



PLANNING STATEMENT

**RESIDENTIAL DEVELOPMENT OF 6 NO. DWELLINGS INCLUDING DEMOLITION OF 1
NO. EXISTING DWELLING (OUTLINE)**

WOODSTOCK ROAD, BARNSELEY, S75 1DX

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1. INTRODUCTION

This statement has been prepared to support the submission of an application for outline planning permission for a residential development of 6 new dwellings and the demolition of the existing dwelling at number 51 Woodstock Road. The application is in outline form with only the detail of the means of access under consideration at this time. Details of appearance, layout, landscaping and scale are saved as reserved matters.

The application site comprises of three existing dwellings at numbers 51, 53 and 55 Woodstock Road and their substantial rear gardens. The site is in a very popular residential area.

The proposal seeks to deliver a scheme of high-quality new housing in an existing popular residential area of Barnsley. The proposed development would assist in providing an adequate supply of housing in the locality whilst sufficiently respecting the character of the surrounding area.

The proposal represents the sustainable development of an under-used site, which is supported by local and national planning policy. The proposal results in a sustainable form of development which should be welcomed by the local planning authority (LPA).

This statement should be read in conjunction with the supporting plans supplied by JRP Associates and the Highways Statement supplied by Paragon Highways which demonstrate the credentials of the scheme in more detail. It is anticipated that the LPA will adopt a progressive approach to this sustainable scheme.

This statement now proceeds to give details of the site. The details of the proposal are then set out. The planning merits of the scheme are then discussed in relation to relevant planning policies contained in the statutory development plan, together with Government guidance principally set out in the NPPF. In particular, it will be demonstrated that the proposal would result in a sustainable form of development, would make a positive contribution to meeting housing targets, would not harm highway safety or efficiency, would not harm the character of the area and would sufficiently protect neighbouring living conditions. Furthermore, the proposal would not result in an unacceptable impact on ecological assets. Finally, the conclusion is reached that planning permission should be granted for the proposed development.

2. THE SITE

The application site comprises of three existing dwellings and their very large rear gardens on Woodstock Road in Barnsley (numbers 51, 53 and 55). The site lies to the eastern side of Woodstock Road and to the north of Woodstock Gardens. The site is in a residential area that comprises mainly of semi-detached dwellings but there are also several detached properties in the locality. Numbers 53 and 55 are a pair of semi-detached houses and number 51 is a detached dwelling.

The site is only about 1km to the north of Barnsley town centre. The site is in a highly sustainable area with excellent access to public transport links, employment opportunities and town centre and local facilities.

The site lies within an Urban Fabric Area of Barnsley as identified under the provision of the Local Plan. The site is not within a Conservation Area and there are no listed buildings nearby.

3. THE PROPOSAL

Outline planning permission is sought for a residential development of 6 no. dwellings. The scheme includes the demolition of 1 existing dwelling. The application seeks outline permission with only the means of access under detailed consideration at this stage. All other details are saved as reserved matters.

The access design details and indicative details of the layout of the scheme can be found in the supporting plans supplied by JRP Associates. However, at this stage the main details of the proposal are as follows:

- The scheme would provide 6 no. high-quality family homes.
- The indicative layout shows two detached dwellings and two pairs of semi-detached dwellings.
- The existing dwelling at number 51 Woodstock Road is to be demolished in order to provide a new access road of adoptable standard for the new dwellings.

- The scheme has been designed to provide very high housing standards and the minimum space standards sets out in the South Yorkshire Residential Design Guide are comfortably exceeded.

4. PLANNING HISTORY

Planning permission was refused for a scheme of 4 new houses at the site in 2016. The application was refused for the following reasons:

1. *In the opinion of the Local Planning Authority, the proposed development would be an undesirable form of backland development. The proposal would not integrate well within the immediate area, to the detriment of the overall character and layout of the existing housing stock within the locality. As such it would result in an 'ad-hoc' form of development which would appear cramped in the context of its surroundings and would depart from the long established local pattern of development to the detriment of the areas character. This would be contrary to saved UDP policies H8A (Housing Policy Area) and H8D (Infill, Buckland and Tandem Residential Development), Core Strategy Policy CSP 29 (Design) and the design principles established within the NPPF.*
2. *The introduction of a vehicular access and an associated parking and turning area would result in an increased level of activity, noise and disturbance, detrimental to the amenities of the surrounding dwellings, namely no's 55 and 57 Woodstock Road, contrary to saved UDP policies H8A and H8D. Furthermore, the proposed access, and associated parking and turning facilities, fails to meet the guidelines set out in the South Yorkshire Residential Design Guide and Supplementary Planning Document 'Parking'. Consequently, the proposal would be likely to result in increased vehicles manoeuvring and parking within the highway to the detriment of the safe and free flow of traffic on the highway, contrary to Core Strategy CSP 26.*

An appeal was subsequently dismissed. The inspector summarised that the LPA's refusal amounted to three main issues:

1. The effect on the character and appearance of the area.
2. The effect on the living conditions of the occupiers of number 55 and 57 Woodstock Road in terms of noise and disturbance.

3. Whether the scheme would achieve safe and suitable access.

The following key points were identified by the inspector in the consideration of the appeal:

Character and Appearance

- The scheme has excessive areas of hardstanding at odds with the open character of the area.
- The dwellings would appear cramped, again at odds with the open character of the area.
- The small plot sized would exacerbate this.
- Existing dwellings have principle elevations that address adopted highways, the proposed dwellings didn't do this so would be at odds with the grain of surrounding development.

Living Conditions

- The close proximity of the access to no.s 55 and 57 Woodstock Road and the narrow width of the access that would necessitate reversing manoeuvres would result in noise and disturbance that would harm the living conditions of the occupiers of these houses.
- The proposed passing places would have been close to the front and rear elevations of these houses which would exacerbate the harm.
- The parking and turning areas being next to gardens would result in noise and disturbance.

Access

- It was proposed to use the existing driveway of number 55 to serve the new houses. This is extremely narrow and substandard.
- The length of the driveway would exceed the recommended maximum carry distance of 30 metres.
- The length and narrow width of the driveway and need to carry to and from Woodstock Road would result in conflicts between vehicles and pedestrians on the driveway.
- As such, the scheme would not have a safe and suitable access.
- The inspector did not agree with the LPA that the development would lead to an increase in on-street parking.

We have carefully reviewed the previous refusal and appeal decision and believe that the current scheme addresses the previous concerns for the following reasons:

Access

Unlike the previous scheme, the current scheme includes the demolition of number 51 Woodstock Road in order to allow for the construction of a new access that meets all recommended standards.

Living Conditions

The new access means that cars accessing the site would no longer be in such close proximity to neighbouring dwellings. The potential need for reversing manoeuvres and cars waiting near/using passing places has been completely eradicated. All parking and turning areas are set well away from neighbouring properties.

Character and Appearance

The indicative layout has been amended so that the new houses much better respect and reflect the grain of existing development in the locality. The new scheme is based on a courtyard/cul-de-sac arrangement with the houses fronting the road. The houses are well spaced with good sized gardens.

These issues are discussed in more detail further below.

5. PRE-APPLICATION DISCUSSIONS

Given the resource pressures facing the LPA, and that the previous appeal decision gives a very clear steer on the issues that need to be addressed in the application, it was considered not necessary to engage with the LPA at pre-application stage.

The Applicant enlisted the services of JR Planning and JRP Associates and Paragon Highways in the drafting of this scheme.

6.ALLOCATION AND POLICIES

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. In this instance the Development Plan consists of the Local Plan and Policies Map that were adopted on 03 January 2019. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations. The South Yorkshire Design Guide is referred to below.

Further material considerations exist in the form of national policy and guidance contained within the revised National Planning Policy Framework (NPPF) which was published in February 2019 and the suite of documents comprising National Planning Practice Guidance (NPPG).

Allocations

The site lies within the Barnsley Urban Area under the provision of the Local Plan and is identified as being within an Urban Fabric Area; that is land within a settlement that has no specific allocation.

National

The NPPF is reflective of the guidance contained within the NPPG. The following sections of the revised NPPF are considered of direct relevance to the current proposal:

Paragraph 8 states that *“achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives): a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure; b) a social objective – to support strong, vibrant and healthy communities,*

by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”

Paragraph 10 states that *“So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.”*

Paragraph 11 goes on to set out that *“Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:*

approving development proposals that accord with an up-to-date development plan without delay; or d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or ii. 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.”

Paragraph 38 states that *“Local planning authorities should approach decisions on proposed development in a positive and creative way.”*

Paragraph 79 states that *“Planning policies and decisions should avoid the development of isolated homes in the countryside.”*

Paragraph 109 states *“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.”*

Paragraph 118 states that “...decisions should promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.”

Paragraph 124 states that “The creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”

Paragraph 148 states that “The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. Paragraph 155 goes on to state Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future).”

Paragraph 175 states that “...if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.”

The overarching message of the NPPF is that LPAs should adopt a positive and pro-active approach to planning proposals, particularly those that result in sustainable development. LPAs should not place unnecessary burdens on developers and should look to support appropriate schemes such as this.

Local Plan Policies

The following policies are considered of relevance:

LG2 – The Location of Growth

H4 – Residential Development on Small Non-allocated Sites

H6 – Housing Mix and Efficient Use of Land

T1 – Accessibility Priorities

T3 – New development and Sustainable Travel

T4 – New Development and Transport Safety

D1 – High Quality Design and Place Making

BI01 – Biodiversity and Geodiversity

7. ASSESSMENT

Principle

The main emphasis of current national planning policy is to ensure proposals are compliant with the definition of sustainable development set out within the revised NPPF. Sustainability is multi-faceted and is set out within the Framework taken as a whole. To achieve sustainable development, the Framework sets out that economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

The proposal would be wholly sustainable using the definition set out in the NPPF for the following reasons:

- **Social:** The proposed development would result in the creation of high-quality family housing in a sustainable location. The application site is a short, and easily walkable, distance from the local services and facilities and Barnsley Town Centre is easily accessible by walking, cycling and public transport. The creation of additional houses at the site would provide further support for the existing local services and facilities. The proposal would not result in any adverse social impacts.
- **Economic:** The proposal would make more efficient use of the site and would provide growth and investment in the locality. Additional economic activity would be created during the construction phase. The new residential use would be likely to provide additional custom at existing local services in the nearby settlements.
- **Environmental:** The proposal would have no detrimental impact on the character of the site or the surrounding area. The proposal represents a high-quality development which would add to the housing stock in the locality. The site is in a sustainable location with a good level of local services and future residents would have good access to public transport links to wider services. The proposal would have no adverse ecological impacts.

In terms of the suitability of the location of the site for additional housing, the site is within the urban area of Barnsley. Policy H1 sets out that there is target of providing at least 21,546 net additional new homes over the plan period. Policy H2 makes it clear that Urban Barnsley will be expected to accommodate a very significant proportion of the borough's housing needs over the plan period; 43% of the housing supply is expected to be provided here.

The site is identified as being within an Urban Fabric area under the Local Plan; that is areas that are not allocated for any specific purpose. Policy H4 confirms 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. The whole application site has an area of about 0.25 hectares, but this includes the two retained dwellings so the developed area would be less. In any case, it is below 0.4 hectares.

Residential development is clearly acceptable in this location and is fully in accordance with the development plan and the NPPF. It will be demonstrated below that the site does not conflict with any other relevant policies. The principle of residential development here is therefore clearly acceptable.

Housing Density, Mix, Affordability and Quality

Policy H6 requires that 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. Whilst scale and layout are reserved matters, the indicative scheme shows a mix of detached and semidetached dwellings. These would be family homes that would cater for a wide sector of society. It would add to the mix of housing in the locality in accordance with policy H6.

It is clear from the previous appeal decision that the key issues are the impact on the character and appearance of the area, the living conditions of occupiers of existing houses and the provision of safe and suitable access. Each of these matters is now discussed in turn:

Impact on the character and appearance of the area

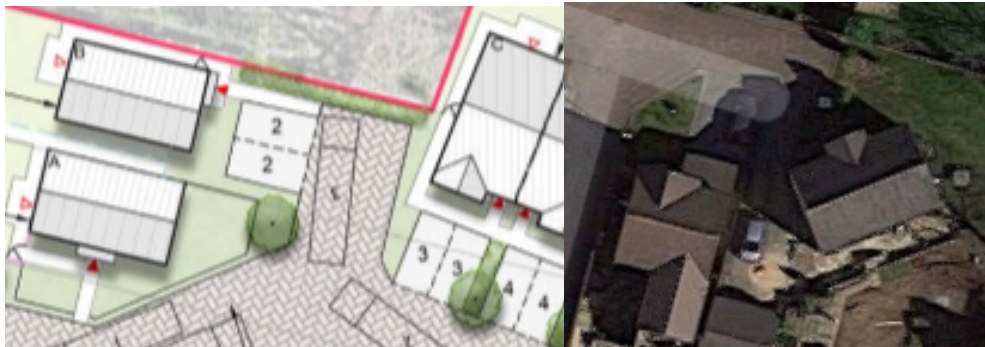
The previous appeal was dismissed as the inspector considered that the proposed layout would go against the grain of the existing development in the area. The current scheme is materially different as the scheme is now for six houses. The indicative layout plan is completely different to the layout of the scheme that was previously refused.

The new indicative layout has four semidetached houses at the eastern end of the site with front elevations facing towards Woodstock Gardens, the cul-de-sac that lies to the south of the site. Unlike the previous scheme which tried to make use of the existing driveway and then introduced a vast parking area that dominated the site, the new indicative scheme has been designed to reflect the linear cul-de-sac arrangement of Woodstock Gardens. Rather than a large area of hardstanding, there is now an internal road that the semi-detached houses would face towards. The inspector clearly gave great weight to the fact the houses didn't face onto a highway previously. The semi-detached houses would now achieve this in very much the same way that the existing houses on Woodstock Gardens do. This is illustrated below:



The semi-detached houses in the new indicative layout would now much better reflect the existing pattern and grain of development in the locality.

The two detached houses shown in the new indicative scheme would achieve much the same thing; they would have principle elevations facing onto the new road, sited on an angle with the proposed semi-detached dwellings. This is again very reflective of the form of Woodstock Gardens:



Overall, the indicative layout shows a well-planned and spaced scheme that comfortably reflects the pattern of existing development in the area.

Whilst the layout is for indicative purposes only, it clearly demonstrates that 6 houses can be achieved in a manner that would not be harmful to the character and appearance of the area. The previous reason for refusal in this respect has been overcome.

Number 51 Woodstock Road is of little architectural merit or character and its proposed demolition would not detract from the character of the street scene.

The development would enhance the built environment and is fully in accordance with the design principles set out in policy D1.

Amenity and Impact on Living Conditions

The LPA and the Inspector did not previously find that the position of the new houses would result in any overlooking, overshadowing or oppressive impacts from the new houses themselves. All the standard separation distances were met. The new indicative scheme clearly shows that this is still the case and there would be no harm in respect of these matters.

The previous concern arose from harm caused by vehicular movements generated by the new houses. Of particular concern was the need for cars accessing the new houses to pass in such close proximity to numbers 55 and 57 Woodstock Road. The harm would have been exacerbated by the fact the proposed access could not achieve two-way traffic movements and passing places were proposed in very close proximity to the front and rear elevations of the existing dwellings. We fully acknowledge the concerns in this respect.

The new scheme is completely different in this respect and is massively improved. As set out further above, a new access road would be created that meets all adoptable standards. The new access is set well away from the neighbouring houses at 55 and 57 Woodstock Road. A new belt of planting would be created between the new road and number 49 Woodstock Road. The relationship between the proposed new road and all existing properties would be very similar to that with the existing roads in the locality. As noted by the Inspector, houses in the locality typically front roads and as a result there is inevitably some traffic movement in proximity to them. The traffic movements generated by the site would not be discernible to neighbouring occupiers. The accompanying highway statement confirms that traffic generation would be low. The new access would eradicate the previous concerns about noise from waiting and reversing/manoeuvring vehicles.

The indicative scheme as now proposed would avoid any harm to the living conditions of neighbouring occupiers. The previous grounds for refusal in this respect have been addressed and overcome.

It is clear that the development would provide a high standard of housing amenity for future occupiers and would result in no adverse impacts on the residential amenity of existing occupiers in the locality. The development is entirely in accordance with local and national policy in this respect.

Safe and Suitable Access

The LPA previously raised concerns that the development might result in an increase in on-street parking on Woodstock Road. However, the inspector found that there was sufficient off-street parking and did not uphold this concern. The indicative plan again shows off street parking in accordance with the LPA's standards so it must remain the case that the parking arrangement is acceptable and the development would not result in on-street parking in Woodstock Road.

The previous concerns that the inspector did find related to the narrow width of the driveway and the carry distance from the new houses to Woodstock Road. This would have resulted in conflicts between vehicles and pedestrians.

The access arrangement has now been totally redesigned in order to overcome these concerns and it is clearly successfully in doing so. A highways statement has been prepared by Paragon Highways which sets out the highways considerations, and why the scheme is now acceptable, in detail and is submitted separately. The key points from the highways statement are as follows:

- Improved accesses are proposed for numbers 53 and 55 Woodstock Road.
- The new access road to the new dwellings would be constructed to adoptable standards.
- Turning space would be provided for service vehicles within the site.
- As the road is to adoptable standards with turning provision, the previous concerns relating to carry distance are now eliminated.
- Parking will be in accordance with the LPA's standards, plus visitor spaces and Electric Vehicle charging points.

The sustainability of the site is also discussed in detail in the highways statement and it is clear that this is a sustainable location for new houses.

The new scheme provides a safe and suitable access and the previous reason for refusal in this respect has been addressed and overcome.

It has therefore been demonstrated that the current application scheme has overcome the previous concerns in respect of character and appearance, living conditions and access arrangements.

Other Considerations

Drainage/ Flood Risk Assessment

The application site falls within flood zone 1 as identified by the Environment Agency so is at the lowest risk of flooding.

The site is already connected to the drainage infrastructure and the proposed use would not exceed the capacity of the existing infrastructure in the locality. Surface water would be disposed of in a sustainable manner. The development would not be at undue risk of flooding and would not increase the risk of flooding elsewhere. The scheme accords with local policy and the guidance contained within the NPPG in this respect.

Ecology

Given that the site is in a built-up area of urban Barnsley, it is of limited ecology value. The existing dwelling to be demolished is in good condition with no obvious cracks or crevasses and is highly unlikely to be suitable for roosting bats or nesting birds. As such the demolition of the existing dwelling is very unlikely to result in harm to protected species.

The development therefore clearly complies with the relevant local plan policies and the guidance contained within the NPPF in respect of the natural environment.

8. CONCLUSION

The proposed development represents a sustainable form of development that would not have any unacceptable impact for the reasons set out above. It has been demonstrated that the scheme overcome all the previous shortcomings of the previously refused application. The proposal represents a sustainable form of development which the LPA, in accordance with national guidance, should seek to approve without delay.

The proposal would sufficiently accord with adopted planning policy and guidance and the LPA are respectfully urged to grant permission for the scheme. The Applicant is willing to discuss any issues that may arise during the consideration of the proposal with the LPA.

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JR Planning