space standards and other goals. Examples of initial development options undertaken in the DDQ report setting out the likely impact on the green belt are attached at Appendix 2.
- 4.2. It is recognised that there remains a presumption against any development on the green belt through both national and local policy guidance. The proposal incurs into the Green belt by some 1533 sq m. In addition the open space around the site is included on the local green space register as part of Athersley Memorial Park. Development on open green space where approved would require compensatory measures to be taken.
- 4.3. The site is within the Barnsley Urban Housing Area which currently has a forecast supply of approximately 28% (1463 units) of the entire Borough's potential future housing supply, to 2011, having considered full and outline applications, and the allocations in the UDP. (*Reference: Barnsley Housing Land Availability Assessment 2007 – 5 Year housing Land Supply 2007-1012 Report*) Whilst there are other allocated housing sites in the wider area (*Barnsley LDF – Barnsley Housing Sites Preferred Options October 2005*), these are physically some distance away from the Carlton regeneration priority area and so their development would not achieve the uplift needed in this area of low demand housing.
- 4.4. The specific scheme is therefore not proposed simply as a housing development, but rather intends that the use of housing development is a tool in the regeneration of the area and as a means to improve the broader quality of residential life for residents in the locality, who will continue to be affected by both the stigma and anti-social behaviour if current conditions prevail. The area of intervention has been shown to be that of greatest housing deprivation and social disruption, therefore the rationale is to address this pocket comprehensively to stem the spread of these issues that have blighted whole neighbourhoods in other parts of the Borough. Such a strategy is well established and is a core element of the National Housing Market Renewal Programme managed by agencies including Transform South Yorkshire. It is also a wider element of BMBC Strategic Housing to support regeneration of this area along with other high priority but more intensive regeneration neighbourhoods, including, New Lodge, and central areas of Barnsley, Worsborough and Kendray. Similar intermediate-level regeneration intervention is currently underway in nearby Royston.
- 4.5. The wider regeneration in the area has sought to narrow the gap between Carlton and the borough, by improving the appearance and quality of some of the housing stock. In doing so a vital opportunity has been taken on properties on Grays Road to deliver energy efficiency improvements at the street level. This has been so successful that it is currently being extended into Bramah St (evens) due for completion in March 10. New front boundary walls have also been constructed to improve the appearance and enhance security for residents in the area. Whilst there is also a collaboration between BMBC Strategic Housing and Highways and Engineering to gain the greatest benefits from road and footpath improvement works. (For further information see Appendix 8)

Green Belt

- 4.6. Green Belts have been a major feature of planning policy in England, for many decades.
- 4.7. National planning policy on Green Belts in England is set out in Planning Policy Guidance 2; Green Belts (PPG2) - published January 1995, and last amended in March 2001. In terms of national planning intentions, the 'fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; and the main attribute of Green Belts is their openness'. The quality of the landscape is not relevant to the inclusion of land in the Green Belt.

- 4.8. There are 'five purposes' of including land in Green Belt - which take precedence over all other considerations – and they are:
- to check the unrestricted sprawl of large built-up areas;
 - to prevent neighbouring towns merging into one another;
 - to assist in safeguarding the countryside from encroachment;
 - to preserve the setting and special character of historic towns; and
 - to assist in urban regeneration, by encouraging the recycling of derelict & other urban land.
- 4.9. Two of the above 'purposes' – safeguarding the countryside from encroachment, and *the encouragement of recycling of derelict or other urban land are be considered to apply to the proposed development site at Bramah Street.*
- 4.10. PPG2 specifies six ways in which the Green Belt 'has a positive role to play in fulfilling the following purposes:
- to provide opportunities for access to the open countryside for the urban population;
 - to provide opportunities for outdoor sports and outdoor recreation near urban areas;
 - to retain attractive landscapes, and enhance landscapes, near to where people live;
 - *to improve damaged and derelict land around towns;*
 - to secure nature conservation interest; and
 - to retain land in agricultural, forestry and related uses'.
- 4.11. Three of the above – enhance landscapes near where people live, access to open countryside, and the improvement of derelict land around towns are considered to apply to the development proposals for the Bramah Street area.
- 4.12. PPS2 (Para. 1.7) explains that the purposes of including land in Green Belts are of 'paramount importance to their continued protection, and should take precedence over the land use objectives'.
- 4.13. The Regional Spatial Strategy reaffirms the need to maintain the Green Belts in Yorkshire in order to facilitate the concentration of development in urban areas. But it recognises the need for occasional changes to its extent, advising that 'there may be a more specific and localised need to reconsider the extent of Green Belt to meet identifiable development needs for which urban locations are not available and for which alternative sites would be significantly less sustainable'
- 4.14. The main objectives of the Barnsley Unitary Development Plan (UDP) (adopted in 2000) in respect of the Borough's Green Belt and settlement pattern are:
- to maintain the Green Belt as a the principal means of restraining the physical expansion and growth of the Borough's urban areas;
 - to maintain the existing settlement pattern in the Borough;
 - to concentrate development in the Borough's main towns and settlements; and
-to define areas to be safeguarded to meet future growth needs beyond the Plan period and thereby ensure the permanence of the Green belt boundaries.
- 4.15. Barnsley MBC's draft Core strategy for the Local Development Framework does not however foresee the need to review any Green Belt designated land in order to ensure that the Borough would meet its future housing requirements. The Borough has been keen to ensure that 'in the long term Barnsley has well defined defensible Green Belt boundaries'. However, the developing new plan, the Local development framework (LDF) is likely to make 'several minor changes to the Green Belt reflecting changes to physical features on the ground, providing more defensible boundaries than previous, and because of planning history and previous cartographic errors'

- 4.16. The Borough also recognised that 'where settlements are tightly constrained by the Green Belt, local circumstances may suggest the need for a review through the LDF, once urban capacity studies have been undertaken and local authorities have considered all alternative locations for development within the area'. In addition, as part of the housing land assessment, it will no doubt lead to the releases of some "safeguarded land".

Development in the Green Belt

- 4.17. Both local and national policy therefore allow for the possibility of appropriate development in the Green Belt. BMBC current UDP Policy GS8 and (PPG2) define uses that are deemed to be acceptable/appropriate types of development within a Green Belt:

- agricultural and forestry use
- essential facilities for outdoor sport and recreation
- cemeteries
- mineral extraction
- limited extensions, alterations to existing buildings
- changes of use for existing buildings
- limited development or redevelopment of major developed sites
- homes for people working in agriculture or forestry
- renewable energy schemes, including wind turbines.

- 4.18. Clearly the proposed development at Bramah Street suggests none of the above uses. Some renewable energy generation may be included as part of the development to enable the dwellings to meet the building regulations and funding conditions. However this will be ancillary to the residential development and not the main use of the site.

- 4.19. Under the above definitions, whilst the proposal can therefore only be considered as inappropriate development. The circumstances that should be considered in determining this planning application is dealt with in National Guidance PPG2 (March 2001 version) – Para. 3.2, which directs:
- 'Inappropriate development is, by definition, harmful to the Green Belt. It is for the applicant to show why permission should be granted. Very special circumstances to justify inappropriate development will not exist unless the harm by reason of inappropriateness, and the other harm, is clearly outweighed by other considerations. In view of the presumption against inappropriate development, the Secretary of State will attach substantial weight to the harm to the Green Belt when considering any planning application or appeal concerning such development'.

5.0 The Balance

- 5.1 The key to this is therefore to justify the development on this site, as a very special circumstance. The UDP's core goals, specifically Goal C is to revitalise communities and lessen disadvantage – the wider regeneration aims. It is this that provides the underlying rationale by reason of 'very special circumstances' which will outweigh harm to, and the presumption against inappropriate development in the Green Belt. The UDP strategy acknowledges the role housing can play in regenerating the more disadvantaged parts of the Borough in terms of the provision of new housing sites can contribute to the regeneration of disadvantaged areas as well as improving the quality of the existing housing stock and environmental amenity of existing priority housing areas. (ref Policies C5 and C7 UDP strategy, policy and justification document adopted December 2000). In addition Policy H9 very much supports Housing Renewal and policy H5 supports affordable housing which this development provides.
- 5.2 The UDP is the current policy document for the Borough. However this document was envisaged for the period 1986- 2001 in line with the RPG5 Strategic Planning Guidance for South Yorkshire. Since this there are several new documents that, whilst not taking precedent over the UDP, assists in providing context to the consideration of this

proposal. The RSS Policy H3 Managing supply and CSP30 in the Draft LDF Core Strategy both make reference to supporting the Green Corridor housing initiative.

5.3 Under this, they both give support to such regeneration initiatives which could include:

- Granting planning permission for new housing in order to redevelop existing or future areas of low housing demand Managing the supply and timing of new house building both within and (where appropriate) in adjoining areas
- Addressing the density and mix of housing types and tenure
- Giving full weight to agreed masterplans produced under HMR programmes
- Providing new infrastructure to support the sustainability of communities

5.4 To provide context Appendix 3 sets out the Green belt boundary in this area and the relationship of the urban form to it. Appendix 4 sets out local movements in the area.

6.0 Demonstration of 'Very Special Circumstances'.

- 6.1. The very special circumstances of the proposed development encompasses a detailed assessment of the current Bramah Street area, the problems regeneration will tackle and the positive benefits that will arise from the manner and design of the proposed development.
- 6.2. BMBC's Strategic Housing Green Corridor Team are promoting the development since they consider that the problems of the local area remain embedded, and require urgent intervention. Preservation of the status quo and the promotion of a development wholly outside Green Belt are not sustainable developments for the reasons set out below.
- 6.3. Instead there is scope to ensure a considerable transformation for the better on this site linked very much to the areas within and without the Green Belt – which demonstrate that 'very special circumstances' apply here which outweigh any harm done to the Green Belt. This view is very much supported by SYHA, the developer of the new housing element.

a) Built Fabric

- 6.4. The built form on Bramah Street, was that the street's form was very enclosed with an access road of very limited width for modern day living. The terraced blocks just end effectively mid way, without any relationship to each other or the wider area. Many of the properties have been owned by landlords and do not appear to have benefited from much private investment for example, by way of rear extensions, unlike many of the properties elsewhere in the area and have become locally the least desirable with a transient population creating other social problems. which further compounds problems and the poor desirability of an area.
- 6.5. The 2006 resident survey results identified affordability as the main reason why repairs to existing properties have not been carried out. Bramah Street has had high levels of council tax claimants (25%) and recipients of housing benefit (15%) reflecting the areas lack of capacity for self-sustaining investment. The items described as being of greatest concern to residents; damp, paths, parking and central heating had the lowest proportion of planned repairs. In addition half the residents responding (55%) overwhelmingly thought Bramah Street was an area in greatest need of selective demolitions. This resident's survey is part of the evidence base for the Green Corridor investment to date on the immediate surrounding streets.
- 6.6. The issues identified in the 2006 survey of greatest concern were:
- The whole of Bramah Street(Now undergoing part refurbishment and part demolition 2009-11),
 - Central Briggs Street (Property improvement works have been completed in 2008),
 - Derelict land off Crookes Lane (This is the green belt part of the potential development site due to be developed early 2011 subject to planning approval),

- The central areas of Grays Road. (Facelift/ energy efficiency pilot have been completed summer 2009).
- Environmental works to central Grays/Central rear of Briggs St (currently planned for 20010-11 subject to funding confirmation).

6.7. The residents indicated that renewal interventions should be prioritised as, street bins (87%) on street parking bays (79%), improvements to entrances/fields (78%), and secure gating to communal yards (74%).

6.8. This resident survey supports the 2005 Barnsley Borough stock condition survey, which designated Bramah Street 'high risk', and suggested agencies consider demolition options.

b) Local Blight

6.9. While local residents have identified Bramah Street as a priority for regeneration, adjacent properties appear to be in danger of spreading blight. The sites noted below are included in the part plan of the area attached at Appendix 5.

The elements of this blight are:

6.10. The unfinished **residential apartment building** on the former allotments site to the east of Bramah Street. This building has a poor relationship to adjacent buildings and public spaces and is incomplete, due to current market conditions and the commercial failure of the developer. The property is already suffering vandalism and broken windows.

6.11. The 'broken window' theory (Kelling & Cole) would appear to strongly apply to this site and its effect on the immediate area. This theory suggests that if broken windows are not repaired, more windows and vandalism on the building will follow, and further that the lack of repair sends specific messages about the value of the area and the strength of the community will to maintain attractive and ordered surroundings. Critics of the theory say that it only applies where there are other factors such as a history of anti-social behaviour or a poor environment, but some of these other factors might be considered to be also present in the development area.

6.12. The building has very recently come on to the open market. The Green Corridor Team are keen to see this development completed at the earliest opportunity and have been engaged in talks with a prospective developer, offering guidance on how to bring forward its completion. In addition, SYHA are also investigating current opportunities to purchase and manage this whole property.

6.13. **The former playground.** The area to the south of this site previously designated and used as a playground, as part of the Section 106 agreement for the adjacent residential development on Crookes Lane by a private developer. Unfortunately this did not work as a formal play area and so was dismantled several years ago. This area has been used as a temporary builder's compound for the adjacent private property facelift scheme but will not be required for the last phase of works. The site is not overlooked by any residential property at ground floor level and the footpaths and access points are generally to the sides and rear of the adjacent properties so not ideal for formal children's play.

6.14. **The Working Men's Club.** Next to the site of the former children's playground is the Working Men's Club – a social club that also backs onto the playground and open space referred to above. In many former coal mining areas these clubs now struggle to maintain facilities and membership. Whilst a potentially good local facility, the general appearance of the building – especially from the rear is poor and it is not unreasonable to assume that general maintenance and investment will be limited in the face of likely levels of current and future membership.

- 6.15. The proximity of Bramah Street, the unoccupied and vandalised apartment building, the former playground site and the working men's club all indicate a cluster of declining value, planning blight, and improved opportunity for antisocial behaviour. The combination of these factors heighten the sense of insecurity, potentially discouraging people from using one of the few access points to the open area from Carlton Village, thereby threatening the amenity value of the green space and green belt.
- 6.16. The proposed development will obviously not directly address all of the physical manifestations of decline in this area, however the strong visionary elements will help to engender a positive spiral of improvement that will benefit the surrounding area. The progress made by BMBC and other agencies on local regeneration, including recent achievements and current initiatives in Carlton, which seek to address the many regeneration challenges in this locality and are set out in Appendix 8.

c) The Proposed Development

- 6.17. The proposed development will deliver an exceptional design solution to have a very positive effect on the appearance of the Green Belt. By allowing this development upon green belt it will become possible to deliver a scheme that has a sufficient critical mass to enable SYHA to exceed current building regulations with the inclusion of energy efficiencies that are unlikely to be achieved if the development area was not slightly enlarged and obtain a critical mass of investment to uplift this marginal area.
- 6.18. An exceptional design solution is therefore proposed to deliver visual amenity at the site and to demonstrate both 'special circumstances', and the positive impact on the Green Belt required by BMBC UDP Policy GS8.. The existing visual amenity of both the built environment and the landscape treatment at present is very low. As is described below access to the Green Belt is unattractive and there are local concerns about security and parking in the area. The development will involve the loss of a small piece of low quality open land, however the development does allow a key area of communal open space to be provided together with BMBC external funding enabling significant enhancements to the existing open spaces.
- 6.19. BMBC's policies demand that there be compensation for any loss of open land from an open space. The reclaimed tip is part of Athersley Memorial Park. So the overall scheme proposed which would provide the compensation sought, in the form of:
- improved access and surfacing for users of the open space and the nearby fishing lakes (the current position is poor),
 - a more active package of measures for the site / entrance way area on Bramah St and the far end of Crookes lane to deal with potential tensions particularly provision of additional on street parking and improved access
 - better safety and other features around the stream / dyke; (there are none at present
 - richer biodiversity per metre and thus more seasonal interest for residents and visitors
 - more greenery and enhanced visual amenity, and improved views.
 - a central open area to integrate the new housing with the old and give a sense of joint living,
 - Improved observation of the open space and access points
- (See Appendix 9)
- 6.20. In addition to these compensations for the loss of open space, the design will produce a very positive effect on the appearance of the Green Belt, by:
- Challenging the overriding poor aesthetic of the buildings that surround the area, with a sensitive and visually appealing scheme
 - helping to provide opportunities for access to the open countryside (improved access to the paths across the reclaimed tip to its fishing areas, viewpoints, etc.) for the urban population;
 - enhancing opportunities for outdoor recreation near urban areas,

- retaining attractive landscape features hedgerows and existing trees and enhance the landscape alongside the stream-side and near the existing houses nearby where people live;
- improving the appearance and management of this corner of the reclaimed derelict land alongside Carlton;
- respecting any existing habitats and seeking to boost biodiversity by introducing new trees, hedges and other native plants, especially alongside the stream; and
- enable local people to potentially grow some of their own food and fruit trees, by providing sunny and sheltered gardens, and scope for other 'countryside-type' activities.

6.21. Restricting the redevelopment to non-Green Belt land only will severely limit the benefits of redevelopment to replacement of the exiting dwellings, when there is ample evidence from the resident's survey, recent consultations and the present review that the problems of the area demand bold strategic intervention by public agencies extending well beyond the physical condition of the existing properties and such an intervention is highly unlikely to be achieved if left to the market.

d) Anti-social Behaviour & Crime

6.22. Bramah Street is located in the Lower Super Output Area E01007437, Carlton West (a sub-ward of the Monk Bretton Ward) and its residents make up approximately 2.5% of the LSOA population. The table below shows how the instances of crime recorded within Bramah St relate to those within the LSOA*.

	2007 Q2	2007 Q3	2007 Q4	2008 Q1	2008 Q2	2008 Q3	2008 Q4	2009 Q1	2009 Q2
LSOA Total Crime	85		121		83		81		31
Bramah St Total Crime	5		1		3		0		1
% of LSOA Crimes recorded in Bramah St	5.9%		0.8%		3.6%		0%		3.2%

6.23. Therefore, it would appear that on occasions the instances of crime in Bramah St have been disproportionate to its population, (however a degree of caution must be exercised when the target area is as small as Bramah St)*.

6.24. At present, total crime within the Monk Bretton ward is "average" (18.18 per 1000) and the rate is also "average" within the Carlton West area*. ¹

6.25. The 2006 resident survey of this specific regeneration area highlighted at that time a void rate of 7% compared to a borough figure then of 4%. The turnover rate of residents was also high: 25% of residents here had lived in their current property for less than 2 years however the rate was 40% on Bramah St. *In addition*, 30% of residents indicated they would be moving in the next 2 years however the rate was 40% on Bramah Street. All these figures demonstrate the lack of stability, the transient population and the lack of commitment of residents to the accommodation on Bramah Street.

6.26. SYHA as a responsible social landlord who will implement its tenancy regulations to ensure residents in the new properties are not disrupting their immediate neighbours and wider community.

6.27. SYHA also embraces the principles of neighbourhood management. The organisation looks beyond their immediate remit as a landlord, by seeking to have a positive effect upon the community through engagement with public bodies (such as the Police) or

¹ * - Crime information has been collected from <http://lasos.org.uk/>

partnerships (Community Organisations) to ensure that the area stabilises and improves.

- 6.28. Finally in relation to trying to control the potential for anti social behaviour and stabilise the area conditions have been attached to the private sector works this year which means that such behaviour by owners or tenants will mean that costs can be recovered by the Council over the next 5 years. All owners and landlords have signed up for the works and are aware of this new condition.

e) Safe and Attractive pedestrian routes

- 6.29. The pedestrian circulation routes around the site and across the village are part of the wider package of Green Corridor funded improvements linked to this scheme and demonstrate a key benefit to the wider community as several routes across the Green belt converge at or near to Bramah Street. Carlton Village has developed an urban form with the reclamation of the old pit as an extensive round patch of open ground retained as a 'hole' in the centre of the settlement, no doubt as expected the effect of Green Belt designation.
- 6.30. There are few attractive (or safe) means of access or egress from the open green space/green belt areas. As noted on the initial survey (Appendix 3) most of the adjacent properties have been designed to 'back onto' the green belt and this does not lend itself to attractive or safe pedestrian routes.
- 6.31. A new Advanced Learning Centre (ALC) now under construction on a site off Royston Lane Carlton. As this will cover a much wider catchment area and is likely to lead to increased pedestrian traffic across the open space. The natural desire line between Athersley, to the east of the village settlement, and the ALC site will be across the green belt re-entering the village settlement close to Bramah Street. A high quality scheme with 2 way overlooking of the route will assist.
- 6.32. Evidence of the focus of such routes and the limited alternative access points between the settlement and the green belt are shown in Appendix 4.

f) The need for Affordable Housing in the Area

- 6.33. The demand for affordable housing in the Borough is currently increasing month by month. In the period June 2008 to June 2009 there was a 26% increase in the number of families on the housing register and in July 2009 there were 8070 general applications outstanding. Carlton is following this significantly upward trend.
- 6.34. This growing demand is also exacerbated by the current lack of development in the private housing market, which would normally be expected to contribute to the supply through Section 106 and other agreements.
- 6.35. Carlton as a whole is a relatively affluent community (Acorn 10) and locally considered to be an attractive place to live. Figures for the Carlton area compiled by the Borough's Housing Team show a demand for 1487 affordable units in the area across all age groups (18 to 60+) as of December 2008. Bramah Street is sited in Carlton West, which is in ACORN Category 5 – Hard Pressed, Group N – Struggling Families, and Type 45 – Low income, older people, and smaller semis. (Source BMBS Central Research Team)

g) Japanese Knotweed

- 6.36. Japanese knotweed is present to the rear of the properties proposed for demolition, and is current undergoing treatment for removal. The presence of the plant in close proximity to the houses could act as a disincentive to residence or investment in the site. The site has ongoing spraying till late 2010 to ensure it can be developed on in the required timescale.

h) Conclusion

- 6.37. The very special circumstances at Bramah Street are a combination of the physical, landscape, social and economic factors as set out above, and the exceptional design solution proposed for the site.
- 6.38. The BMBC Strategic Housing Green Corridor team are obliged to consider targeted interventions which will address the above combination of elements, and therefore have brought forward the proposal for the redevelopment of housing at Bramah Street with the key involvement of SYHA as its key partner. This is a fundamental step in stemming the above circumstances and is a key part of a larger set of measures in the locality – all designed to achieve local regeneration and sustainable development and designed to identify a new direction for the immediate area including the initiatives set out in Appendix 8.
- 6.39. The development of Bramah Street is the logical key complementary scheme to the wider property and environmental investments taking place in other parts of the local housing stock and to build upon the wider public investments such as the new Advanced Learning Centre, the new road links, and the enlargement of the Carlton employment site.

7.0 The Design Proposal to deliver & support the wider regeneration

- 7.1. The overall design proposal has prepared by BMBC in conjunction with SYHA and this has then been developed by SYHA in terms of a detailed housing scheme on Bramah St. The design concepts from the DDQ report can be seen in Appendix 6 and 7.
- 7.2. The Design elements of the proposed housing scheme include:
- Energy efficiencies that exceed building regulations – Barnsley Exemplar
 - A layout that is appropriately aligned to its surroundings to act as a gateway to the green belt, rather than a barrier
 - Dual aspect house unit – (so that public space to both sides of the house are overlooked),
 - Provision of private outdoor space within new development, (to ensure private amenity)
 - 10 units in a total development of approximately 800m² (to meet HCA requirements),
 - constructed to the HCA approved subsidy of £1.167m,
 - a considered relationship to existing urban grain – (streets and terraces),
 - improvement of routes into and out of the green belt
 - linkages with adjacent sites
 - Some informal parking for users of green belt and visitors to the Bramah St and Crookes lane area.
 - making the most of the 'triangular' site, east of the dyke/stream, as a whole for local residents (existing and new) and the users of the open space (Athersley Memorial Park).
 - anticipating the need for mitigation and adaptation to climate change
 - respect for PPG2 advice - on the positive use/s of Green Belt land; and
 - ensuring improved visual amenity - from all angles.
- 7.3. The transformation of the site, and a design has been developed which provides features which contribute to creating improved overall 'quality of life' for everyone living in and using this corner of Carlton.
- 7.4. Building upon their eco-homes at Henley Rise, SYHA would provide their prospective residents with sufficient guidance to maximise the environmental and economic benefits available from the sophisticated building design that is proposed, whilst also taking the opportunity to educate them on greener lifestyles.

- 7.5. The new homes would be monitored to ensure the intended energy efficient measures are working as intended and if they are found to be underperforming SYHA would take steps to repair the equipment or advise the resident further on how to minimise their energy consumption.
- 7.6. The scheme would be of a size and significance that it would further publicise eco-friendly living and help set the local agenda in which wider environmental projects could flourish. This could include a programme of classes supported by the developer to similarly educate local Carlton residents on recycling, minimising their carbon footprint and reducing their energy consumption.
- 7.7. The overall design of the combined BMBC and SYHA elements will deliver:
 - more convenient off-street parking with minimal new road-building .
 - Refurbishment of the remaining Bramah street block providing an attractive and energy efficient solution
 - tidier, better landscaped, on-street parking for the Bramah Street remaining block and Crookes Lane residents
 - good gardens on both sides of 10 No. new properties - with a parking place (off street) with a good mix of sun and shade for each property.
 - scope for all 10 properties to be south-facing with solar panels – SYHA to comment,
 - one, essentially linear, development creating a much more well-defined built edge to the settlement and at the same time a very soft 'green' edge to the Green Belt, vastly improving on the current situation.
 - positive management of movement of visitors to and onto the reclaimed tip, and away from the new gardens, but monitored from the new dwellings
 - enhancement of the views of the urban edge of Carlton from the top of the reclaimed tip
 - on the south side of the development, generous use of landscape treatment(with a bias towards native species) to add to the biodiversity on the site and in/around the stream; and
 - on the north side, generous planting of more colourful, smaller, decorative trees/shrubs/roses (in gardens or on street) to add seasonal interest and greenery to this drab corner of Carlton.

In summary:

- It will allow for sufficient units to be developed in the area for a critical mass to be achieved facilitating broader benefits (already outlined) that would be significantly less attainable otherwise.
- It will directly address the area that officers and residents have both identified to be in greatest need of intervention.
- It will raise the aesthetic of properties bordering the green belt in this part of Carlton
- It will increase the amenity value and habitats of the green belt site, reduce the sense of decline in this area and at the same time treat an area of Japanese knotweed
- it will help to stem the problem of a relative lack of easily developable sites readily available, at this time, in the Carlton area – for new affordable housing development, being a mix of rented and Homebuy. Being acquired by public agencies, it should be easier to make progress here than on other sites, during the current lull in development in the area due to prevailing market and economic conditions,
- Given the public body involvement the scheme will exceed the design qualities that a private developer would achieve in the open market. The development shows an awareness of the best in modern standards of residential and environmental design, sustainability, renewable energy, adaptation to climate change, - SYHA to comment
- it provides 10 new units in replacement for the 10 units due to be demolished,

- it will address the various problems identified with the Bramah Street area, especially Bramah Street (odds).
- It assists in sustaining and building upon the investment made to date in the area and improve the quality of life for residents of the wider area.

8. Local Support

8.1 Since the 2006 survey there has been specific consultation of the refurbishment works and now upon the redevelopment proposal. This is summarised in Appendix 10 but the headline figures are that 90% of residents feel the scheme is important or very important for the scheme to go ahead and 74% support the need to develop a small piece of the greenbelt for this scheme. 250 households were invited to the events, one in June 09 which outlined the proposals in principle to gauge the level of support, the second event in October 09 was to respond to some issues raised at the first event and showcase a more detailed proposal plan. Whilst a small number of residents expressed concerns at these events, staff from SYHA and BMBC spent time in explaining the rationale behind the scheme and the strengths of the partnership between the two organisations that are seeking to deliver a high quality scheme.

In Summary

8.2 The redevelopment of Bramah street for 10 family houses contributes to:

- the spatial vision for the area
- a retention of character, appearance, existing visual qualities and integrity of the Green Belt, and the provision of a gateway (no there at present) to the open space
- Critical mass of units with larger site
- the lack of realistic and achievable alternative sites for the development
- the pressing need for / contribution to affordable housing
- the limited scale of development proposed
- a design well-related to nearby buildings / the settlement
- the removal of old, obsolete buildings
- the minimal loss of openness and encroachment into the countryside
- integrated design, making a positive contribution to the built environment
- incorporating solar orientation and on-site renewable energy, and other
- measures to increase the sustainability of the buildings
- imaginative soft and hard landscaping
- benefits to nature conservation interests
- Sustainable drainage – reducing the likelihood of downstream flooding of the watercourse. The provision of a combination of water attenuation and rainwater harvesting will further reduce the amount of surface water run-off from its current rate of approx 8 litres/second to no more than 5 litres/second in a typical 1 in 30 year storm event.
- not setting a precedent for unrestricted sprawl (a well-contained site, bounded by existing roads, paths and housing development, etc.)
- the combined beneficial effects of the proposal
- any harm, substantially outweighed by benefits, due to a range of factors
- broad support in regional planning / spatial policy
- considerable local support for the scheme

Access

The development site has excellent connections with the surrounding area. The nearest bus stop is on Carlton Road with frequent buses to Barnsley town centre. The location of junction 37 of the M1 enables convenient connections further afield. The nearest train station is in Barnsley, 3 miles away.

All dwellings to have level access with front entrances utilising 1022mm wide doorsets and 900mm internal doorsets. The stairs are capable of taking a stair lift and all switches and controls are to be mounted at 1200mm with sockets at 600mm and in kitchens 900mm.

Appendix 1: Attendance at Workshop Barnsley 4th February 2009

Lerina Person	Barnsley Metropolitan Borough Council (BMBC) Housing
Emma Coveney	BMBC Planning
Joe Jenkinson	BMBC Planning
Andrew Bannister	BMBC Landscape
Lindsey Wood	BMBC Housing
Jack Peach	BMBC Area Forum
Roger Southworth	South Yorkshire Housing Association (SYHA)
Martin Powell	SYHA
Ruth Rovira	Transform South Yorkshire (TSY) DDQ
Michael Rushe	ICE Architects (TSY DDQ Enabler).

Appendix 2: Initial Site Capacity Studies

Design Options: The Site Green Belt Reclaim (Crookes Lane excluded)



1206m²

Reclaim: 558m²

Net loss: 648m²



1020m²

Reclaim: 1240m²

Net gain: 220m²



718m²

Reclaim: 548m²

Net loss: 170m²

A development of ten dwellings to modern standards on the site of the existing terrace on the west side of Bramah Street is not viable, and would encroach onto the dyke to the south of the site.



Appendix 3: Carlton Village and the Green Belt



Yellow banded properties = back onto the green belt
Orange shaded properties = 'face' the green belt

Appendix 4: Pedestrian Movement in Carlton

(Diagram of Type needed to support movement analysis – from CABA BfL guidance)



Appendix 5: Cluster of Planning & Environmental Issues at Bramah Street



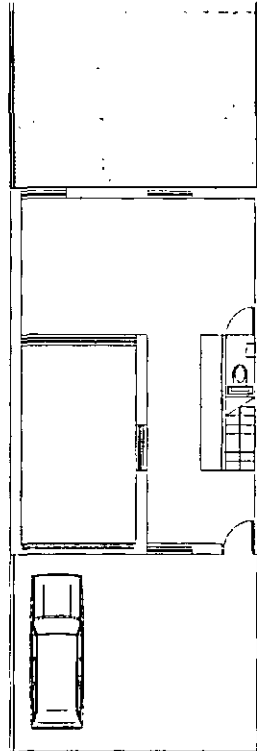
Key

- A: Bramah Street
- B: Unfinished Apartment building on former allotments site
- C: Former playground site
- D: Working Men's Club

Appendix 6: Strategic Design Direction

The courtyard house – dual aspect with two 'active' elevations but with private amenity space, and providing an area of 70-80m² over two floors.

Green Belt side



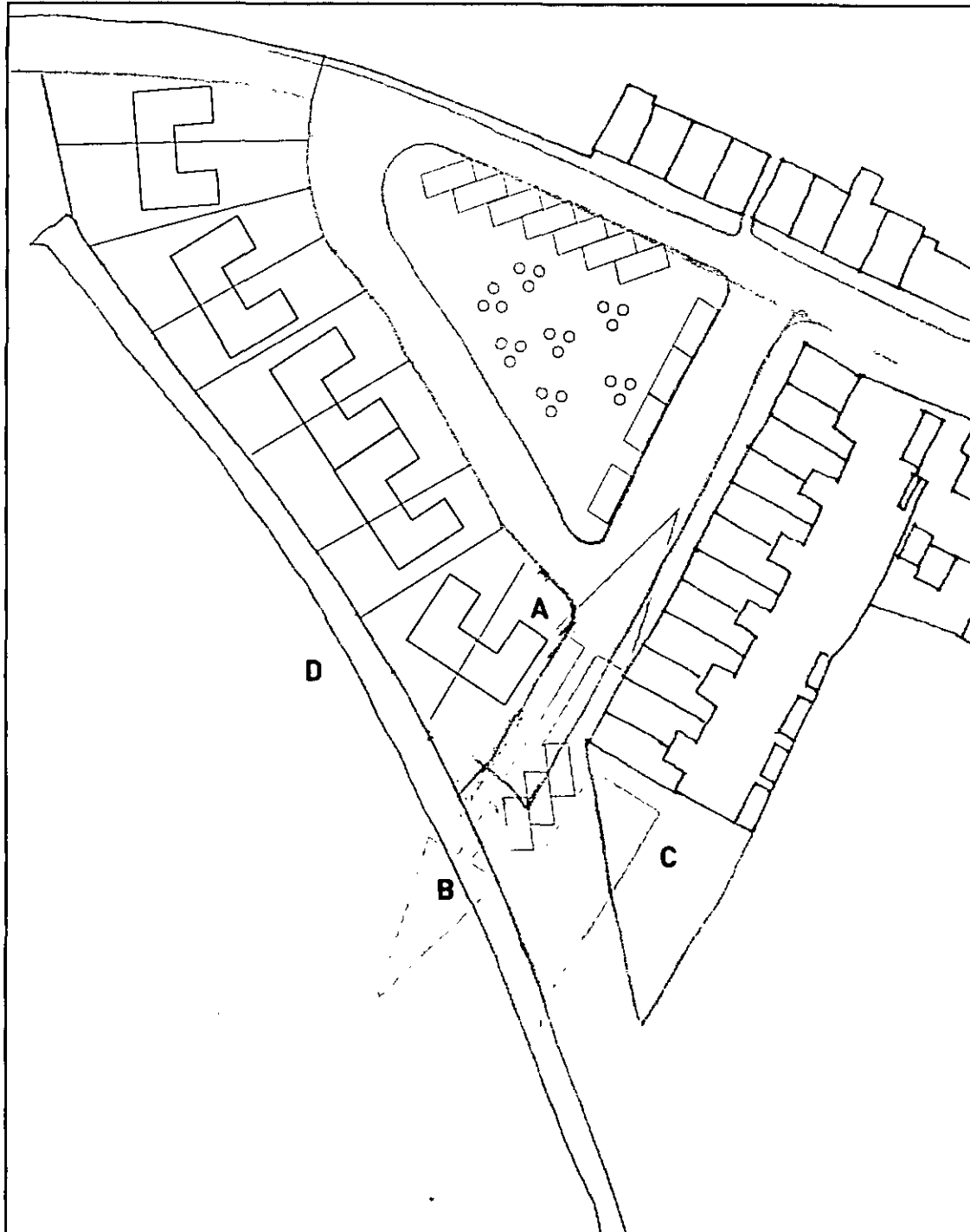
Roadside

This house type – shown as ground floor plan, is considered to be a non-standard house design to justify the 'special circumstances' of the development. This plan has been included as the house unit in the site layouts on the following pages. Window positions are illustrative.

Appendix 7 Creating a Gateway to the Green Belt

The logical route for a gateway entrance is along Bramah Street. New end house (at A) should be aligned to retained houses on opposite side of Bramah Street to frame gateway.

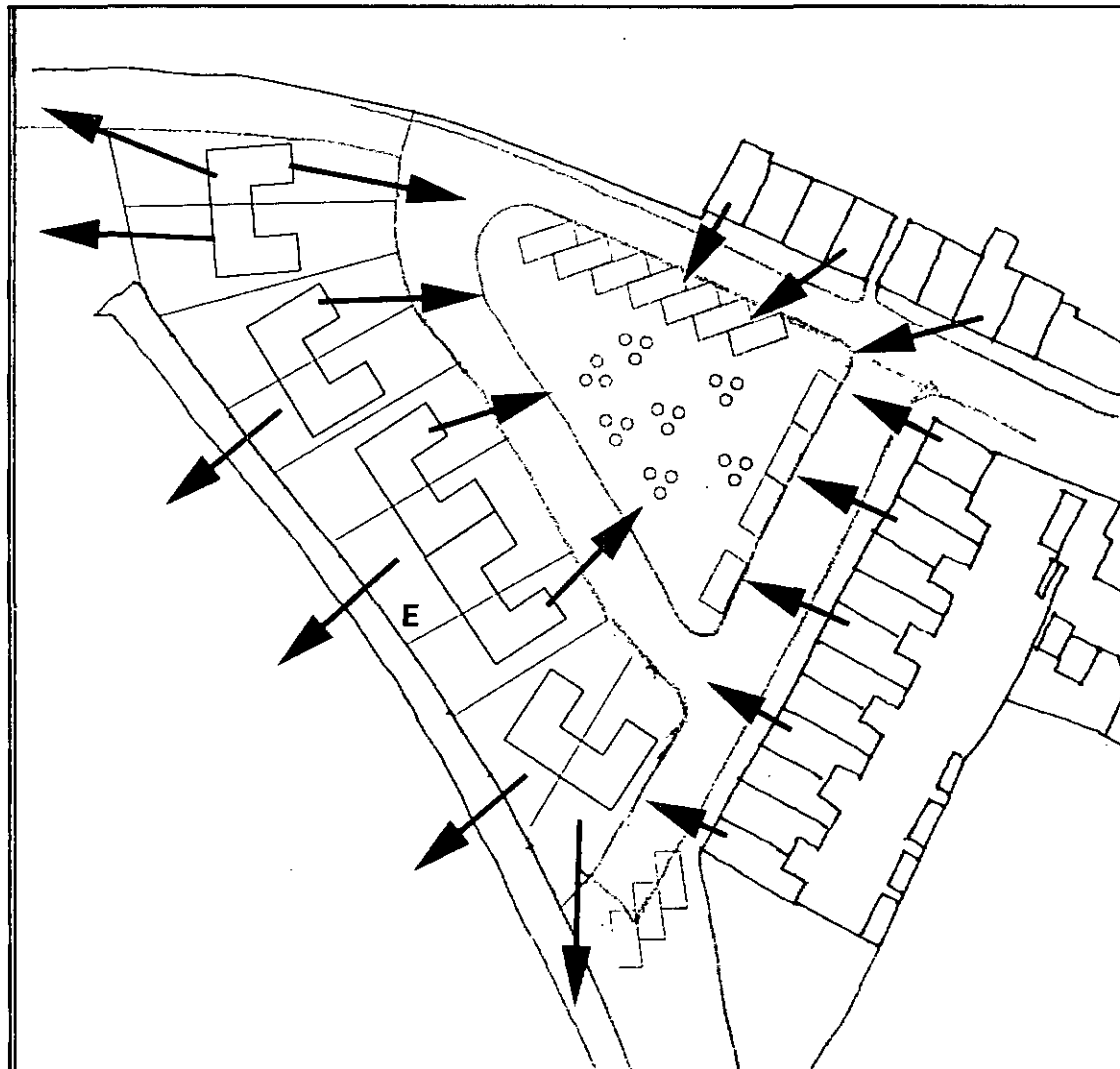
New footpath and landscaping on west side of stream/dyke (D) and new bridge across dyke at B. Boundary renegotiation if possible at C to ensure landscaped route on both sides to bridge.



Creating safe public space for parking or other amenity (pocket park)

All public space in the vicinity of the redevelopment is overlooked by adjacent properties.

The use of the courtyard house allow overlooking of the new public footpath to the west of the dyke, and the position of the dyke (at E) allows the use of low rear fencing to this side of the houses without compromising security. Houses enjoy views over the open land.



Appendix 8: Progress on Regeneration in the Immediate Locality

Green Corridor direct initiatives:

a) Pilot and Phase 1 Private Sector Works – Brookfield Place, Wood Lane, Crookes Lane and Briggs St

To refurbish a total of – units including facelift and energy efficiency and security improvements through new roofs, chimneys, new windows and doors plus some stone cleaning to frontages. In addition some parking improvements to the pilot and electrical and boiler works to vulnerable households.

b) Phase 2 Private Sector Works Energy Efficiency Pilot - Grays Rd Property Improvements

To provide thermal efficiency to 9" solid brick wall construction properties & improve terraced street scene.

- 50mm Phenolic insulation boards to all elevations of the property.
- Re-roofed and insulate properties including rear. extensions where the property has not already benefited from such improvements.
- Chimney stacks re-pointed and re-flaunched.
- Timber doors and window replacement.
- Electrical rewires and boiler replacements where residents meet the warm front vulnerable persons criteria.

NHER surveys have been carried out on the properties before works and following the application of the insulate render system in May 2010 to determine the actual energy savings. Advance estimates provide a potential yearly energy saving of up to 50%.

c) Phase 3 Private Sector Works - Bramah St (evens)

12 properties will receive the same treatment as those on Gray's Road. The work started on 16th November and will be finished by March 2010.

d) New front boundary walls

Many properties in Carlton did not have an attractive or adequate boundary wall, in fact some didn't have anything. Therefore, in order to improve the area's appearance and also provide a safety barrier for young children and a demarcation for defensible space, new front boundary walls with ironwork gates have been provided. A total of 50 properties have received these walls, with some benefitting from stone and others brick boundary walls depending upon the frontage of the property. The overall effect has been to significantly improve the area's desirability.

e) Highway additional improvements

The Green Corridor Team has consulted the Carlton community on a range of projects that go over and beyond general highway maintenance that will improve the liveability in the area through different means. The team hopes to implement several of these projects once the funding has been confirmed from central government next financial year. Works could include raised road sections, new street lighting, new rear walls fronting the road and shrubbery. Works in agreed local priority order are:

Grays Rd street works

Rear of Briggs St boundaries onto Grays Rd

Brigg St street works

Wood lane new boundary walls

Complimentary regeneration initiatives

a) ALC

As part of the government's drive to raise educational standards, a key aspect of this is to provide school buildings that meet the modern needs of pupils. Advanced Learning Centres (ALCs) seek to do this, but they also offer facilities to the whole community, for example by providing a community space for meetings and evening classes for adults. A new ALC is

being constructed off Royston Lane between the communities of Royston and Carlton and will be a significant asset for the area.

b) Safe Routes to School

A significant number of pupils will be travelling from the surrounding communities of Royston, Carlton, New Lodge and Athersley and it is hoped that by providing safe routes for them to walk or cycle to school, this will help to minimise the number of vehicles in the area. BMBC Highways and Engineering are leading a project that will see existing footpaths upgraded to accommodate this increased usage ahead of the school's completion.

c) Decent Homes modernisation

The government has set a standard that all public housing must reach by 2010, this relates to the age of certain fixtures such as the bathroom and kitchen and that properties must also be wind and water tight. BARNESLAI Homes is delivering the Decent Homes modernisation in Barnsley and so far 100% of Carlton properties meet the standard.

d) Crookes Lane flats

The Green Corridor team are liaising with the current owner and potential buyers of these flats to try to broker the best outcome for the development and community from any purchase. The aim is to try and guide a purchaser towards completing the units and then setting tenure type(s) that reflect the current needs of Carlton and do not undermine the positive stabilisation works that have so far been achieved.

e) Athersley Fishing Club and the lakes

A well used amenity in the locality is the Athersley Fishing Lake, located approximately 350m away from the site, it offers local people the opportunity to engage in a popular sport. At the present time, Groundwork Dearne Valley are working with the Club to secure funding that will be used to improve the footpaths around the lake and also provide some fishing platforms too hopefully.

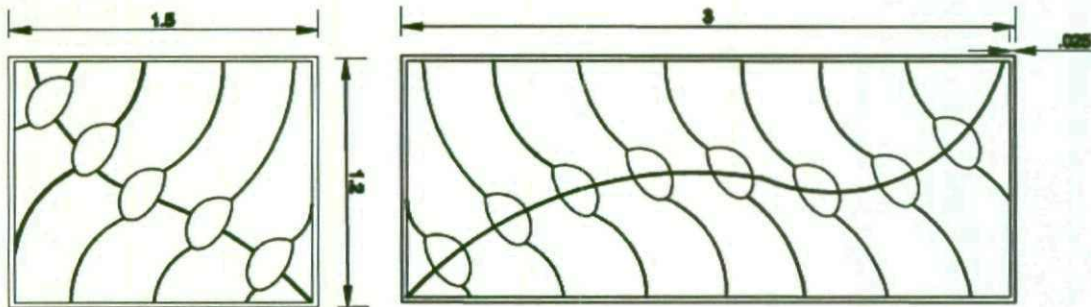
Appendix 9: Plan of the wider regeneration works to Bramah Street and the adjacent open land

The Green Corridor team are looking to implement environmental improvements close to but offsite from the proposed development, to encourage local people to use the green space and gain value out of it as a local amenity. The improvement works are planned to include: a) new gateway into the green space b) wetland planting and some more trees on the green space c) provide a formal footpath to the south of the site area.

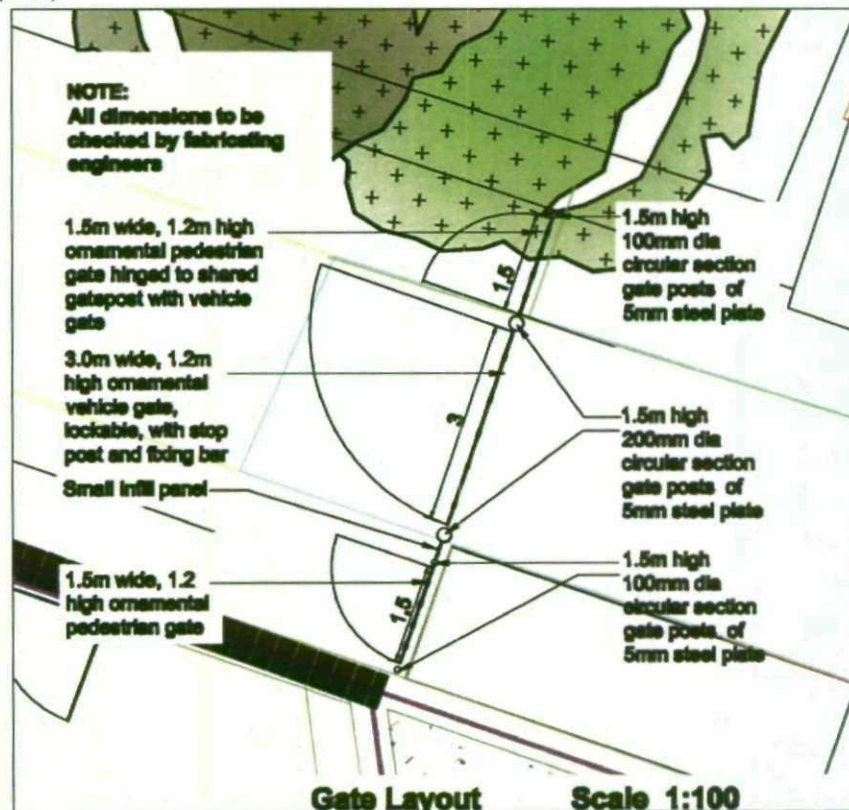
These improvements will hopefully enhance the area's aesthetic, making it more pleasant and secure and hopefully encourage people to use the space more. It is hoped that, subject to the Green Corridor's budget being confirmed, that these works will be done in the financial year 2010/11 by working with BMBC's Landscape & Design team amongst others.

The sketches App 8a) & App 8b) below gives an idea of the type of gateway that is being explored, however these are only indicative drawings at present and will be subject to further detailed design work via consultation with people in BMBC Highways, Footpaths and Landscape & Design where the design and specification will most likely be tweaked.

Sketch App 8a)

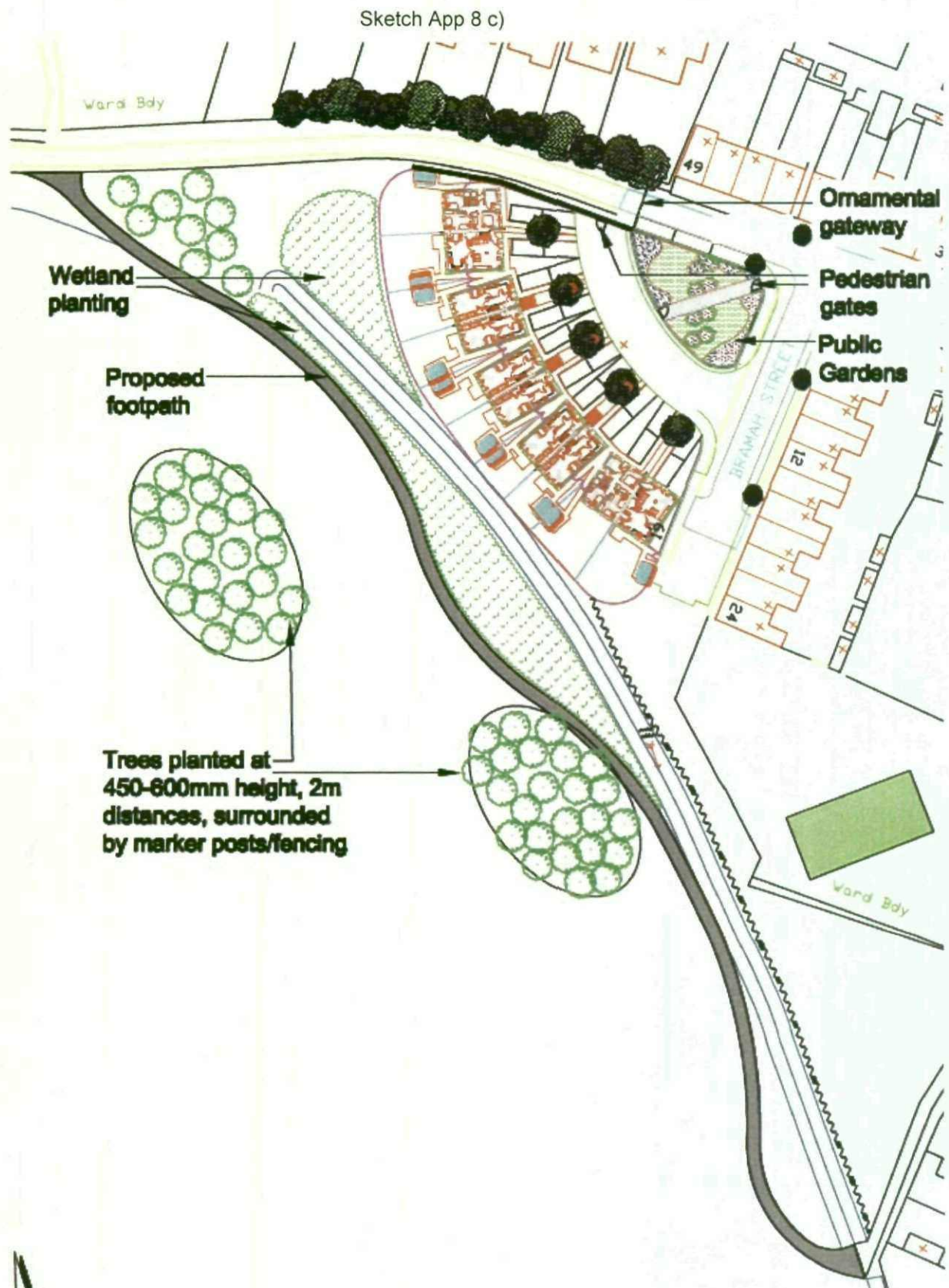


Sketch App 8b)



(Not to scale)

The sketch App 8 c) shows the proposals for the wetland and tree planting and the footpath linkage. Again, this is only a sketch and will be subject to further detailed design.



(Not to Scale)

Appendix 10 Community consultation results

Bramah Street - New Housing Development Proposal BMBC & SYHA June 2009

Name 100%

Address 100%

Postcode 100%

Q1	Do you think that Bramah Street needs widening and extending?	Yes 80% No 20%
Q2	Do you use the greenspace behind Bramah Street?	Yes 49% No 49%
Q3	Does the entranceway from Crookes Lane feel secure and inviting?	Yes 13% No 84%
Q4	Do you like the new housing proposal for Bramah Street?	Yes 76% No 20%
Q5	Do you like the street changes, in terms of: (Please see Bramah Street explanation notes for more information)	
		<i>Like</i> <i>Dislike</i>
	Amended street layout	80% 16%
	Shared surface	78% 13%
	Parking	82% 11%
	Bramah Street improvements	82% 13%
	53%	
	Why? or Comments	
Q6	Do you like the house types, in terms of: (Please see Bramah Street explanation notes for more information)	
		<i>Like</i> <i>Dislike</i>
	Curved layout	78% 13%
	House designs	80% 11%
	Materials	73% 16%
	Family Housing	84% 4%
	36%	
	Why? or Comments	

Q7 Do you like the environmental improvements, in terms of:
(Please see Bramah Street explanation notes for more information)

	<i>Like</i>	<i>Dislike</i>
Trees on Bramah Street	84%	13%
Low maintenance Public Open Space	87%	7%
Bench	69%	22%
Removal of security fencing	73%	11%
Gateway entrance	84%	7%
Tree planting in greenspace	89%	7%
Why? or Comments	36%	

**Q8 Would you say that it is a special scheme worthy of
Incorporating a small piece of greenbelt land?** Yes 78% No 18%

**Q9 Do you feel your part of Carlton needs an impressive housing
scheme to assist with the village's image?** Yes 87% No 13%

Q10 Do you feel that this scheme would achieve this? Yes 84% No 13%

**Q11 Do you think that it is important for this scheme to go ahead in
Carlton?** Yes 84% No 11%

If yes, please rate how important

<i>Very important</i>	<i>Quite important</i>	<i>Not bothered either way</i>	<i>Not that important</i>	<i>Not important at all</i>
50%	40%	5%	0%	0%

**Q12 If you have any other comments or if you would like any further information
please write this below.** 42%

Thank you for completing this questionnaire.