

**CODA
Planning**



White's Bakery
Charles Street
Worsbrough Bridge

Planning Statement

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Client: White's Bakery Ltd
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Submission to: Barnsley Metropolitan Borough Council

FULL PLANNING APPLICATION FOR THE DEMOLITION OF THE EXISTING BUILDING AND ERECTION OF 20 DWELLINGHOUSES WITH ASSOCIATED ACCESS AND LANDSCAPING

White's Bakery Ltd, Charles Street, Worsbrough Bridge, Barnsley, S70 5AF

1. Introduction

1.1. The following report has been prepared by Coda Planning Ltd on behalf of White's Bakery Ltd in support of a full planning application for the proposals noted above. This document will justify why the proposals put forward are acceptable from a planning policy perspective and should be read alongside the submitted plans and other supporting documentation.

2. Site and Location

2.1. The site is located in Worsbrough Bridge, approximately 2.5km south of Barnsley Town Centre and 3.8km north of Junction 36 of the M1. Under the adopted Local Plan Maps the site is indicated as within a housing area. There is currently an industrial unit on site which is home to White's Bakery, a family run bakery that has operated in Barnsley for over 85 years. Access to the site is via Hardwick Close which leads off from George Street. These two roads are relatively small residential roads which often have parked cars meaning difficult access to the site for commercial deliveries. The 'rear' of the site, that is the western side, provides an area for parking however the majority is undeveloped scrub land with no formal landscaping. The boundaries are however littered with informal soft landscaping in the form of trees and shrubs that have grown naturally over the years.

2.2. The area around the site is predominantly residential in nature, however there is no clear density or specific type of house prevalent. To the north are two-storey terraces in quite a dense layout between Charles Street and Hardwick Close. To the south is the development around Harvest Close, which features two-storey detached and semi-detached properties, and Westfields, which features two-storey semi-detached properties. Immediately adjacent the entrance to the site, on the corner of George Street and Hardwick Close, is Barrow Working Men's Club which is an exception to the residential nature of the area. Further west, along the A61 (Park Road), are a small collection of shops and a small Asda supermarket. This area was previously identified within the UDP as a local commercial centre however is now unspecified land within the built up area which reflects the reduced importance since the UDP's adoption.

2.3. The proximity of the site to the A61 provides excellent access by car to the M1 in the south and Barnsley Town Centre in the north. There are also a number of bus routes that run along the road which provide access to the

wider area including Barnsley Train and Bus interchange. Within walking distance of the site (approx. 600m) there are a number of amenities on offer including a supermarket, doctor's surgery, library, schools and park. As a result the site is in a highly accessible location for the future residents.



2.4. Aerial image showing the wider area and the site in red.



2.5. Aerial image showing the immediate area and the site in red.



2.6. Street view image showing the entrance to the site from Hardwick Close.

3. Relevant Planning History

- 3.1. The proposal site has been subject to just one relevant planning application in recent years, which was appealed, this is listed below;
- 3.2. **2014/1570 – Refused** – Demolition of existing bakery and erection of 23 no. dwellings.

The above application was refused in March 2015 and the reasons for refusal are as follows;

- Unacceptable level of overlooking and loss of privacy to properties located across the northern boundary as well as failing to adhere to the required separation distances.
- The proposed layout and form would be at odds with the locality leading to a car dominated environment with substandard levels of amenity.
- A suitable drainage strategy, which demonstrated the issues raised by culverting Snape Syke could be addressed, was not provided.
- There was an insufficient level of public open space provided as part of the proposals.
- As a result, the proposals were contrary to policies H8a, CSP29, CSP3, CSP4, CSP35, CSP15, and, two Supplementary Planning Documents; 'Open Space Provision on New Housing Developments' and 'Designing New Housing Development'.

As can be seen above there were a number of outstanding issues when the application was determined. The application was then subsequently appealed.

- 3.3. **APP/R4408/W/17/3172968 – Dismissed** – Appeal of decision of 2014/1570
- 3.4. In the above appeal, the independent inspector largely agreed with the Council's reasons for refusal. It was determined that the proposal's arrangements for private and public amenity space, lack of affordable housing contribution and adverse privacy effects would all be social harms and therefore not outweigh the benefits, despite the lack of a five year housing supply.

4. Pre-application Enquiry – 2018/ENQ/00233

- 4.1. Prior to this application, a pre-application enquiry for a proposed residential development was submitted. 21 dwellings were proposed with three house types and with access featuring off Charles Street. The feedback from the case officer has been summarised below;

Policy

- 4.2. Core Strategy Policy CSP19 'Protecting Existing Employment Land' takes precedent despite the fact that the site falls within a designated housing area. This policy states that existing employment land will be retained in order to safeguard existing or potential jobs and redevelopment of these sites for non-employment uses will only take place if; redevelopment would not result in a loss of existing jobs or employment potential, and, there will still be an adequate supply of employment land in the locality. If these two criteria can be satisfied then development will only be allowed where it can be demonstrated that the buildings or land cannot satisfactorily support continued employment use. With this in mind, it was the officer's opinion that the proposals will fail this criteria and therefore be contrary to Policy CSP19 due to there being a limited supply of employment land in the locality and the site considered as being suitable for employment use. However, it is argued that the current occupiers of the site, White's Bakery, cannot expand their business any further due to site and delivery constraints. It is therefore their intention to move to a more suitable location and this will be discussed in the following sections.
- 4.3. Since the adoption of the Local Plan in January 2019, Policy CSP19 has been replaced by Policy E4, however they state the same criteria and can be considered fundamentally the same.

Layout & Design

- 4.4. Detailed feedback was also received regarding the layout of the proposed scheme. It was stated that plots 4-17 on the submitted plans would create a long regimented run of identical properties that would be

contrary to CSP14 'Housing Mix and Efficient Use of Land'. In addition, it was stated that the proposed bungalows would be highly prominent and their boundary treatment would potentially look obtrusive on the streetscape due to the need for amenity screening. It was stated that the bungalows would also look isolated to the surrounding development and appear isolated. Overlooking distances and outside amenity areas were also raised as being substandard for certain plots, particularly those of plots 5 and 6.

- 4.5. In terms of the streetscape, it was stated that there would be too much hard landscaping overall and little opportunity for soft landscaping in prominent positions. It was also determined that the layout was car dominated with large areas of parking to the front of dwellings and views terminating with the proposed turning head. Overall it was considered that the development did not look cohesive and could be improved.
- 4.6. Since the adoption of the Local Plan in January 2019, Policy CSP14 has been replaced by Policy H6. The two policies are fundamentally the same however Policy H6 states a minimum density for residential development in villages, however for the purposes of this application the policies remain the same.

Highways

- 4.7. The received highways comments were minimal however it was stated that two parking spaces should be provided for 3-bed dwellings and one space for 2-bed dwellings.

Green Space

- 4.8. Under the Local Development Framework (LDF), proposals of 20 units or more are required to provide green space. Where possible, this is required on site however if it cannot be facilitated an off-site contribution for new space or to improve existing will be acceptable. Due to the awkward shape of the site and the fact that it is relatively small, the pre-application feedback recommended that an off-site contribution be sought.

Affordable Housing

- 4.9. Again, under the LDF, proposals of 15 units or more are required to contribute to affordable housing provision. In this location, a 15% on-site requirement has been set which equates to two 2-bed houses and one 2-bed bungalow. Under the updated plans associated with this full application, the bungalows are now 1-bed however it is intended to challenge the affordable housing contribution based on viability. For further information please see the submitted Viability Assessment produced by Broadfield PM.

Other Issues

4.10. In addition to the above, the feedback stated the standard requirements for drainage and mining due to the location of the site within a coal mining area.

5. Proposals

5.1. Following the pre-application feedback, the plans have been updated to propose the following;

- 2 dwellinghouses in five house types;
 - 10 units (HT01) as two-storey 3-bed townhouses with dormers
 - Five units (HT02) as two-storey 2-bed dwellings
 - One unit (HT03) as a two-storey 5-bed dwelling
 - Two units (HT04) as three-storey 4-bed dwellings with dormers
 - Two units (BT01) as a single-storey 1-bed bungalow
- Provision of approximately 27 parking spaces
- Provision of access from Charles Street/Hardwick Close
- Associated landscaping and the provision of outside private amenity space for each house.

6. Planning Policy

6.1. In determining the application the most relevant planning policy documents include the following:

- National Planning Policy Framework (NPPF)
- Barnsley Local Plan (Adopted 2019)
- Designing New Housing Development SPD
- Open Space Provision on New Housing Developments SPD

6.2. Sustainable Development

6.2.1. The NPPF states in Paragraph 14 that at the heart of the document is a presumption in favour of sustainable development, which should be seen as a 'golden thread' running through both plan-making and decision-taking. It is established that: "For decision taking this means: approving development proposals that accord with the development plan without delay".

6.2.2. In the case of this application this is relevant to a number of potential constraints to development on the site that are reflected in both local and national policy. These include the relationship any proposed development would have with the adjacent sites and uses (given the close proximity of the dwellings to their boundaries) and the impact on the surrounding highway network. This report will discuss these issues and it will prove that such constraints can be overcome by these proposals

which, as such, are in accordance with both national and local policy including the adopted Core Strategy and the policies of the UDP that are consistent with the NPPF.

- 6.2.3. As it is the case that the development proposals accord with the local development plan, it can therefore be asserted that, in line with the NPPF's presumption in favour of sustainable development, they should be viewed favourably.
- 6.2.4. In addition to this policy reasoning, it is evident that the proposal site falls within a sustainable location, within walking distance of the various services, amenities and public transport options that are presented by being close to the A61. The proposed development would not only be able to benefit from and take advantage of these services but would also contribute to their vitality, continued future presence and the vibrancy of the local community. It is therefore clear that the proposals will have a positive economic and social benefit to the area, two of the three dimensions of sustainable development as outlined in Paragraph 7 of the NPPF.
- 6.2.5. Furthermore, the proposal is on a brownfield site and the NPPF makes it clear that the development of land in this matter is a significant priority. This is further enhanced by Objective 4 of the Core Strategy which calls for the efficient use of land and infrastructure by utilising previously developed land.
- 6.2.6. The development of the site is therefore asserted to be sustainable in all areas outlined by the NPPF; socially, environmentally and economically. The proposals will yield significant benefits on these fronts by the transformation of a site that has been vacant for a number of years and currently makes little contribution to its locale, to one that will significantly enhance and potentially revitalise the area.

6.3. Principle of Residential Development

- 6.3.1. The site falls within a housing area as defined by the Local Plan Maps and the current use as a bakery is largely an exception to the wider area which is predominantly residential with small pockets of retail and community uses. As such it is thought that the residential development of the site is acceptable in principle subject to the aforementioned issues over access, layout, overlooking and amenity.
- 6.3.2. However, it is acknowledged that the proposals would see the loss of an employment generating use and therefore, as stated under the pre-application enquiry section, this loss would need to be justified in order to comply with Policy E4 of the Local Plan. In the first instance, the bakery has operated from the current location since 1954, gradually expanding

to the layout seen today. In that time, the surrounding area has seen numerous developments to the point where the site is now bounded on all sides where once it was relatively open. This encroachment by residential uses and the growth in the wider area has meant that the once favoured location on the edge of Worsborough now restricts the future growth of the business. Limited space for new equipment and facilities and difficulty with deliveries due to the access arrangements all limit the functionality of the business. As such, this is the principle reason for the business moving elsewhere.

6.3.3. As previously stated, A and E White's Bakery has operated in Barnsley since 1934 and that heritage is something that the owners wish to retain. Discussions have been held with the Enterprising Barnsley Team to find a more suitable local site that can facilitate the future expansion plans and provide modern purpose built facilities. The long term benefits of such a move would enable productivity to increase and additional investment into new and improved machinery to consider other production lines than can currently be accommodated. Overall, the business has invested over £350,000 in new machinery and facilities; the potential expansion onto a new site could see the level of investment double should forecasts continue to be positive.

6.3.4. Furthermore, there are currently 39 members of staff employed by the business and all but two live within a 4 mile radius and inside the Borough. It is therefore not in the interest of the business to relocate to another authority area and a relocation within Barnsley would safeguard all 39 jobs. In addition, it is expected that with room to expand the facilities and the additional production capacity this will introduce, a further 10 jobs are possible.

6.3.5. Given the above, and given the fact that the additional land value provided through a successful planning permission will allow the business to relocate to purpose built facilities, it is considered that the loss of the employment land is outweighed by the benefits. The wider borough will still retain the same level of jobs with the potential for further in the future. Notwithstanding this it is worth mentioning that the loss of employment land did not form a previous reason for refusal and as such it is still considered to be the case.

6.4. Highways & Access

6.4.1. The previous application, determined in 2015, sought access from Park Road (A61) and this was considered acceptable by the Council despite being refused overall. However, in the proposed site layout it is intended to take access from Charles Street which itself takes access from Hardwick Close. This would involve the stopping up of the existing access to the bakery and the creation of a new access together with an

adoptable standard road. There would also be the creation of a shared private drive for plots 4, 5, 6, 7 and 8 in the south-east of the site. It is considered that access from Hardwick Close would be more suitable for a development of this size and would avoid creating new access onto Park Road (A61) on a stretch of road that already has a high number of turnings and therefore can be busy at peak times.

6.4.2. Feedback from the highways department was limited during the pre-application enquiry however no objections were raised. Guidance states that no more than five dwellings can be served off a private drive, which is now the case under the proposed plans. In addition, it was stated that 2-bed units would require one parking space, with 3-bed or more units requiring two spaces; this would require a total of 33 spaces for the 20 dwellings proposed. Whilst it is acknowledged that the proposals only include 27 spaces it is anticipated that the shortfall of six spaces would not be detrimental to highways safety. In part this is due to the low level of cars parked on-street in the area currently and due to the fact that the site is a cul-de-sac where there is no through route and speeds will be low. As such, on-street parking will not impact on the low level of traffic generated from the development.

6.4.3. In addition to the above, the proposed density of the scheme is considered to be acceptable. The size of the site is approximately 0.55 hectares with 20 dwellings proposed, resulting in an approximate density of 36 dwellings per hectare (dwph). The proposed development is a reduction of three units from the previously refused scheme and, given that density did not constitute a reason for refusal it is considered that the proposed density is acceptable. Further evidence of this can be seen by the fact that density was not an issue raised during the pre-application stage.

6.5. Design, Layout & Amenity

6.5.1. As mentioned previously, the feedback received during the pre-application enquiry provided a detailed response on the design and layout of the proposed dwellings. Under the plans submitted at the time, there were a limited number of house types proposed and the designs were basic. Concerns were raised by the case officer over the regimented run for plots 7-14, the location of the bungalows and the amount of hard landscaping across the site. Overall it was stated that the development lacked cohesion.

6.5.2. Following these comments, the proposals have been redesigned to incorporate five house types and softer landscaping treatments. The design of the houses, particularly HT01 and HT04, has also been modernised to provide a high quality design that adds variety to both the development itself and the wider area. Policy D1 of the Local Plan

'High Quality Design and Place Making' states that new developments "must respect, take advantage of and reinforce the distinctive local character and features of Barnsley". This includes the topography, landscape character, views and townscape character of each locality. In this instance, the area around the site features a number of different house types including traditional terrace cottages, post-war housing and a more modern housing development. Each type has a distinctive character, for better or worse, and leads to there being a lack of overarching character in the area.

- 6.5.3. In addition, Policy D1 states that developments should "help to transform the character of physical environments that have become run down and are lacking in distinctiveness". Whilst the area itself is not run down per se, the site, and particularly the landscaping, is. It is therefore considered that the proposal will enhance the character of the physical environment in this regard. Furthermore, the modern house types will provide the area with a distinctiveness that it currently lacks due to the high number of house types. It is therefore considered that the proposals comply with these elements of Policy D1.
- 6.5.4. Notwithstanding the above, it is noted that the pre-application feedback stated that the proposed dormer windows were an alien feature to the area and contrary to the SPDs. However, it is argued that an alien feature is not necessarily detrimental to the surrounding area – particularly in an area where no overarching built form is present. Instead it is considered that the dormers, being flush with the external walls and not set within the roof plane, create a distinctive and modern design in accordance with Policy D1 and Chapter 12 of the NPPF.
- 6.5.5. One of the key constraints the site faces when designing any new scheme is the impact of the adjacent properties that back onto the site and have the potential to cause overlooking or be overlooked. To assess this impact, a site analysis was undertaken and submitted during the pre-application enquiry which led to the 'L'-shaped design show on plan. Under the proposals, the only dwellings that encroach into this 21 metre stand-off distance are the two bungalows to the north of the site. The fact that these are single storey minimises the impact of these on those existing dwellings to the north whilst maintaining their own level of privacy. Added mitigation also comes from the difference in levels between the two sets of properties which means overlooking is near impossible. As a result, despite the awkward and enclosed nature of the site, the proposed scheme leaves very little opportunity for overlooking and loss of amenity. The location of 1B Charles Street also poses a threat to the rear gardens of plots 17 and 18 however the location of the proposed parking spaces immediately adjacent will minimise this impact.

6.5.6. Further comments were made over the parking layout and location of the turning head and the view termination towards 1B Charles Street. Whilst it is acknowledged that this situation is not ideal, the size and layout of the site offers no other alternative than to end the adopted road with a turning head and the rear boundaries of plots 17 and 18. Additional planting and alternative landscaping treatments have been added since the pre-application enquiry and it is considered that the layout is now acceptable. With regards to parking, a balance has been struck between the required number of parking spaces (33) and the visual amenity of the scheme. It is considered that the provision of additional spaces, whilst possible, would have a detrimental impact on the streetscene and they have therefore not been included.

6.6. Other Issues

Greenspace

6.6.1. All residential developments of 20 units or more are required to provide green space as part of the proposals. In addition, the pre-application feedback acknowledged a deficiency of open space within Worsbrough neighbourhood. However, given the size and layout of the site it is clear that no quality or usable green space can be provided. Instead it is acknowledged that the Council will likely seek a financial contribution towards either improving an existing off-site space or the creation of a new one.

Affordable Housing

6.6.2. Under the previously refused scheme, one of the reasons for refusal was over the lack of an affordable housing provision with insufficient viability evidence having been submitted. The Council's current affordable housing requirement for Worsbrough is 15% and this would equate to three on-site units. It is the intention to challenge the required contribution and as such please see the submitted Viability Assessment produced by Broadfield PM.

Drainage & Flood Risk

6.6.3. The other issue that impacts the site is the location of Snape Sike which follows the southern boundary of the site and requires an exclusion zone of at least 3 metres. As per the overlooking issues, the impact has been assessed on the 'Site Analysis' plan submitted as part of the pre-application enquiry. As shown, whilst Snape Sike does run for the majority of the southern boundary, the impact of the required stand-off distance is relatively limited. In the previous application which was refused it was proposed to culvert the stream which subsequently formed one of the reasons for refusal. As a result, under the proposed scheme, the stream will not be culverted and it will lie below the dwellings and so not cause a threat nor increase the likelihood of flooding in the future. A Flood Risk Assessment has been carried out by KRS Environment.

7. Conclusion

- 7.1. This report has been produced in support of the full planning application for 20 dwellings and associated landscaping, parking and access. It has discussed the key constraints of the site and proven how they can be successfully accommodated.
- 7.2. It is considered that development of the site is acceptable in principle and that the layout and house types proposed are acceptable. Furthermore, the site is currently underused and much of the site is in a poor state. It would therefore benefit the immediate and wider areas for the site to be developed so that it can contribute to the local economy and provide vital housing.
- 7.3. In addition, whilst the proposals will result in the loss of an employment site, the business is relocating to elsewhere in the borough and the move will safeguard all existing jobs. It is therefore considered that the loss of employment land in the local area is outweighed by the positives found in a relocation to expand the business.
- 7.4. It is therefore evident that the proposals comply with all the relevant planning policies and, on balance of all material planning considerations, should be viewed favourably. It is therefore requested that the application be approved without delay.