
2024/0699

Mr Mark Dunlavey

Demolition of existing buildings and erection of 5no. bungalows, formation of new access and associated works

Royston Working Men's Club, 52 Church Street, Royston, Barnsley, S71 4QU

Site Location & Description

The application site consists of a vacant public house/working men's club, with associated car parking area. The building is a T-shaped structure, with various roof heights and styles. The majority of the building is finished in render, though appears to have been altered over time with brick extensions projecting off multiple elevations. This includes a large 1970s style two storey projection off the northern elevation which appears to provide residential accommodation.

The north-eastern corner of the site includes a small grassed area which is enclosed by railings. A low brick wall and gate bound the front of the pub/car park. A generous car park wraps around the south and west of the building, with large trees along the western and north-west corner and northern boundary.

The site is prominent when viewed from Church Street, albeit has fallen into disrepair. Vegetation has grown through the hardstanding, with the render finish also in a poor state. A large storage container is currently sited in the car park. Whilst the building has been poorly maintained, Building Control Officers have confirmed that the structure is not dangerously unstable.

The site is surrounded by a mixture of uses. A residential property abuts the site to the south, with further residential dwellings located on the opposite side of Church Street. The cemetery grounds wrap around the south-west and western boundary of the site, whilst to the north there is a small car park. Church Street is characterised by traditional terrace dwellings between various commercial uses, though has a varied street pattern.





Site History

B/93/1101/RO - Erection of extension, GRANTED, 4/11/1993

B/87/0737/RO - Change of use from sewing factory to health studio, GRANTED, 30/7/1987

B/77/0072/A/RO - Illuminated box sign, HISTORIC, 1/9/1977

B/75/3742/RO - Erection of extension to Working Men's Club to provide billiards room and manager's flat, HISTORIC, 15/1/1976

Proposed Development

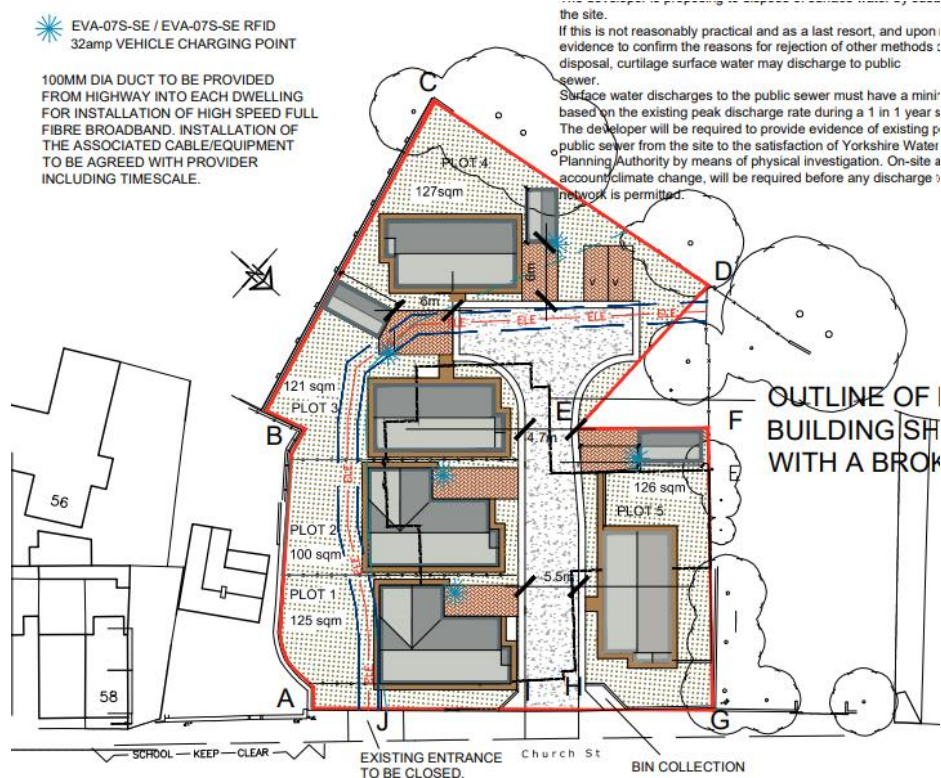
The application seeks full planning permission for the demolition of the existing building and the erection of 5x detached bungalows along with associated internal road and landscaping.

The existing building is to be demolished in its entirety, with a new vehicular access created **centrally** on the eastern boundary off Church Street. The road will extend towards the west with a hammerhead at the end. Plots 1-3 will be situated to the south of the road, Plot 4 to the west and Plot 5 to the north.

All 5 bungalows would be 2 bedrooms and include off street parking in addition to either an attached or detached single garage and private garden. Plot 1 and 2 are the same housetype with an attached single garage, whilst plots 3-5 each have a slightly different layout with a detached garage.

A small area of open space will be developed at the north-western corner of the site, wrapping around the northern point of the turning head. This will also provide 2x visitor car parking spaces.

During the course of the application additional information has been provided to address concerns raised by the Biodiversity Officer, Highways DC Officer and Yorkshire Water, as well as further justification relating to the loss of the public house.



Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the development plan unless material considerations indicate otherwise. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment and mixed use sites).

In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting held 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

Allocation/Designations

The site is allocated as Urban Fabric as defined in the adopted Local Plan, which has no specific land allocation.

The majority of the site is within a low-risk area as per the Mining Remediation Authority maps, though the most western corner is within a high-risk area. The site is in Flood Zone 1 thus at low risk of flooding.

National Planning Policy Framework – December 2024

The National Planning Policy Framework (NPPF) was revised in December 2024, replacing the previous versions. The NPPF is a material consideration when assessing planning applications. The following sections are relevant to this application proposal:

Section 5 – Delivering a Sufficient Supply of Homes
Section 9- Promoting Sustainable Travel
Section 11- Making Effective Use of Land
Section 12- Achieving Well-designed Places
Section 15 – Conserving and Enhancing the Natural Environment

Barnsley Local Plan

The following Local Plan policies are relevant:

Policy GD1: General Development
Policy D1: High Quality Design and Place Making
Policy SD1: Presumption in favour of Sustainable Development
Policy T4: New Development and Transport Safety
Policy LC1: Landscape Character
Policy POLL1: Pollution Control and Protection
Policy H1: The Number of New Houses to be Built
Policy H4: Residential development on small non-allocated sites
Policy BIO1: Biodiversity & Geodiversity
Policy CL1: Contaminated and Unstable Land
Policy E7: Loss of Local Services and Community Facilities in Villages

Supplementary Planning Documents

The Council have adopted SPDs to provide further guidance about the implementation of specific planning policies in the Local Plan. The adopted SPDs should be treated as material considerations in decision-making and are afforded full weight. The following SPDs are relevant to this proposal:

Parking, November 2019
Sustainable Travel, July 2022
Design of Housing Development, July 2023
Residential Amenity and the Siting of Buildings, May 2019
Biodiversity & Geodiversity, March 2024
Development on Land Affected by Contamination, November 2019
South Yorkshire Residential Design Guide, 2011

Consultations

Biodiversity Officer – A bat survey was submitted with the application though additional information was requested in relation to the extent of the surveys undertaken. The submitted

application form also suggested that the site met the de minimis exception for BNG and therefore evidence to demonstrate this was requested.

A BNG metric has been received along with a supporting report which instead confirms that the site is not exempt from BNG due to presence of the grassland at the north-eastern corner of the site. The existing grassland has a baseline value of 0.03 habitat units. The development will provide a net gain in biodiversity of +440.71% (0.15 habitat units) and therefore exceeds the +10% requirement.

An updated bat survey has also been submitted which addresses the concerns raised. No objection subject to the recommendations in the survey being implemented. Conditions attached relating to the recommendations, submission of a scheme for biodiversity enhancement and standard BNG.

Local Ward Councillors- No comments.

Demolition – No response.

Forestry Officer – Ideally the footprint of the dwellings should be further away from the tree rooting areas (particularly Plot 5) however the adjacent trees are of a size and age where they can be maintained at the proposed clearance without significant detriment to their condition or aesthetics. No objection on this basis subject to conditions relating to the submission of protective barrier details; protection plan and arboricultural method statement.

Highways DC – The development is not expected to adversely impact the local highway network. An updated site plan has been provided to address concerns regarding the size of the driveways at plots 3 and 4 and therefore achieves the required parking standards. No objection subject to conditions relating to surfacing, gradients, reinstatement of redundant access, cycle storage and visibility splays. Further conditions attached relating to use of garages, maintenance of the site, and accordance with the submitted construction method statement. Informatives also attached.

Mining Remediation Authority- The application submission includes a Coal Mining Risk Assessment which concludes that possible unrecorded shallow mine workings pose a low to moderate risk of instability. The submitted report includes appropriate recommendations. No objection on this basis subject to conditions relating to further intrusive investigations and the submission of a signed statement/declaration. Informatives also attached.

Drainage- No objection subject to condition relating to full drainage details.

Pollution Control- No objection subject to condition regarding hours of construction and HGV movement times.

National Grid – No response.

Northern Powergrid – No response.

Yorkshire Water- Initially objected to the development due to concerns relating to surface water management. Additional information has been provided including an updated site plan. No

objection based on the amended proposals subject to conditions relating to piped discharge of surface water.

South Yorkshire Mining Advisory Service- Similar response to the Mining Remediation Authority. No objection subject to condition relating to further investigations, the requirements of which are covered by the attached conditions.

Representations

This application has been advertised in accordance with the Development Management Procedure Order (DMPO) 2015, as follows:

- Neighbour notification letters sent to adjoining properties- consultation expiry date: 11/10/2024
- Site Notice (Public Interest) displayed adjacent to the site- consultation expiry date: 14/10/2024

1 neighbour letter in objection has been received, summarised as follows:

- Concerns regarding publicity/addresses notified
- Impact upon residential amenity due to overlooking

1 neighbour letter in support has been received, summarised as follows:

- Welcome the proposed development

Assessment

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

Principle of Development

The site falls within urban fabric which has no specific land allocation. New developments are considered acceptable where they do not have a detrimental impact on the amenity of surrounding residents, visual amenity or on highway safety and accord with the relevant policies quoted below.

Local Plan Policy H4: Residential Development on Small Non-allocated Sites states that proposals for residential development on sites below 0.4 hectares will be allowed where the proposal complies with other relevant policies in the Plan.

Local Plan Policy E7: Loss of Local Service and Community Facilities in Villages states that planning permission for changing the use of local services and community facilities such as public houses will only be allowed if it can be shown that the business 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.

The application site is 0.21ha in size and therefore Policy H4 applies, meaning the principle of residential development is acceptable. In terms of Policy E7, the application has been supported by sufficient information to justify the loss of the public house use. Evidence to demonstrate that the building has been marketed for its current use, with no prospective interest, has been submitted as well as supporting details which sets out the proximity of nearby services. On this basis, the loss of the public house is considered to be acceptable.

The surrounding area is primarily residential with dwellings immediately abutting the site. The principle of demolishing the existing building and replacing with residential development is therefore considered to be acceptable subject to the considerations as followed. This weighs in substantial favour in the overall planning balance.

Design, Appearance & Impact Upon Character of Area

NPPF Paragraph 135 relates to high quality design and states that developments should function well and add to the overall quality of the area; are visually attractive; sympathetic to local character; maintain a strong sense of place whilst optimising the potential of the site and create places which are safe and inclusive and promote well-being.

Local Plan Policy D1 states that development is expected to be of high-quality design and should respect and reinforce the distinctive, local character and features. Development should contribute to place making and make the best use of materials, as well as display architectural quality and express proposed uses through its composition, scale, form, proportions and arrangements of materials, colours and details.

The proposed development consists of 5x detached bungalows arranged around a new central road access. Whilst bungalows are not prevalent within the existing street scene, the proposal is not considered to detrimentally harm the character of the area. The street scene consists of a mixture of housetypes including both detached and terrace properties, at varying orientations. The lack of defined building line further emphasises the lack of uniform character.

The development of 5x properties is not considered to overdevelop the site. Each property will have a well sized garden to the rear/side along with landscaping/driveway to the front. The development also comfortably accommodates a small area of shared open space and visitor spaces.

The existing building somewhat detracts from the appearance of the street scene, with the external façades appearing in poor condition and obvious lack of site maintenance. The development will therefore improve the contribution the site makes to local area and enhance the appearance of the street.

The proposed bungalows consist of gable style roofs with a mixture of external materials adding interest. Each dwelling will be finished in red brick with stone/light-grey render features and square shaped windows. The front elevations of Plots 1 and 2 have been updated to remove any blank walls. A condition is attached to secure the colour/specification of the proposed materials.

Overall, the development will improve the appearance of the site and positively contribute towards the character of the local area. The development accords with the requirements of Local Plan Policy D1 and NPPF Paragraph 135 and is afforded considerable weight.

Impact upon Residential Amenity

Local Plan Policy GD1 states that proposals for development will be approved if there are no significant adverse effect on the living conditions and residential amenity of existing and future residents. Proposals should be compatible with neighbouring land and should not significantly prejudice the current or future use of neighbouring land.

Local Plan Policy POLL1 states that development will be expected to demonstrate that there would be no unacceptable effect or cause a nuisance to the natural and built environment or to people.

The SYRDG sets out the minimum internal space standards for a 2 bedroom, 3 person home as 62sqm. All 5 dwellings exceed this size, with Plot 5 being the smallest (circa 74sqm). Each dwelling has a similar internal layout with a shared kitchen/dining, living room and 2 bedrooms. The lounge includes bi-fold doors opening onto a private garden, which also achieve the minimum size as specified in the Design of Housing Development SPD.

Internally, future residents will have access to good natural light levels, with large windows serving each room. Given the single storey nature of the dwellings, there will be no harmful overlooking upon future or existing properties. In terms of separation distances, there is 10.7m distance between the front elevation of Plot 2 and the dining room window of Plot 4. The Design of Housing SPD requires 12m where front elevations directly face, however given the presence of the road between the two dwellings this distance is acceptable.

The distance between the rear elevation of Plots 1 and 2 and the boundary shared with No.54 Church Street also falls below the 10m requirement. However, given the single storey scale of the proposed bungalows no harmful overlooking of neighbouring private amenity space will occur. It is also important to note that this neighbour has raised no objection to the development.

It is recognised that one neighbour representation has been received raising concerns regarding potential overlooking. However, as mentioned above, the bungalow form means that overlooking of neighbouring gardens and windows is unlikely and therefore this is afforded limited weight.

The Environmental Health Officer has reviewed the application and raised no objections subject to a condition relating to hours of construction and HGV movements/deliveries. On this basis, the development is not considered to harm either existing or future residential amenity and is therefore acceptable, which is afforded substantial weight in the planning balance.

Highway Considerations

NPPF Paragraph 116 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.

Local Plan Policy T4 states that new development will be expected to be designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement. It follows on state if a development is not suitably served by the existing highway or would add to problems of safety or the efficiency of the highway, developers will be expected to take mitigating action to make sure the necessary improvements go ahead.

Table 1 of the Parking SPD (November 2019) sets out the adopted parking standards for new developments.

The SPD states that each 2 bedroom dwelling require at least one off-street parking space with a minimum size of 2.5 x 5m, plus one space per four dwellings as visitor spaces. The proposed site plan has been amended to ensure that the size of the off-street parking spaces accord with the SPD requirements as well as suitable visitor parking. The Highways DC Officer has confirmed that this is acceptable.

The proposed site access provides a suitably sized visibility splay, with footways to either side of the private access. The site is also well located in terms of sustainability, with local services within walking distance. The length of the private road is acceptable in terms of fire appliances distances with a suitable refuse collection point adjacent to Church Street also indicated on the proposed site plan.

The site plan includes a construction method statement which has been reviewed and is acceptable, subject to strict accordance. However, details regarding cycle storage and maintenance of the site have not been included within the application submission and therefore conditions have been attached.

Overall, the development is acceptable in terms of highway/parking arrangements subject to the conditions attached. This is afforded significant weight in the planning balance.

Ecology & Biodiversity Considerations

Local Plan Policy BIO1 states that development will be expected to conserve and enhance the biodiversity and geodiversity features by protecting and improving habitats; maximising biodiversity opportunities in and around new developments and encouraging provision of biodiversity enhancements.

BNG became mandatory for all applications in April 2024 except where one of the exemptions (as set out in the PPG) are met. Paragraph 003 of the PPG confirms that the development that does not impact a priority habitat and impacts less than 25 square metres (e.g. 5m by 5m) of onsite habitat, and 5 metres of linear habitats such as hedgerows is subject to the de minimis exemption.

The submitted application form suggested that the development met the de minimis exemption for BNG. However, due to the fact the small parcel of grassland to the front of building falls within the application site, the Biodiversity Officer requested further evidence. On this basis a BNG Metric

and report was submitted which instead confirmed that the site did exceed the de minimis threshold and therefore BNG does apply.

Nevertheless, given the low quality of the existing habitats, the development proposal significantly exceeds the +10% requirement, providing +440.71% (0.15 habitat units) net gain in biodiversity. The Biodiversity Officer has no objection on this basis, subject to the standard conditions being discharged which includes the pre-commencement submission of a biodiversity gain plan and a habitat management and monitoring plan.

In terms of other species, an updated bat survey has been submitted which has been undertaken by a suitably qualified professional. No bat roosts were identified within the existing building, though there is potential for nesting birds. Section 5 of the bat survey recommends that the building is demolished outside of bird nesting season or (where this is not possible) a nesting bird survey is undertaken prior to demolition. Should nests be found, then no works can be carried out which may disturb the nest or prevent birds from accessing the nest.

The survey also recommends that bat boxes shall be installed on each dwelling as well as a pair of integrated swift boxes. This accords with the requirements set out in Table 1 of the Biodiversity and Geodiversity SPD. Conditions are attached to secure these recommendations.

Overall, there is no objection in terms of biodiversity subject to strict accordance with the attached conditions. This is afforded significant weight in the planning balance.

Impact upon Trees

Policy GD1 states proposals for development will be approved if existing trees are to remain on site and are considered in order to avoid overshadowing.

Whilst there are no trees within the application site boundary, the development could impact those positioned along/adjacent to the northern and north-west boundary. The Forestry Officer has reviewed the application submission and confirmed that ideally the footprint of the dwellings should be positioned slightly further away from the rooting areas. Typically, a minimum 2m distance is required between residential properties and tree canopies.

Plot 5 particularly encroaches upon the canopies of the trees to the north with only a 1.8m distance between the northern elevation and the canopy. However, based on the size and the age of the existing trees, this will not detrimentally harm their physical condition or aesthetics long term. On this basis, the Forestry Officer considers that the proposals are suitable subject to the submission of further details prior to commencement of any development on site (including demolition). This is afforded moderate weight in the planning balance.

Coal Mining Considerations

NPPF Paragraph 196 states that planning decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability. This includes risks arising from former activities such as mining and any proposals for land remediation. Planning decisions should ensure that adequate site investigations information is available to inform assessments.

Paragraph 197 states that where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

Local Plan Policy CL1 states that development which would be affected by land stability issues must be accompanied by a report which shows that investigations have been carried out to work out the nature and extent of the issues and possible effect it may have on the development and its future users. The report shall set out detailed measures to allow the development to go ahead safely including addressing the land stability issues resulting from former coal mining activities.

The western part of the application site (where Plot 4 is proposed) is located in a high-risk development area as defined by the Mining Remediation Authority mapping. The application has been supported by a Coal Mining Risk Assessment which has been reviewed by both the Mining Remediation Authority and the South Yorkshire Mining Advisory Service.

The report concludes that possible unrecorded shallow mine workings within the coal seam, pose a low to moderate risk of instability. On this basis, the report includes recommendations for carrying out further ground investigations in the form of drilling boreholes. The results of the further surveys should be interpreted by a competent person and inform any remedial/ mitigation works.

The development is therefore acceptable in terms of coal mining subject to the conditions attached which requires further investigations to be carried out prior to any above ground works (excluding demolition). Prior to the occupation of any dwellings, a signed declaration must be submitted which confirms that the site has been made safe. This is afforded significant weight in the planning balance.

Drainage

NPPF Paragraph 170 states that inappropriate development in areas at risk of flooding should be avoided.

Paragraph 171 states that advice from relevant flood risk management authorities such as lead local flood authorities and internal drainage boards should be taken into account.

Local Plan Policy CC3 states that new development should not be permitted where there would be an unacceptable risk of flooding.

Both Yorkshire Water and the Council's internal drainage department have reviewed the application submission. Initially Yorkshire Water objected to the proposal, raising concerns regarding the management of surface water. However additional information has been provided which overcomes the concerns. In summary there is no objection relating to drainage/flood risk subject to relevant conditions being attached. This includes full details of both foul and surface water being submitted prior to any works (excluding demolition) and details of surface water drainage works prior to use/occupation. The development is therefore acceptable in terms of drainage/flood risk which is afforded significant weight.

Conclusion

The principle of demolishing the existing building and the introduction of residential uses is acceptable at the application site. Existing residential properties are located within the locality, with the development of bungalows welcomed. Whilst bungalows do not form part of the prevailing character, the varied street scene means that the proposal will not look out of place. The addition of five bungalows will be a welcome addition to the housing mix in the area and will make a small contribution towards housing requirements.

The proposed dwellings are of an appropriate scale and appearance, and will provide adequate residential accommodation, whilst not overdeveloping the site. Although the loss of the public house use is unfortunate, sufficient information has been provided to support this, with the development likely to enhance the appearance of the street in comparison to the current arrangement.

The development includes acceptably sized gardens; off-street parking and internal space. The introduction of residential uses will not harmfully impact existing neighbours by virtue of overlooking or disturbance.

There are no outstanding consultee concerns subject to strict accordance with the conditions attached in relation to highways, trees, drainage and ecology/BNG. Overall, and taking into account the planning balance, the proposed demolition and development of 5x bungalows is acceptable.

Recommendation

Granted.