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April 2014



**Former Kingstone School,  
Broadway, Barnsley**

**Planning Statement for a Full Planning  
Application for the  
Erection of Circa 163 Dwellings**

On behalf of

Taylor Wimpey

Prepared by

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## 1.0 Introduction

- 1.1 This Planning Statement has been prepared on behalf of Taylor Wimpey to support a full planning application for residential development of 163 dwellings (“the proposed development”) on land at the former Kingstone School, Broadway, Barnsley (“the site).
- 1.2 This Statement describes the application site and proposed development before identifying and examining the issues relevant to the application. In seeking to establish whether the proposed use is appropriate, particular regard has been had to the statutory development plan and the National Planning Policy Framework.
- 1.3 The application is supported by this Planning Statement and the following documents and plans:
  - Location Plan;
  - Masterplan;
  - Design and Access Statement;
  - Draft Section 106 Heads of Terms;
  - EIA Screening Request;
  - Flood Risk Statement;
  - Site Investigation Report;
  - Statement of Community Involvement;
  - Transport Assessment (including Travel Plan) and
  - Noise Assessment

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## 2.0 Site Description and Planning History

### Site Description

- 2.1 The site is approximately 4.83ha in size and was previously part of Kingstone School. The site is bordered to the north by dwellings, to the east by industrial and commercial premises and open land to the west.

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### **3.0 The Proposed Development**

- 3.1 This Statement accompanies a full planning application for residential development of 163 dwellings. The Design and Access Statement and submitted plans show how the site will be developed in a manner which has regard to surrounding developments and policy requirements.
- 3.2 The Masterplan demonstrates how the proposed residential development will be accommodated on the site. Access to the site is proposed to be from a new junction on Broadway.
- 3.3 The layout shows a variety of house types of varying sizes, all with parking facilities and private gardens.
- 3.4 In total the layout shows 163 dwellings. The dwellings would respect the existing dwellings in the locality in terms of design form and materials.

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## 4.0 Planning Policy Review

### National Planning Policy Framework

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

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

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

- **An economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;**
- **A social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and**
- **An environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”**

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

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

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

**“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be**

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seen as a golden thread running through both plan-making and decision-taking.

For decision taking this means:

- Approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  - Specific policies in this Framework indicate development should be restricted.”

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

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

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

4.7 Paragraph 49 of the NPPF states housing applications should be considered in the context of the presumption in favour of sustainable development.

4.8 In addition to this, the NPPF states there is a need to deliver a wide choice of homes and paragraph 50 sets out what local authorities should do to deliver the housing that is required. It states:

**“To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:**

- Plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families

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- with children, older people, people with disabilities, service families and people wishing to build their own homes); and
  - Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

4.9 The NPPF also considers design matters and states the Government attaches great importance to the design of the built environment (paragraph 56). Paragraph 58 sets out a list of design criteria which Local Planning Authorities should ensure developments:

- **“Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;**
- **Optimise the potential of the site to accommodate development;**
- **Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;**
- **Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and**
- **Are visually attractive as a result of good architecture and appropriate landscaping.”**

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

4.11 Finally, the NPPF states from the date of the document's publication, decision makers may continue to give full weight to relevant policies adopted since 2004 (paragraph 214). In addition to this, the NPPF states weight can also be given to policies in emerging plans according to their stage of preparation and the more advanced the plan, the greater the weight.

## **Development Plan**

4.12 The Development Plan in this instance is formed by the Barnsley Unitary Development Plan (saved policies) and the Barnsley Core Strategy. A number of other Supplementary Planning Documents are also relevant to the proposed development.

### **Barnsley Unitary Development Plan**

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

4.14 In addition to some of the policies being saved, the allocations also remain in place until such a time as the Development Sites and Places DPD has been adopted. As such the site is allocated as an existing community facility protected by Policy BA35. However the school has been demolished and the

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council is disposing of the site for residential so the weight to be accorded to this allocation and policy is significantly diminished.

- 4.15 The only policy relevant to the proposed housing development is Policy H8a which deals with residential amenity. This states the scale, layout, height and design of all new dwellings proposed within the existing residential areas must ensure the living conditions and overall standards of residential amenity are provided or maintained to an acceptable level both for new residents and those existing, particularly in respect of the levels of mutual privacy, landscaping and access arrangements.

#### **Barnsley Core Strategy**

- 4.16 The Barnsley Core Strategy was adopted in September 2011 and along with other documents published as part of the Local Development Framework will replace the UDP. There are a number of policies within the document which are relevant to the proposed development and these are set out below.
- 4.17 Policy CSP1 sets out how the LPA will deal with climate change and states development will be expected to reduce and mitigate the impact of growth on the environment and carbon emissions ensure existing and new communities are resilient to climate change and increase the efficient use of resources through sustainable construction techniques and the use of renewable energy. The policy goes on to state the LPA will take action to adapt to climate change by giving preference to development of previously developed land in sustainable locations, locating and designing development to reduce the risk of flooding and promoting the use of sustainable drainage systems
- 4.18 Policy CSP2 sets out the requirements to secure sustainable construction and states development will be expected to demonstrate how it minimises resource and energy consumption and how it is located and designed to withstand the longer term impacts of climate change. The policy goes on to state all new dwellings will be expected to achieve at least a level 3 rating under the Code for Sustainable Homes or equivalent.
- 4.19 Policy CSP3 states all development will be expected to use Sustainable Drainage Systems ("SuDS") and only in exceptional circumstances, where it can be demonstrated that all types of SuDS are impractical, will other drainage management systems be permitted.
- 4.20 Policy CSP4 deals with flood risk and states all development proposals on brownfield sites should reduce surface water run-off by at least 30% and development on greenfield sites to maintain or reduce existing run-off rates.
- 4.21 Policy CSP5 clarifies the requirements for including renewable energy in developments and states all development of 10 or more dwellings will be expected to incorporate decentralised, renewable or low carbon energy sources and other appropriate design measures sufficient to reduce the development's carbon dioxide emissions by at least 15% for applications submitted up to 2015.
- 4.22 Policy CSP8 sets out the location of growth and identifies Goldthorpe as one of six principle towns where priority will be given to development.

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- 4.23 Policy CSP9 deals with the number of new homes to be built and confirms the Council will seek to achieve the completion of at least 21,500 net additional homes during the period 2008 to 2026. Policy CSP10 confirms 3,000 of these dwellings (14% of the total) will be located within Goldthorpe.
- 4.24 Policy CSP14 deals with the housing mix and efficient use of land and states housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population.
- 4.25 Policy CSP15 relates to affordable housing and states housing developments of 15 or more dwellings will be expected to provide affordable housing. Within the Goldthorpe area 15% of the overall development must be for affordable housing.
- 4.26 Policy CSP25 deals with new development and sustainable travel and states new development will be expected to be located and designed to reduce the need to travel as well as being accessible to public transport and meet the needs of pedestrians and cyclists. The policy goes on to state, travel plans should be provided in accordance with national guidance.
- 4.27 Policy CSP26 states new development will be expected to be designed and built to provide safe, secure and convenient access for all road users.
- 4.28 Policy CSP29 sets out design principles and states high quality development will be expected. Development should also contribute to place making and be of a high quality that contributes to a healthy, safe and sustainable environment as well as enabling all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people. The policy also confirms residential developments of ten or more dwellings should score a minimum of a 'good' rating in the Building for Life Assessment.
- 4.29 Policy CSP33 deals with green infrastructure and states the network of green infrastructure will be secured by creating new open spaces as part of new development, and by using developer contributions to create and improve green infrastructure.
- 4.30 Policy CSP35 advises on green space and states the loss of such areas will only be permitted if an appropriate replacement green space of at least an equivalent community benefit, accessibility and value is provided in the area which it serves. The issue of green space is fully considered in the overarching Planning Statement supporting the application.
- 4.31 Policy CSP36 deals with biodiversity and geodiversity and states development will be expected to conserve and enhance the biodiversity and geological features of the borough by maximising biodiversity and geodiversity opportunities in and around new developments.
- 4.32 Policy CSP39 focuses on contaminated and unstable land and states where the future users or occupiers of a development would be affected by contamination or stability issues, or where contamination may present a risk to the water environment, proposals must be accompanied by a report which
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shows that investigations have been carried out to work out the nature and extent of contamination or stability issues and the possible effect it may have on the development and its future users, the natural and historic environment and sets out detailed measures to allow the development to go ahead safely.

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

#### **Supplementary Planning Document - Open Space Provision on New Housing Development**

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

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

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

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

#### **Supplementary Planning Document – Designing New Housing Development**

- 4.37 The Supplementary Planning Document – Designing New Housing Development ("the SPD") was adopted in March 2012 and supplements Policy CSP29 of the Core Strategy.

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

### **Other Material Considerations**

#### **Development Sites and Places DPD**

- 4.39 The Development Sites and Places DPD sets out details of the future allocations in Barnsley and includes an updated Proposals Maps. The document has not yet been adopted, the LPA consulted upon it in the summer of 2012.

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4.40 The site is allocated in the document as a potential housing allocation (BARR44). Policy H4 of the DPD deals with the phased release of allocated housing land and confirms sites allocated under Phase 1 will be released at any point in the plan period.

4.41 Whilst the Allocations DPD is yet to be subject to Examination the emerging document demonstrates the Council's intentions for the site, which is to facilitate residential development on the site.

**South Yorkshire Residential Design Guide 2011**

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

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## 5.0 Planning Assessment

### Principle of Development

- 5.1 The former Kingstone School has been demolished, the site is a draft housing allocation in the LDF and the council are disposing of the site for residential. Therefore, whilst the site is identified as an existing community facility on the UDP, this is considered to be out of date and only limited weight can be given to this matter.
- 5.2 There are a number of material circumstances which mean the site can be developed for residential purposes. Firstly development of the site will help meet the housing requirements set out in the Core Strategy (Policies CSP9 and CSP10). The proposals will also help increase the attractiveness of this part of the Barnsley district ensuring it maintains its role in the settlement hierarchy (Policy CSP8).
- 5.3 Secondly, the site is also identified within the Development Sites and Places DPD as a potential housing allocation which can be developed at any point in the plan period. Residential development on the site would therefore be fully in accordance with the site's proposed allocation and consequently is in accordance with the emerging planning policy. The proposal would also contribute to the housing land supply in Barnsley as required by the NPPF.
- 5.4 Thirdly, the proposed development would help to create a sustainable community and provide additional dwellings for future residents. The scale of development is appropriate to the site's location and also in accordance with the requirements of the Development Sites and Places DPD.
- 5.5 Therefore in conclusion, the issue of whether or not the principle of the proposed development accords with the provisions of the development plan is clear cut and the proposals are fully in accordance with Policies CSP9 and CSP10 of the Core Strategy. The proposals also accord with the national guidance set out within the NPPF and the site's emerging allocation in the Development Sites and Places DPD.
- 5.6 It is therefore considered the principle of residential development on this site has been established by the demolition of the school on the site and the site's proposed allocation in the emerging Development Sites and Places DPD.

### Affordable Housing

- 5.7 As required by Policy CSP15 of the Core Strategy there is a need for 15% affordable housing on sites. The heads of terms for the 106 set out how the affordable housing will be delivered.

### Design

- 5.8 The Design and Access Statement which accompanies this application, provides details of the design of the scheme and the Masterplan submitted as

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part of the planning submission demonstrates how development could be accommodated on the site.

- 5.9 In summary the layout of the development in particular is led by the position of the access road and surrounding residential development.
- 5.10 The development provides 163 dwellings with dedicated off street parking and private gardens.
- 5.11 In terms of the layout within the site the layout demonstrates how the housing on this site can be accommodated with all of the houses having large rear gardens and private parking facilities. Appropriate levels of parking would also be provided for visitors to the site.
- 5.12 To the south west of the site there is an area of public open space which is also overlooked by the proposed dwellings. This space compliments the private amenity space associated with each dwelling, and provides a focal point in this area.
- 5.13 Overall the scheme provides active frontages created by the proposed dwellings. The layout also includes both public and private amenity space for residents, which is carefully balanced with the provision of parking for all users of the site. However the layout ensures that the parking of cars will not be the dominant feature within the site.
- 5.14 The scheme demonstrates on the plans a suitable development is achievable in line with the NPPF and Core Strategy policies CSP1, CSP14, CSP29 and CSP33. The layout also shows a development can be provided in accordance with the Supplementary Planning Documents on Designing New Housing Development and Open Space Provision on New Housing Development and also the South Yorkshire Design Guide.

## **Highways**

- 5.15 Full details on highway and access matters can be found in the supporting Design and Access Statement and Transport Assessment. A summary of the key highway issues is set out below.
- 5.16 The Transport Assessment submitted with the application provides a full assessment of trip generation, but in summary it is considered the proposed development will result in an acceptable number of movements which will not have a detrimental impact on the surrounding highway network.
- 5.17 The Transport Assessment also includes an assessment of the proposed access and junction and confirms the access arrangements can operate well within capacity in both the AM and PM peak hours in the design year (2018).
- 5.18 Turning to the design of the proposed development, the main access to the site for vehicles will be from a new junction on Broadway. Pedestrians will also be able to access the site from this entrance.

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- 5.19 The layout submitted with the application shows the arrangement of streets within the development. It is apparent a safe and inclusive layout can be provided to reduce the risk of vehicle and pedestrian conflict.
- 5.20 In summary it can be seen the proposed development will not have a detrimental impact on the local highway network. Furthermore, the design of the proposed access will result in a safe access for vehicles and pedestrians. Overall, it can clearly be seen the proposed development is in accordance with the NPPF and Core Strategy Policy CSP26.

### **Sustainability**

- 5.21 As set out above, the site is in a sustainable location, close to good public transport links, with pedestrian links to be maintained and improved. The site has previously been assessed by the Local Planning Authority as part of the work related to the Development Sites and Policies DPD. They are proposing the site as a residential allocation and it is therefore considered the proposal is in a sustainable location.
- 5.22 The Development Sites and Policies DPD was informed by a Sustainability Appraisal of the site and it has been agreed during pre-application discussions with the Local Planning Authority there is no requirement to undertake an assessment of the site against Planning Advice Note 30.
- 5.23 A Travel Plan Framework will also be provided as part of the development to encourage future occupiers and users of the site to participate in using public transport. Information will also be issued to every household and will most likely include details on the benefits of using public transport as well as details on local bus services. It is therefore considered the proposed development is in accordance with the aims of the NPPF.
- 5.24 The applicant is committed to ensuring the proposed development is sustainable. Therefore insofar as the policies are relevant at this stage, it is considered the proposed development accords with policies CSP1, CSP2 and CSP5 of the Core Strategy.

### **Drainage and Flood Risk**

- 5.25 Full details on drainage matters and flood risk issues can be found in the supporting Flood Risk Assessment ("FRA"). In summary the site is located in Flood Zone 1 and is considered to be at a low risk of flooding. The proposed development is therefore suitable for this location.
- 5.26 In terms of flood risk, the FRA confirms there will be no risk of flooding resulting from the proposed development either on the site or anywhere else nearby.
- 5.27 With regard to drainage the FRA states the surface water drainage system in the adjacent residential development was designed and constructed to cater for unrestricted flows from the application site and stub pipes have been provided for the future connections.

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- 5.28 The FRA goes on to state Barnsley Council, the Environment Agency and Yorkshire Water have agreed in principle to the surface water drainage strategy.
- 5.29 The proposed development is therefore considered to meet the requirements of the NPPF and Core Strategy policies CSP3 and CSP4 insofar as they are relevant at this stage.

## **Contamination**

- 5.30 A Geo-environmental Site Assessment has been prepared by RSK Environmental Limited in order to assess the ground conditions at the Former Kingstone School.
- 5.31 In summary that report makes the following recommendations;
- A clean topsoil cover with a minimum thickness of 600mm to be placed within garden areas.
  - Further assessment of the proposed pipe zoning and routing in order to assess and determine which different grade of pipe materials can be used across the site;
  - Further assessment of ground gas to be undertaken; and
  - Further assessments to determine shallow coal seams.
- 5.32 Above all, the site is considered suitable and there are no issues associated with the conditions of the site that would preclude its development.

## **Landscape and Public Open Space**

- 5.33 To the west of the residential units it is intended to provide an area of public open space. It is anticipated this area will predominantly be grassed to provide a community space therefore shrub planting would be restricted to peripheral locations.
- 5.34 The public open space will be overlooked by some of the proposed dwellings which will provide natural surveillance of this area.
- 5.35 In general landscape terms there are no trees of high importance on the site and the site is considered to currently be of low landscape value.
- 5.36 In light of the above it is considered the proposals comply with policies CSP33 and CSP35 of the Core Strategy and the Supplementary Planning Document – Open Space Provision on New Housing Development which deal with the provision of open space within developments.

## **Community Involvement**

- 5.37 Full details on the community consultation undertaken as part of the application can be found in the supporting Statement of Community Involvement. In summary letters were sent to local residents informing them of the proposal and a public event was held. Comments have been received and have informed the final indicative layout. It is therefore considered the

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community consultation undertaken is in accordance with the aims of the NPPF.

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## 6.0 Conclusions

- 6.1 This Planning Statement has been prepared on behalf of Taylor Wimpey to support a full planning application for residential development of 163 dwellings on land at the former Kingstone School, Barnsley.
- 6.2 The site has a proposed residential allocation in the Development Sites and Policies DPD. As such the principle of development is considered to be acceptable.
- 6.3 Drawings submitted as part of this application demonstrate how the proposed residential development can be accommodated on the site and show a range of house types. The dwellings would replicate the existing dwellings in the vicinity and would be built using similar materials as the surrounding buildings.
- 6.4 The access arrangements to the proposed development are considered to be acceptable for residential development and would result in a new junction being created on Broadway. The volume of traffic resulting from the proposal has also been assessed and found to be acceptable.
- 6.5 In view of the above, it is considered the scheme satisfies national and local policy and represents a suitable development proposal for the site that addresses all the relevant and material considerations. In this context, the proposal satisfies Section 38(6) of the Planning and Compulsory Purchase Act 2004 and it is considered that planning permission should be granted.