

# Planning Statement

Full Application for Change of Use from  
Care Home to 24no. Apartments

Land to the west of Park Road,  
Worsbrough, Barnsley

## Quality Control

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# FULL APPLICATION FOR CHANGE OF USE FROM CARE HOME TO 24NO. APARTMENTS

LAND TO THE WEST OF PARK ROAD, WORSBROUGH, BARNSELY

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# APPLICATION FOR CHANGE OF USE FROM CARE HOME TO FORM 24NO. RESIDENTIAL APARTMENTS

*Land to the west of Park Road, Worsbrough, Barnsley*

## 1.0 Introduction

- 1.1 This statement has been prepared by Urbana on behalf of the applicant, Kruidenberg Capital, in support of a planning application pertaining to the proposals outlined above for the site in question.
- 1.2 The statement sets out a comprehensive assessment of the proposals against the relevant national and local planning policy, with particular emphasis on the following material planning considerations and other key matters: the principle of the proposals, sustainable development and the aforementioned potential for the proposals to impact upon the level of amenity of residents in the surrounding area.



## 2.0 Site Description and Location Overview

- 2.1 The site in question is a former care home comprising two buildings located off the A61/Park Road at Worsbrough. The site presents onto Park Road, from which vehicular access is taken. Park Road also benefits from pedestrian footpaths along both sides, connecting the site both on foot and vehicularly with the services and facilities within Worsbrough, which includes a supermarket, Post Office, library, The Mill Academy primary school, a pharmacy, public houses and Worsbrough Dale Park. The site is also within close walking distance to Worsbrough Mill Country Park and reservoir to the south.



*Figure 1 Site Location*

- 2.2 Further, the site is located approximately 30m from the Park Road/Edmund Street bus stop which provides service for 2, 66, 479 and X17 gold bus routes, offering direct links to Barnsley, Meadowhall, Sheffield, Chesterfield, Matlock, Wirksworth, Firvale, Ecclesfield, Chapelton, Hoyland Common, Hoyland Jump, Grimethorpe, Birdwell and Elescar.
- 2.3 With regard to planning policy and land use designation, the site is located within the bounds of the Worsbrough settlement and covers a portion of previously developed land within a primarily residential area.



### 3.0 Planning History

- 3.1 The site has been subject to a relatively large amount of planning activity, all between 1987-1998.  
The use of the site is an established care home, although no longer in operation.



## 4.0 Proposals

4.1 The proposals for the site specifically comprise the conversion of the existing care home building to form 24no. residential apartments. A summary of the development is provided below:

- Conversion of Building 1 to create 14 residential apartments and alterations to elevations, including:
  - Removal of French doors and replacement with windows
  - Addition of and upgrades to doors
  - Removal of windows
- Conversion of Building 2 to create 10 residential apartments and alterations to elevations, including:
  - Removal of conservatory
  - Addition of windows and doors
  - Upgrades to access doors

*Table 1 Accommodation Schedule*

<b>Bedrooms</b>	<b>Building 1</b>	<b>Building 2</b>	<b>Total</b>
<b>1 (studio)</b>		2	<b>2</b>
<b>1</b>	5		<b>5</b>
<b>2</b>	7	8	<b>15</b>
<b>2 (accessible)</b>	2		<b>2</b>
			<b>24</b>

4.2 This application is supported by the following technical information:

- Architectural drawings
- Design & Access Statement
- Transport Assessment
- Ecological Survey
- Biodiversity Net Gain Assessment
- Noise Impact Assessment
- Sustainability Statement
- Drainage Strategy



## 5.0 Planning Policy Assessment

5.1 In order to establish the planning policy context of the site in a way that is useful for the assessment of proposals, a careful understanding of the key planning considerations is necessary. The most relevant planning policy documents include the following:

- National Planning Policy Framework (NPPF) (as amended)
- Barnsley Local Plan - *The Local Plan review was endorsed at a meeting of Full Council on 24 November 2022. The review concluded that the Local plan remains fit for purpose and is adequately delivering its objectives.*
- Supplementary Planning Documents - *Design of Housing Development SPD; Sustainable Travel SPD; Affordable Housing SPD; Biodiversity and Geodiversity SPD.*

### Principle of Development

5.2 As established, the proposals are for the conversion of the existing and disused care home to form 24 residential apartments. Through the examination of relevant policy, the acceptability of this can be seen clearly.

5.3 It is firstly important to note that the development comprises previously developed land within the settlement of Worsbrough, identified as a Sub Regional Town within the Barnsley Local Plan and thus a sustainable and appropriate location for residential development.

5.4 Further, this location is identified as being within Urban Barnsley, within which most development should take place in order to enhance Barnsley's role as a sub-regional town within the Sheffield and Leeds City Regions, as asserted by Policy LG2.

5.5 The National Planning Policy Framework (2023) (NPPF), together with Policy SD1 of the Local Plan, apply the presumption in favour of sustainable development. When considering development proposals, the LPA will take a positive approach that reflects the presumption in favour of sustainable development and will work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

5.6 In line with this, Local Plan Policy GD1 sets out that development will be approved where:

- There will be no significant adverse effect on the living conditions and residential amenity of existing and future residents;
- They are compatible with neighbouring land and will not significantly prejudice the current or future use of the neighbouring land;



- They will not adversely affect the potential development of a wider area of land which could otherwise be available for development and safeguards access to adjacent land;
- They include landscaping to provide a high quality setting for buildings, incorporating existing landscape features and ensuring that plant species and the way they are planted, hard surfaces, boundary treatments and other features appropriately reflect, protect and improve the character of the local landscape;
- Any adverse impact on the environment, natural resources, waste and pollution is minimised and mitigated;
- Adequate access and internal road layouts are provided to allow the complete development of the entire site for residential purposes, and to provide appropriate vehicular and pedestrian links throughout the site and into adjacent areas;
- Any drains, culverts and other surface water bodies that may cross the site are considered;
- Appropriate landscaped boundaries are provided where sites are adjacent to open countryside;
- Any pylons are considered in the layout; and
- Existing trees that are to remain on site are considered in the layout in order to avoid overshadowing.

5.7 The Barnsley Local Plan recognises at Policy H4 the acceptability of the conversion of residential development on sites below 0.4 hectares (including conversions of existing buildings). It is recognised that such sites make a valuable contribution to the housing supply. This is also recognised by Paragraph 70 of the NPPF which notes small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. The speed of the delivery of homes, in this instance, will be further enhanced by the fact that the proposals comprise a conversion, and so the built structure is already in place.

5.8 Sites in towns and villages can offer good opportunities for providing houses where other people already live, near to shops and services. Developing these sites also reduces the need to provide new sites outside settlement boundaries.

5.8.1 Notwithstanding this, in the most recent Five Year Housing Land Supply Assessment (2021), the LPA confirms it is able to demonstrate a 5.6 year supply of housing. This is a starting point, and the development proposals will make a modest contribution to the delivery of housing in this area, especially important given that Urban Barnsley is forecast to take 43% of residential growth of the LPA area.

5.9 Accordingly, it is the case that the principle of development is compliant with relevant local and national policy that emphasises It aligns very strongly with the overarching objectives of national and local policy.



## Sustainable Development

- 5.10 The NPPF states that at the heart of the document is a presumption in favour of sustainable development that represents a fundamental consideration in the process of both plan-making and decision-taking. Sustainable development is defined by three core dimensions: economic, social, and environmental. It is established that: “For decision taking this means: approving development proposals that accord with the development plan without delay.”
- 5.11 It is clear that the proposals represent sustainable development from an economic, social and environmental perspective, thus meeting the general requirements of Local Plan policy SD1.
- 5.12 With regard to environmental sustainability, the proposals re-use an existing building, preserving the considerable embodied carbon that is present within the structure and avoiding the use of new materials in the construction of a new building or buildings.
- 5.13 Furthermore, in the delivery of an apartment scheme, the proposals represent an environmentally efficient use of the land, achieving a quantum of development on the available land that achieves a greater density than could be achieved through a housing scheme. In doing so, not only is the housing mix in the area diversified, but a greater number of future occupants are located around and close to available services, facilities and social infrastructures.
- 5.14 Proximity to services and facilities also touches on the social aspect of sustainability, particularly in creating vibrant and sustainable communities through the delivery of housing. Multiple economic benefits are also achieved through the reciprocity inherent in local businesses being patronised by more local residents, enabling the sustainable growth of these businesses and an expanded range of services, encouraging further housing delivery around these service hubs. The works associated with the proposed development also represent job creation for local tradespeople, as well as ongoing maintenance of the building and grounds during the lifetime of the completed development.
- 5.15 As discussed in section 2, the site’s proximity to public transport services also ensures that the need to travel by car is minimised, enhancing opportunities for active and sustainable travel to and from the site.
- 5.16 Together, the proposals possess clear positive attributes insofar as meeting sustainable development objectives in Urban Barnsley, as set out in policy SD1, which merits positive weight in the assessment of this application.
- 5.17 Accordingly, notwithstanding other material planning considerations discussed in the following sections, it is asserted that, in line with the NPPF’s presumption in favour of sustainable development, the proposals should be viewed favourably.



## Mix

- 5.18 The mix, as set out in Section in Table 1, is as follows:
- 2 no. Studios
  - 5 no. 1 bedroom
  - 15no. 2 bedroom
  - 2no. 2 bedroom accessible
- 5.19 Local policy H6 refers to housing mix and efficient use of land and states that 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. Proposals to change the size and type of existing housing stock must maintain an appropriate mix of homes to meet local needs.
- 5.20 This mix of housing has been provided to reflect the need for the right type, mix and density of homes in Barnsley, recognised as one of the key challenges in the Local Plan. This requirement has also been accounted for through the provision of 2no accessible 2-bedroom apartments.
- 5.21 Whilst it is acknowledged that larger unit types could be favourable in this location, the existing footprint and layout of the building is not conducive to creating larger 3-bedroom units. Moreover, converting the space into 1 and 2-bedroom units makes the most effective use of the available floor area. This is especially the case in the more irregularly shaped areas of the building, which has presented challenges in the design of the proposals.
- 5.22 Policy H7 stipulates that housing developments of 15 or more dwellings will be expected to provide affordable housing. 10% affordable housing will be expected in Worsbrough. These percentages will be sought unless it can be demonstrated through a viability assessment that the required figure would render the scheme unviable. The developer must show that arrangements have been put in place to keep the new homes affordable. Limited affordable housing to meet community needs may be allowed in or on the edge of villages.
- 5.23 Paragraph 65 of the NPPF states that *"to support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount"*. Footnote 31 expands *"Equivalent to the existing gross floorspace of the existing buildings. This does not apply to vacant buildings which have been abandoned"*. Therefore, as the development is equal in size compared to the existing building, no affordable housing is required.



- 5.24 The Affordable Housing Supplementary Planning Document (July 2022) acknowledges that BMBC supports the re-use of brownfield land, and where vacant buildings are being re-used or redeveloped, and will allow a proportionate reduction in the affordable housing contribution in line with Paragraph 64 of the NPPF.
- 5.25 Paragraph 65 of the NPPF states where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount, equivalent to the existing gross floorspace of the existing buildings.
- 5.26 As there is no net increase proposed to the built form, it is not considered that this is required.

### **Design, Layout and Amenity**

- 5.27 The configuration of apartments is formed around a circulation space in each of the buildings. This allows for an efficient utilisation of the available space, creating a logical layout for each of the units.
- 5.28 Each unit also complies with, and most exceed, the Nationally Described Space Standards (NDSS), as shown in Table 2.

*Table 2 Compliance with NDSS*

<b>Type</b>	<b>NDSS (sqm)</b>	<b>Proposal (sqm)</b>
<b>1 bed/1 person</b>	39	39-48
<b>1 bed/2 person</b>	50	55-58
<b>2 bed/3 person</b>	61	61-68
<b>2 bed/4 person</b>	71	71-79

- 5.29 Similarly, notwithstanding the acceptance of previous proposals for the conversion of the building to form residential units, it is asserted that neighbouring residents will not be adversely affected in terms of amenity and privacy.
- 5.30 It is also noted that features such as natural screening, which is present in the form of street trees, also mitigates the criticality of separation distances between the proposal building and neighbouring residential Properties. This is further enhanced through the submitted landscaping scheme with tree planting along the north-eastern boundary.

### **Ecology and Trees**

- 5.31 The Preliminary Ecological Appraisal prepared by Weddle confirms that Habitats within the application area may support roosting, foraging and commuting bats. As such, additional Phase 2 species surveys have been recommended relating to bats. As the bat survey window is currently not open, it is propose that these be conditioned.
- 5.32 Only one tree is to be felled.



- 5.33 Awaiting landscaping plan to comment on Amenity – likely not policy compliant – walking distance to POS.
- 5.34 In term of Biodiversity Net Gain, the accompanying assessment which has been prepared by Weddles confirms that no irreplaceable habitats are present on the application site.
- 5.35 It is noted that there was previous removal of urban trees on the site prior to survey, and to accurately record the pre-development biodiversity value, these have been included within the baseline UKHabs Plan and contained within the accompanying metric.
- 5.36 Based on the Statutory Defra Biodiversity Metric calculations, the proposed development will result in an overall change in Habitat Units to -7.33% (-0.25 Habitat units), equating to a 0.6 unit deficit to achieve a 10% net gain.
- 5.37 In order to achieve the 10% net gain target required by the Environment Act (2021), this will need to be provided post-planning by the applicant either;
- On other land within the applicants ownership;
  - As an agreed contribution with the LPA to implement on a scheme elsewhere;
  - Through a habitat bank;
  - Or as a last resort through DEFRA's Statutory Biodiversity Credit system.
- 5.38 This can be secured via the pre-commencement 'Biodiversity Gain Condition'.

### **Highways, Access and Parking**

- 5.39 The existing vehicular access points from the A61/Park Road to be retained.
- 5.40 The current car parking standards within Barnsley are as follows:
- 1 or 2 beds – 1 space per dwelling
  - 3 beds – 2 spaces per dwelling
  - Plus 1 visitor space per four units
- 5.41 This generates the requirement for 24 parking spaces, plus 6 for visitors, totalling 30 car parking spaces.
- 5.42 The accompanying parking and refuse strategy shows provision for 24 car parking spaces which results into 1:1 parking across the development. Whilst this falls below the technical requirement for 30 car parking spaces, this is considered sufficient when considering the extremely high level of connectivity of the site through the availability of footpaths along Park Road and the provision of the bus service from Park Road/Edmund Street.



- 5.43 There are no dedicated visitor parking to be provided as part of the development, however this would not be dissimilar to visitors to the care home who may not have been able to park within the site owing to staff and other visitors using the spaces. It should also be noted that the site is in a sustainable location, with direct and quick bus routes accessible within 200m of the proposed site and, therefore, visitors to the site may not arrive by car, instead making use of sustainable modes of transport.
- 5.44 It is therefore felt that it is appropriate for the scheme to provide a slightly lower level of parking, not only to take advantage of the transport links, but to encourage the active and sustainable modes of transport that are available.

### Other Matters

- 5.45 The site is not located within or adjacent to any designated heritage assets, and as such there are no implications insofar as the impact of the development on its surroundings from a heritage perspective.
- 5.46 Finally, the development of the site as proposed will not have any detrimental impact with regard to flood risk. Consultation of the Environment Agency website (see image below) shows the flood risk of the proposal site and the surrounding area (site indicated by red marker). As part of Flood Zone 1, the land has less than a 1 in 1,000 annual probability of flooding.

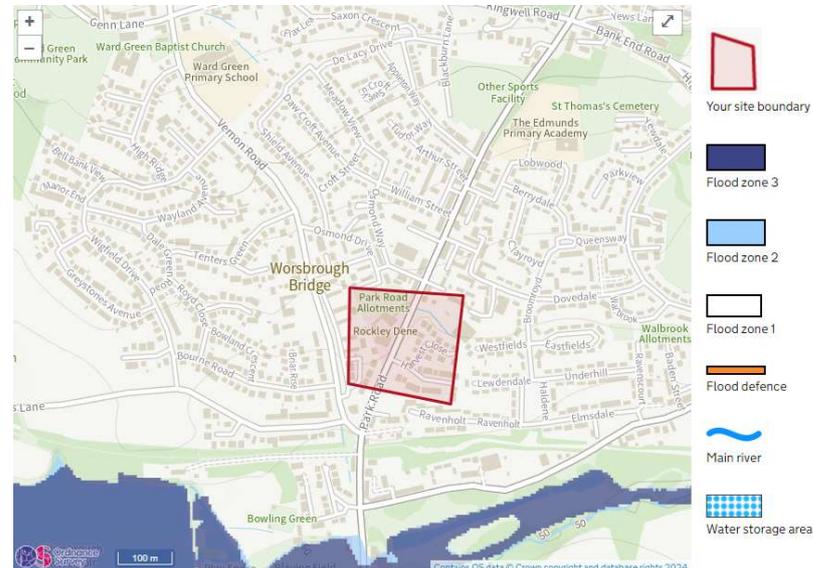


Figure 2 Flood Map for Planning (GOV.UK)

## 6.0 Conclusion

- 6.1 This planning statement has been prepared by Urbana to support the proposed conversion of the former care home, to form 24 one and two-bed apartments.



- 6.2 The above discussion has established the site's excellent credentials insofar as achieving all aspects of sustainable development. The proposals utilise an existing building, creating a substantial number of housing units in a highly sustainable location; future occupants will have ready access to public transport options and a wide variety of services and facilities. The development will also benefit the local economy through job creation in the construction/works phase, as well as providing additional custom for local businesses. The apartments being delivered will also diversify the unit mix in the locality, contributing to a vibrant community.
- 6.3 It has also been demonstrated that consideration has been given to each material aspect of the proposals, from highways impact to on- and off-site amenity, with no adverse impact to result from the conversion of the existing building.
- 6.4 The proposed development is in accordance with the relevant national and local planning policy, and as such should be viewed favourably by the LPA. Pursuant to achieving a positive recommendation, the applicant looks forward to a constructive dialogue with officers to bring forward this development that will contribute to the sustainable growth of this part of Barnsley.

