

July 2013

**Land off Hartcliff Road, Penistone**

**Planning Policy Statement for the  
Construction of up to  
159 Dwellings and Associated Works**

Prepared By:  
Persimmon Homes (West Yorkshire)  
3 Hepton Court  
York Road  
Leeds  
LS9 6PW

---

---

## Contents

<b>Section</b>	<b>Page Number</b>
1.0 Introduction .....	1
2.0 Site Description .....	2
3.0 The Proposed Development .....	3
4.0 Planning Policy Review .....	4
5.0 Housing Land Supply and Housing Market Assessment.....	12
6.0 Planning Assessment.....	14
7.0 Conclusions.....	20

---

---

## 1.0 Introduction

1.1 This Planning Policy Statement has been prepared to support a planning application for:

**Detailed planning application for the erection of 159 residential units, public open space, landscaping, access, parking and ancillary works.**

1.2 As highlighted above, the overall proposals seek full permission for the construction of up to 159 dwellings at land off Hartcliff Road, Penistone (“the site”).

1.3 This statement describes the application site before identifying and examining the issues relevant to the residential application, referring to both the relevant development plan and the advice of Central Government. In seeking to establish whether the proposed use is appropriate, particular regard has been given to the statutory development plan and the National Planning Policy Framework. The application is supported by the following documents and plans:

- Application form and certificates
- Design and Access Statement
- Planning Policy Statement
- Transport Assessment
- Air Quality Assessment
- Building for Life Assessment
- Sustainability Statement
- Ecological Study
- Bat Report
- Flood Risk Assessment/ Drainage Strategy
- Noise Impact Assessment
- Statement of Community Involvement
- Tree Survey
- Topographical Survey
- Site Location Plan
- Site Layout Plan
- Scheme Plans

---

## 2.0 Site Description

- 2.1 The site comprises approximately 4.87 hectares of land, situated to the south of Schole Hill and west of Clarel Street, Penistone, Barnsley.
- 2.2 The site is situated close to Penistone Town Centre (under 1.0km to the east) and on the western edge of the existing urban area, within the settlement boundary. The site adjoins a well established part of Penistone which is primarily residential in nature.
- 2.3 The site is generally flat with few notable features. It is currently in agricultural use and the field boundaries are marked by well established hedgerows and stone walls.
- 2.4 The site rises from Hartcliff Road/Chapel Lane by 2.5m. Once the initial gradient from Hartcliff Road is achieved the site is relatively flat and topography is not an issue.
- 2.5 There is a lack of tree cover, other than an established cluster of trees in the south east corner of the site which the proposed development would seek to retain. A public footpath runs east to west across the site. There is a small single storey farm store located towards the southern end of the site.
- 2.4 The site is bounded to:-
- The north by Schole Hill Lane, a stone wall and self set trees and shrubs.
  - The east by residential properties.
  - The south by Hartcliff Road.
  - The west by a well established hedgerow.
- 2.6 A public right of way running east to west dissects the central part of the site.
- 2.7 To the north east and east of the site are the established residential areas of Clarel Street, Chapel Field Lane and St. John's Close. The residential properties bordering the south east of the site are older and set in well established grounds.
- 2.8 As the site is located on the fringes of the urban area further areas of agricultural land and several working farms can be found to the north and west.
- 2.9 The site is located in a highly accessible location with a regular provision of bus routes running in close proximity. The nearest bus stops are located only a short distance (less than 5 minutes walk) to the east of the site on Chapel Field Lane. Bus service 21 connects to Dodworth, Silkstone and Barnsley where additional public transport services are available. In school term time, this service also provides a connection to Penistone Grammar School to coincide with the start and finish times at the school.

---

## **3.0 The Proposed Development**

- 3.1 This statement accompanies a full planning application for residential development. The Design and Access Statement and submitted plans show how the site's physical and policy context have been fully considered and respected as part of the proposals.
- 3.2 In summary, the submitted drawings demonstrate how the proposed residential development can be accommodated on the site. The main site access is proposed via a new access from Hartcliff Road with internal access roads to be provided. Retaining structures will be used where Hartcliff road levels meet the proposed site entrance.
- 3.3 The layout shows a variety of housing types of varying sizes, all with parking facilities and private gardens. In total the layout shows 159 dwellings, with a mix of two, three and four bedrooms. Twelve 1 storey 2 bed bungalows are also proposed. All other dwellings would be 2 and 2.5 storeys in height and would respect the existing dwellings in the locality in terms of design.
- 3.4 Along the central corridor of the site is an area of Public Open Space (POS). It is anticipated this area will predominantly be grassed to provide space for children to play and therefore shrub planting would be restricted to peripheral locations. This will provide an attractive area of POS. The public open space will be overlooked by a number of proposed dwellings which will provide natural surveillance of this area.

---

## 4.0 Planning Policy Review

### National Planning Policy Framework

- 4.1 The NPPF is a material consideration for all planning applications. For Development Plans such as the Barnsley UDP which were adopted prior to 2004, “due weight should be given to relevant policies in existing plans according to their degree of consistency with the framework”. This Statement will therefore assess the extent to which UDP policies are consistent with the NPPF and ultimately the weight that can be afforded to them.
- 4.2 The National Planning Policy Framework (“NPPF”) was published in March 2012 and replaces virtually all previous national guidance. The introduction to the document confirms it should be a material consideration in the determination of planning applications.
- 4.3 The NPPF is clear there should be a presumption in favour of sustainable development where there is no conflict with the development plan.
- 4.4 The NPPF sets out 12 key principles which planning should seek to adhere to. These include:
- Proactively drive and support sustainable economic development to deliver the homes and thriving places the country needs;
  - Seek to secure high quality design and a good standard of amenity for all existing and future occupiers of land and buildings;
  - Encourage the effective use of land by reusing land which has previously been developed; and
  - Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.
- 4.5 In respect of decision-taking, the NPPF states that “proposed development that accords with an up-to-date Local Plan should be approved”.
- 4.6 Paragraph 32 addresses transport and states all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:
- The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure.
  - Safe and suitable access to the site can be achieved for all people; and
  - Improvements can be undertaken within the transport network that cost effectively limits the significant impacts of development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 4.7 The NPPF sets out guidance on a number of different themes, some of which are relevant to the proposed development. In relation to housing the document states

---

there is a requirement for local authorities to have a five year supply of deliverable housing sites (paragraph 47).

- 4.8 Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development. For the purposes of the presumption in favour of sustainable development, paragraph 49 goes on to say that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.
- 4.9 The document goes on to state there is a need to deliver a wide choice of high quality homes in order to create sustainable, inclusive and mixed communities (paragraph 50).
- 4.10 The NPPF also considers design matters and states the Government attaches great importance to the design of the built environment (paragraph 56). As such developments should function well and add to the quality of an area, as well as optimising the potential of the site to accommodate development. Developments should also be visually attractive and create safe and accessible environments (paragraph 58).
- 4.11 The NPPF also considers sustainability matters and states new development should take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption (paragraph 96).
- 4.12 Finally, the NPPF sets out guidance on pre-application engagement stating early engagement has the potential to improve the efficiency and effectiveness of the planning application system for all parties (paragraph 188). The guidance goes on to reinforce the need for applicants to engage with the local community before submitting applications as the more issues which can be resolved at the pre-application stage, the greater the benefits (paragraph 190).

## **Development Plan**

- 4.13 The Development Plan is formed by the Barnsley Unitary Development Plan (saved policies), the Barnsley Core Strategy and the Barnsley Education Sites Development Plan Document (DPD).

### **Barnsley Unitary Development Plan**

- 4.14 The UDP was adopted in the year 2000. The National Planning Framework was brought into force on the 27<sup>th</sup> March 2012, and takes precedence over out-of-date or incomplete local development plans. In such cases planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in the Framework indicate development should be restricted.
- 4.15 In addition to some of the policies being saved, the allocations also remain in place until such a time as the Development Sites and Places DPD has been adopted.

- 
- 4.16 The site is identified on the 'saved' UDP Proposals Map as 'Safeguarded Land' located within the settlement boundary of Penistone (Ref: PEN10). Policy GS10 addresses areas shown as safeguarded land on the proposals map and states that planning permission for the permanent development of such land will only be granted following a review of the UDP which proposes that development on the land in question. The land in question would not result in the need to amend the Green Belt boundary and would provide much needed new housing consistent with the aims and objectives of the adopted Core Strategy.
- 4.17 Policy H8a which deals with residential amenity states the scale, layout, height and design of all new dwellings proposed within the existing residential areas must ensure the living conditions and overall standards of residential amenity are provided or maintained to an acceptable level both for new residents and those existing, particularly in respect of the levels of mutual privacy, landscaping and access arrangements.

### **Barnsley Core Strategy**

- 4.18 The Barnsley Core Strategy was adopted in September 2011 and along with other documents published as part of the Local Development Framework will replace the UDP. There are a number of policies within the document which are relevant to the proposed development and these are set out below.
- 4.19 The application site lies within the area defined within the Core Strategy as a 'Principal Town in Barnsley'. Policy CSP8 of the Core Strategy states that priority will be given to development in Urban Barnsley and Principal Towns. Furthermore, it identifies Principal Towns such as Penistone as a priority for development and the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.
- 4.20 Policy CSP1 sets out how the LPA will deal with climate change and states development will be expected to reduce and mitigate the impact of growth on the environment and carbon emissions ensure existing and new communities are resilient to climate change and increase the efficient use of resources through sustainable construction techniques and the use of renewable energy. The policy goes on to state the LPA will take action to adapt to climate change by giving preference to development of previously developed land in sustainable locations, locating and designing development to reduce the risk of flooding and promoting the use of sustainable drainage systems
- 4.21 Policy CSP2 sets out the requirements to secure sustainable construction and states development will be expected to demonstrate how it minimises resource and energy consumption and how it is located and designed to withstand the longer term impacts of climate change. The policy goes on to state all new dwellings will be expected to achieve at least a level 3 rating under the Code for Sustainable Homes or equivalent.
- 4.22 Policy CSP3 states all development will be expected to use Sustainable Drainage Systems ("SuDS") and only in exceptional circumstances, where it can be

---

demonstrated that all types of SuDS are impractical, will other drainage management systems be permitted.

- 4.23 Policy CSP4 requires site-specific Flood Risk Assessments (FRAs) for proposals over 1 hectare in Flood Zone 1 and all proposals in Flood Zones 2 and 3.
- 4.24 Policy CSP5 deals with the requirements for including renewable energy in developments and states all development of 10 or more dwellings will be expected to incorporate decentralised, renewable or low carbon energy sources and other appropriate design measures sufficient to reduce the development's carbon dioxide emissions by at least 15% for applications submitted up to 2015.
- 4.25 Policy CSP8 states that priority will be given to development in Principal Towns including Penistone.
- 4.26 Policy CSP9 deals with the number of new homes to be built and confirms the Council will seek to achieve the completion of at least 21,500 net additional homes during the period 2008 to 2026. Policy CSP10 confirms a minimum of 1,100 of these dwellings will be located within Penistone.
- 4.27 Policy CSP14 deals with the housing mix and efficient use of land and states housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population.
- 4.28 Policy CSP15 deals with affordable housing and states housing developments of 15 or more dwellings will be expected to provide affordable housing. Within the Penistone area 25% of the overall development must be for affordable housing.
- 4.29 Policy CSP25 deals with new development and sustainable travel. New development will be expected to be located and designed to reduce the need to travel as well as being accessible to public transport and meet the needs of pedestrians and cyclists. The policy goes on to state, travel plans should be provided in accordance with national guidance.
- 4.30 Policy CSP26 highlights that new development will be expected to be designed and built to provide safe, secure and convenient access for all road users.
- 4.31 Policy CSP29 sets out design principles and states high quality development will be expected, that respects, takes advantage of and enhances the distinctive features of Barnsley. Developments should also contribute to place making and be of a high quality that contributes to a healthy, safe and sustainable environment as well as enabling all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people. The policy also states that residential developments of ten or more dwellings should score a minimum of a 'good' rating in the Building for Life Assessment.
- 4.32 Policy CSP33 addresses green infrastructure and states the network of green infrastructure will be secured by creating new open spaces as part of new

---

development, and by using developer contributions to create and improve green infrastructure.

- 4.33 Policy CSP35 covers green space and states the loss of such areas will only be permitted if an appropriate replacement green space of at least an equivalent community benefit, accessibility and value is provided in the area which it serves.
- 4.34 Policy CSP36 addresses biodiversity and geodiversity and states development will be expected to conserve and enhance the biodiversity and geological features of the borough by protecting, maximising and conserving biodiversity and geodiversity opportunities in and around new developments.

### **Other Material Considerations**

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

- 4.35 The Supplementary Planning Document - Open Space Provision on New Housing Development ("the SPD") was adopted in March 2012 and supplements Policy CSP35 of the Core Strategy.
- 4.36 The document confirms a minimum of 15% of the gross site area must be open space of a type appropriate to the character of the site, its location and the layout and nature of the new housing and adjoining land uses.
- 4.37 The SPD sets out three types of green space which will be required and these are set out below:
- Equipped children's play areas – for over 100 houses, provision will generally be required on site.
  - Informal play space and informal landscape areas – for over 40 houses provision should be made on site.

---

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

- 4.38 The Supplementary Planning Document – Designing New Housing Development (“the SPD”) was adopted in March 2012 and supplements Policy CSP29 of the Core Strategy.
- 4.39 The SPD confirms the need for the layout and design of new housing to complement existing housing in the locality. The document also provides guidance on the spacing standards, streets and landscaping.

## **South Yorkshire Residential Design Guide**

- 4.40 The South Yorkshire Residential Design Guide (January 2011) is intended to provide a clear and consistent approach to design in the development management process that will result in higher quality neighbourhoods and efficiency savings for developers. The guide is to be used by the four South Yorkshire local authorities to support their assessment of proposals. It incorporates both their planning and highway responsibilities.

## **Emerging Local Development Framework**

### **Development Sites and Policies DPD**

- 4.41 Barnsley Council is in the process of preparing the Development Sites and Policies DPD. This document will identify sites and allocations, site specific policies and criteria based policies. Specifically it will ensure that the requirements set out in the Core Strategy, including housing requirements can be met. In this context, this document will supersede most of the remaining saved policies of the Local Plan, including UDP Policy BA11.
- 4.42 A Development Sites and Policies DPD: Consultation Draft was published for consultation in July 2012. This draft identified the application site as a proposed housing allocation (Ref. No. PEN10), comprising 4.87 ha with a potential yield of 185 dwellings. However, the document also notes that the site is capable of delivering an element of low density housing.
- 4.43 The following policy guidelines are set out in relation to the application site:  
“The development must:
- Demonstrate that the site can be adequately accessed and that any access and road layouts will enable the development of the entire site.
  - Retain hedgerows and mature trees and preserve the area of woodland on the south east border of the site.
  - Protect and improve the tracks around the periphery of the site and ensure pedestrian linkages are provided through the site allowing access to the countryside from established residential areas This site is currently identified as being capable of delivering an element of low density housing.

---

### **Growing Barnsley Economy (2012 – 2033)**

- 4.44 The recent Growing Barnsley Economy (2012 -2033) report highlights a number of key priorities for the Borough's economic strategy, along with a line of issues the Council and its partners must embrace if the borough is to achieve significant and lasting change in the economic performance of Barnsley.
- 4.45 The NPPF makes clear that the Government is committed to securing economic growth in order to create jobs and prosperity (paragraph 18).
- 4.46 It is stated in paragraph 19 of the NPPF that the planning system should ensure it does everything it can to support sustainable economic growth. Furthermore, planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.
- 4.47 In developing the Economic Strategy Paragraph 5.6 of the report highlights that in partnership with key public and private sector players:
- Facilitate a major drive to create more jobs, stimulate new enterprise and grow existing businesses to diversify the economy;
  - Enable local Barnsley residents to access new enterprise and employment opportunities through targeted programmes;
  - Maintain a continued focus on the development of Barnsley Town Centre;
  - Create the conditions for growth and prosperity;
  - Through the spatial planning process by creating major employment hubs, appropriate housing mix and critical transport links to foster economic growth;
  - By developing our Visitor Economy, exploiting and developing Barnsley visitor attractions and natural landscape as assets to boost the economy;
  - By developing innovative investment partnerships and vehicles with the private sector to help realise the Borough's economic ambitions.
- 4.48 Para 5.14 highlights ***Barnsley's strategic approach to housing*** highlighting that housing plays a key role in both stimulating and supporting economic growth, stating that *"moving forward the Council will need to make a significant quantum leap in shifting the emphasis towards working with land owners and developers and focussing its efforts on greater collaboration with the private sector in securing the right housing mix, which positively contributes to making the Borough a more prosperous"*. It goes onto say that *"The sites and Places DPD will not only need to identify suitable sites to achieve the appropriate housing mix, but the Council will also need to work more collaboratively with the private sector to create the housing mix which meets the future requirements of the Borough. Changing our approach to achieving the right housing mix for the future, may also include possible review of the policy on Greenbelt in respect of executive housing."*

---

## Summary

### **In summary a review of the relevant national and local Policy has revealed that:**

- The Core Strategy confirms that Penistone is a key focus for development and housing delivery. The application proposals will therefore contribute to meeting this aim.
- The UDP identifies the site as “Safeguarded Land”, with the purpose of this designation being that sites covered by this allocation will need to be reviewed to meet future development needs through a revised plan (such as the new Local Plan the Council are currently in the process of preparing).
- The UDP was adopted prior to 2004 and therefore the NPPF directs that weight should only be afforded to its policies where they are consistent with the NPPF. No weight should therefore be attached to the Urban Land to Remain Undeveloped policy in this instance.
- Paragraphs 47 and 49 of the NPPF require local planning authorities to identify a 5 year supply of deliverable housing sites. The Council does not have a five year housing land supply. Paragraphs 14 and 49 of the NPPF direct that, in such circumstances, relevant policies for the supply of housing in Barnsley should not be considered up to date.
- The emerging Development Sites and Policies DPD identifies the application site as a suitable and sustainable housing site, and proposes that it is allocated for housing. The NPPF requires that housing applications should be considered in the context of the presumption in favour of sustainable development. As the Council do not have a 5 year supply of deliverable sites, policies which restrict housing supply should be considered out of date and sustainable proposals for housing should be approved without delay.

---

## 5.0 Housing Land Supply and Housing Market Overview

- 5.1 The borough's population is growing significantly and new housing is needed to meet the housing needs of existing and future population (The Office for National Statistics (ONS) 2008 Population Projections for Barnsley).
- 5.2 The Core Strategy sets out a requirement of 21500 new homes (net) for the period 2008-2026. Policy CSP 9 states '*We will seek to achieve the completion of at least 21500 net additional homes during the period 2008 to 2026*'.
- 5.3 The SHLAA (2009 update) and commitments (completions, under construction or with planning permission) identify deliverable sites to provide 22440 new homes net to meet the Core Strategy requirements of 21500 new homes net.
- 5.4 A five year supply of deliverable sites is to be maintained at all times. The Strategic Housing Land Availability Assessment (SHLAA) forms part of the evidence base of a deliverable supply of housing sites.
- 5.5 Much hinges on the capacity of the local house building industry and the willingness of developers and land owners to release land where such development is permitted. The health of the housing market and the availability of finance make their own contributions to the rate of new housing development.
- 5.6 In a recent appeal decision in Barnsley (Mapplewell Appeal Ref. No. APP/R4408/A/10/2138041/NWF) the Inspector concluded that "*a 5 year supply of deliverable sites has not been demonstrated*". In this context, UDP Policy BA11 is not considered to be up to date and no weight should be attached to it in determining this planning application.
- 5.7 The distribution of the new housing is set out in policy CSP10 which places a requirement for a minimum of 1100 new homes to be delivered in Penistone over the plan period.
- 5.8 The NPPF does not establish a requirement that local authorities should set policies to specify market dwelling size requirements, particularly where this is not supported by an objective assessment of local housing demand. The NPPF refers to the identification of the size, type, tenure and range of housing required at particular locations reflecting local demand to assist with delivering a 'wide choice of high quality homes'. To ensure that local demand is met market mix proposals will need to be the subject of negotiation, having regard to developer preferences based on marketing experience.
- 5.9 Settled local policy within the Core Strategy does not specify a market housing mix requirement in respect of housing development at particular locations such as Penistone, or refer to Penistone as a location in need of regeneration. The Core Strategy specifies a minimum 40 dwelling per hectare density on new developments unless robust evidence justifies a departure from this.

- 
- 5.10 As highlighted in Barnsley Housing Needs, Markets and Affordability Assessment Update: The Council's Strategic Housing Market Assessment (SHMA, 2008) confirms that the Penistone housing stock is very balanced across a number of property types including detached, semi-detached, terraced and bungalow housing.
- 5.11 Paragraph 4.77 of the SHMA states that demand is greater than supply in most sub-areas, but most acute in Penistone, Barnsley West, and Barnsley Central (in order of significant pressure on stock first).
- 5.12 It is suggested by SHMA Update data that Penistone has remained an affluent area containing more high income households than other areas in the Borough despite that a range of new build housing (as opposed to delivery focussed on low density housing) having been delivered in previous years. In addition, Census data for the Penistone settlement suggests that the dwelling type profile has not altered significantly over the last 10 years, with Penistone containing a higher proportion of detached and four bedroom and larger dwellings in 2011 than across the Borough as a whole.
- 5.13 Within Penistone there is a high proportion (73.4%) 3-4 Bed and the highest proportion of 5+ beds (5.1%) (SHMA 2008, page 75) within Barnsley. Across most of the Borough there is a noticeable demand for smaller dwellings, most acute in Penistone and Barnsley West. Demand for two and three bedroom stock exceeds supply in most areas. This, coupled with our own housing market assessment work, demonstrates that it is imperative that to meet the needs of the housing market, 2, 3 and 4 bed homes should represent the majority, if not all, of the homes on site.
- 5.14 The Penistone sub-area is not suggested on the basis of the available evidence to require local authority intervention (to ensure a strong housing market and good economic prospects) by way of specifying the mix of market housing to be provided – the area apparently already enjoys these characteristics within the context of the existing mix. The SHMA Update confirms the housing market in the area is balanced, and that across the Borough as a whole a review of job growth does not suggest an alteration in the mix of housing currently provided to be necessary.
- 5.15 The SHMA Update does not recommend a specific proportionate requirement in respect of market housing mix, but it is apparent that the application site market housing mix proposals for a mix of two, three and four bedroom homes in Penistone aligns with the market housing demand / supply pressures concluded within both the 2005 HNA and the SHMA Update, whilst having regard to up to date information in respect of the existing dwelling profile in the Penistone area.
- 5.16 In view of the available evidence within the SHMA Update it would be entirely appropriate for market housing proposals in respect of housing developments within the Penistone sub-area to comprise of a mix of two, three and four bedroom homes – this would assist with addressing the key market housing demand supply pressures identified within the Council's evidence base and with ensuring the continuing role of Penistone as an affluent well balanced housing market attractive to worker in-migrant and wealthy commuter households, thus inputting economic growth to the wider Borough and Housing Market Area.
-

---

5.17 In respect of housing delivery we comment as follows:

- Available: The site is available for development now.
- Suitable: As the site is located within close proximity to key services such as shopping facilities, education, health care, recreation facilities and public transport. We have demonstrated that the site is capable of being suitable for new residential uses. There are also no obstacles of a technical, physical or environmental nature to prevent the development of this site.
- Achievable: The site is under the control of a major and well financed national house builder, as such development of the scheme could take place immediately.

5.18 There are no physical, technical or environmental constraints preventing the delivery of this site whilst residential development will also seek to maintain and enhance any biodiversity of interest.

5.19 The development of new homes in Penistone is supported by the adopted Core Strategy. It would assist the Council in meeting its five year housing requirement and provide affordable housing in accordance with the Council's policy requirements.

5.20 The site represents an obvious location for a sustainable extension to Penistone as it is well related to existing residential uses, is located within the settlement boundary and does not require the release of any Green Belt land.

5.21 The 'Growing Barnsley Economy' report requires new housing to meet the needs of executives, to assist with the Council's economic growth strategy. The work undertaken in formulating this application makes it clear, that the needs of executives will be met through the provision of well designed housing scheme with high quality landscaping, within this location.

5.22 It is also important to note that the average household size continues to fall and demand for modest family 2 and 3 bedroom properties is on the up. High quality, new homes of the kind that Persimmon are promoting through this application, will meet the demand for executives within what is seen as a strong housing market area with strong residential values. In essence, the quality of the end product, rather than its size, will ensure that the needs of a range of 'executives' are met within this development.

---

## 6.0 Planning Assessment

### Principle of Development

- 6.1 The development of the site will help meet the housing requirements set out in the Core Strategy (Policies CSP9 and CSP10).
- 6.2 The site is also identified within the Development Sites and Places DPD as a draft housing allocation (Ref: PEN10).
- 6.3 The site is currently allocated as “safeguarded Land”. At the time of adopting the UDP (2000) it was envisaged that within 6-8 years this document would be replaced by a new Local Plan. Safeguarded sites were therefore to be the first port of call for new housing allocations. Clearly the preparation of this new plan is not yet complete. Whilst the saved policies of the UDP remain in force, greater weight is now offered to the NPPF and the need for sustainable housing development. Safeguarded sites are therefore required to help meet the Borough’s housing need, where these sites accord with the NPPF.
- 6.4 It is therefore considered the principle of residential development on this site has been demonstrated and is considered acceptable subject to more detailed considerations. We address these in further detail below.
- 6.5 In addition to this, the proposed development would help to create a sustainable community and provide additional dwellings to meet the housing needs. The scale of development is appropriate to the site’s location and also in accordance with the requirements of the Development Sites and Places DPD which will help maintain the Penistone’s position within the Barnsley settlement hierarchy.
- 6.6 The proposals also accord with the national guidance set out within the NPPF and the site’s emerging allocation in the Development Sites and Places DPD.

### Affordable Housing

- 6.7 As required by Policy CSP15 of the Core Strategy there is a requirement for 25% affordable housing to be provided within Penistone.
- 6.8 The scheme accords with policy CSP15. An appropriate mix is proposed in accordance with discussions with the Affordable Housing Officer. 28 affordable units are proposed ranging from 2 storey 2 bed houses to 1 storey 2 bed bungalows. 12 bungalows are proposed, with each bungalow the equivalent plot size of two affordable units, which is equivalent of 24 affordable units. This approach was agreed with officers at the Council prior to the submission of this application.

---

## Design

- 6.9 The Design and Access Statement which accompanies this application, provides details of the design of the scheme. The layout plan submitted as part of the planning submission demonstrates how development will be accommodated on the site and how this fits within the character of the local area.
- 6.10 The proposed residential element provides 159 dwellings. This comprises 2, 3, and 4 bedrooms with dedicated off street parking and private gardens. The proposed houses are terraced, detached and semi-detached with a number of bungalows, providing a mixture of housing types at a density similar to the surrounding area.
- 6.11 The desire for 'executive' homes has been expressed through the Council's report on 'Growing Barnsley Economy' (2012). The work undertaken to inform the site layout and housing mix has included detailed review of the SHMA, and the provision of an updated Housing Market Assessment by Pioneer, on behalf of Persimmon. The result of this work was the conclusion that the needs of executives within Penistone are best met through new high quality 2-4 bedroom homes within a landscaped setting. Household sizes are falling nationally, and Penistone itself already benefits from a high percentage of 5 bedroom homes. IT is our firm belief that the homes offered through this scheme, within the proposed landscaped setting, best meet the needs of executives and the local housing market for Penistone.
- 6.12 Overall the scheme provides active street frontages created by the proposed dwellings. The layout includes both public and private amenity space for residents, which is carefully balanced with the provision of parking for all users of the site. However the layout ensures that the parking of cars will not be the dominant feature within the site.
- 6.13 In light of the above it is considered the proposed development is in accordance with the NPPF and Core Strategy policies relating to design. The document is also in accordance with the Supplementary Planning Documents on Designing New Housing Development and Open Space Provision on New Housing Development

## Highways

- 6.14 Full details on highway and access matters can be found in the supporting Design and Access Statement and Transport Assessment. A summary of the key highway issues is set out below.
- 6.15 The residential element of the proposed development will generate a small amount of trips which will not have a detrimental impact on the surrounding highway network.

- 
- 6.16 The access to the site for vehicles will be via a new entrance point from Hartcliff Road. The site access can be accommodated safely, notwithstanding the level differences from Hartcliff Road/Chapel Lane (2.5m).
  - 6.17 The Transport Assessment submitted with the application provides a full assessment of trip generation, but in summary it is considered the proposed development can be accommodated in the highway network.
  - 6.18 The layout submitted with the application shows the arrangement of streets within the development and it is apparent a safe and inclusive layout can be provided to reduce the risk of vehicle and pedestrian conflict.
  - 6.19 The proposed development will not have a detrimental impact on the local highway network. Overall, it can clearly be seen the proposed development is in accordance with the NPPF and Core Strategy Policy CSP26.

## **Sustainability**

- 6.20 This section assesses the extent to which the application proposals are socially, economically and environmentally sustainable.
- 6.21 The site is within 1km of Penistone town centre where there are numerous key facilities within a 10-15 minute walk of the site including, health services, food retail and banks.
- 6.22 The nearest bus stops are located on Chapel Field Lane to the east of the site. Penistone Train Station is located approximately 1.5km to the north east of the development site, which is less than a 20 minute walk time and just over a 5 minute cycle.
- 6.23 A Travel Plan Framework will also be provided as part of the development to encourage future occupiers and users of the site to participate in using public transport. Information will also be issued to every household and will most likely include details on the benefits of using public transport as well as details on local bus services.
- 6.24 It is therefore considered the proposed development is in accordance with the aims of the NPPF.
- 6.25 Persimmon Homes are committed to ensuring the proposed development is sustainable and will actively promote the use of renewable energy and technology when promoting the site for residential development. The Code for Sustainable Homes will also be adhered to where relevant. Therefore insofar as the policies are relevant at this stage, it is considered the proposed development accords with policies CSP1, CSP2 and CSP5 of the Core Strategy.

---

## Housing Need

- 6.26 The Development Sites and Places DPD Sustainability Appraisal (September 2012) identifies that the proposed development of the site will have positive impacts in terms of housing needs 'The housing allocation makes a substantial contribution towards meeting housing needs and is of an appropriate scale to the principal town of Penistone and meets the borough's spatial strategy'.
- 6.27 Barnsley Housing Needs, Markets and Affordability Assessment Update: A Strategic Housing Market Assessment (2008) Paragraph 4.77 states that demand is greater than supply in most sub-areas, but most acute in Penistone, Barnsley West, and Barnsley Central (in order of significant pressure on stock first).
- 6.28 The housing stock in Penistone is very balanced across a number of property types including detached, semi-detached, terraced and bungalow housing. The SHMA (2008) indicates that Penistone has the highest proportion (73.4%) 3-4 Bed and highest proportion 5+ beds (5.1%) across the borough (pg 75, table 4.23). Following a detailed review of the SHMA a suitable housing mix has been proposed.
- 6.29 Across most of the Borough there is a noticeable demand for smaller dwellings, most acute in Penistone and Barnsley West. Demand for two and three bedroom stock exceeds supply in most areas.
- 6.30 This Statement demonstrates that the proposals will contribute in a positive way to national and local sustainability policy objectives. Specifically the development will have significant social benefits in terms of:
- Delivering housing in the Urban Barnsley area in line with requirements of the Core Strategy;
  - Providing a range of housing types to create a sustainable mixed community;
  - Delivering a high quality residential development, which respects the local character of the area, provides significant areas of public open space and ensures access for all corners of the community; and
  - Addressing the shortfall in housing (see below).
- 6.31 Paragraphs 47 and 49 of the NPPF require local planning authorities to identify a 5 year supply of deliverable housing sites. The Council does not have a five year housing land supply. Paragraphs 14 and 49 of the NPP direct that, in such circumstances, relevant policies for the supply of housing in Barnsley should not be considered up to date.
- 6.32 The presumption in favour of sustainable development directs that planning permission for housing should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. It is clear from the technical assessments which accompany this application that

---

the proposals are sustainable and would provide significant and overriding economic, social and environmental benefits. Therefore, in accordance with the NPPF, the proposals should be approved without delay.

## **Economic Sustainability**

- 6.33 The application proposals will generate significant economic benefits and support sustainable economic growth by:
- Creating new temporary and permanent jobs in Barnsley;
  - Generating investment in the local economy of Penistone;
  - Providing infrastructure improvements;
  - Delivering New Homes and increased Council Tax receipts.
- 6.34 The proposals deliver sustainable economic benefits. The NPPF states that planning decisions should 'support sustainable economic development to deliver the homes [...] infrastructure and thriving local places that the country needs'. Accordingly the application should be supported and approved.
- 6.35 The proposal for 159 dwellings on are in accordance with up to date policies in the Development Plan, the emerging Development Sites and Places DPD and national policies as set out by the NPPF.
- 6.36 The proposals have net social, economic and environmental benefits and therefore represent sustainable development. In the context of paragraphs 14 and 15 of the NPPF, the proposals are sustainable and should be approved without delay.
- 6.37 In addition to the financial and employment benefits, the development would deliver high quality family housing of a type and in a location which could attract future residents and employees of local businesses who may otherwise not choose to live in Penistone's existing housing stock.

## **Drainage and Flood Risk**

- 6.38 Full details on drainage matters and flood risk issues can be found in the supporting Drainage Assessment. In summary the site is located in Flood Zone 1 and is considered to be at a low risk of flooding. Housing development is therefore suitable for this location.
- 6.39 The pre application response by Yorkshire Water indicated that a feasibility study for waste water treatment capacity is required. We continue to progress this through our drainage consultants. Clearly a foul drainage scheme will need to be approved by Yorkshire Water to progress development on site. We will provide further detail on this as matters move forward.
- 6.40 Overland flooding of the site from land outside the site is considered a low risk due to relative site levels. The provision of the managed drainage system to control the release of surface water from the site, via storage, to greenfield

---

run off rates, demonstrates that the development of this site will not add to any localised drainage problems.

- 6.41 The proposed development is therefore considered to meet the requirements of the NPPF and Core Strategy policies CSP3 and CSP4.

## **Contamination**

- 6.42 A Preliminary Geo-Environmental Desktop Report has been prepared for the site. The historical plans show that the site has been occupied by agricultural land until the present day, a land use which is not likely to have caused significant ground contamination.
- 6.43 There is no evidence on the historical plans to indicate that the site has been affected by quarrying; there are no known or suspected areas of landfill within 350m of the proposed development site. Historical plans indicate quarries to the north and west of the site. These were backfilled prior to 1894 and therefore, are not considered to represent a significant source of hazardous gas.
- 6.44 At present, no geotechnical ground investigation data is available and consequently it is only possible to estimate the ground conditions. Before firm foundation recommendations can be given, it will be necessary to undertake an appropriate ground investigation report. This can be covered by a planning condition.

## **Landscape and Public Open Space**

- 6.45 The site lies within the settlement limits of Penistone. In terms of landscape character, the site falls within the Yorkshire Southern Pennine Fringe (NCA37). This area marks the transition from the Pennine Uplands to the lower, more undulating landscapes of the Nottinghamshire, Derbyshire and Yorkshire coalfields to the east.
- 6.46 A landscape appraisal has been undertaken and was used when preparing the final scheme. The appraisal recommended that there are no significant constraints from a visual amenity or landscape perspective that cannot be overcome by appropriate mitigation.
- 6.47 There are no landscape designations on the site and the location is such that a sensitively design layout and landscape strategy would allow the site to be developed for residential use without adverse impacts on the landscape and visual amenity of Penistone.
- 6.48 The layout has incorporated a central POS and retention of the line of the existing PROW which will preserve views through the site towards Schole Hill while breaking up the width of the development. A residential development on this site would be relatively concealed and make only a minor modification to

---

the urban edge of Penistone which would be easily absorbed by a well-designed landscape scheme.

- 6.49 The POS will be overlooked by some of the proposed dwellings providing natural surveillance of this area. In accordance with CSP35, CSP42 and Open Space Provision on New Housing Development SPD (Adopted March 2012), POS will be provided, which equates to approximately 15% of the total site area. The make-up of this provision will be a matter dealt with during discussions with the LPA following the submission of the application.
- 6.50 Existing mature trees and hedgerows on the site boundaries will be retained wherever possible. In general landscape terms there are no trees of high importance within the site. The tree survey findings were considered when preparing the scheme layout. Further details on this matter can be found in the supporting Tree Survey submitted with the application.
- 6.51 In light of the above it is considered the proposals comply with policies CSP33 and CSP35 of the Core Strategy and the Supplementary Planning Document – Open Space Provision on New Housing Development which deal with the provision of open space within developments.

## **Ecology**

- 6.52 Full details on ecological matters can be found in the supporting Ecology report. The assessment confirms the majority of the site comprises amenity grassland and that it is of low botanical diversity. The floral species identified within the site are indicative of unmanaged and wasteland habitat, and are also considered to be of low botanical interest.
- 6.53 No badger setts or other badger field signs were identified within the surveyed area. No watercourses that would provide a suitable habitat for water voles, otters or crayfish were identified within the surveyed area and it is therefore considered that there will be no impact on these species during the development of the site.
- 6.54 The site provides a low potential for reptiles and no reptiles were identified during this survey of the site.
- 6.55 The site provides a relatively low potential for foraging bats due to the low level of the vegetation around the site, however as there is an existing building on site a bat survey has been undertaken (May 2013). The survey concluded that the existing building has a low potential for roosting bats with no bats or bat field signs found during the day time inspection and no bats emerging from the buildings during the dusk emergence survey. Therefore, no further surveys are recommended and there is no requirement for a Natural England EPS licence in connection with the proposed demolition of the existing building on the site.
- 6.56 As nesting birds are protected under the Wildlife and Countryside Act (1981), any proposed vegetation clearance will take place outside of the nesting

---

season, unless checks by an appropriately qualified ecologist have found all nests to be inactive immediately prior to works.

- 6.57 In light of the above it is considered the proposed development is in accordance with the NPPF and Policy CSP36 of the Core Strategy.

### **Community Involvement**

- 6.58 Full details on the community consultation undertaken as part of the application can be found in the supporting Statement of Community Involvement (SCI).
- 6.59 A letter was sent to local residents to inform them of the proposals and the date of the public consultation.
- 6.60 A public consultation event was held at ST John the Baptist CE Primary School on the 13<sup>th</sup> June 2013 to seek comments on the proposals.
- 6.61 A consultation response form was made available at the event. Residents were able to provide comments on the scheme, which have been considered.
- 6.62 It is therefore considered the community consultation undertaken is in accordance with the aims of the NPPF and the Council's own Statement of Community Involvement.

---

## 7.0 Conclusions

- 7.1 This Planning Policy Statement has been prepared to support a full planning application for the construction of up to 159 dwellings at land off Hartcliff Road, Penistone.
- 7.2 In accordance with the NPPF, this Planning, Affordable Housing and Sustainability Statement has assessed the proposals against national and local sustainability objectives set out in the NPPF and Development Plan.
- 7.3 An assessment of the policies and application proposals has concluded that this planning application accords with planning policy. The Council cannot demonstrate a 5 year supply of deliverable housing sites and its UDP is out of date, with the NPPF being accorded considerably more weight in policy terms.
- 7.4 The proposals have been formulated in full consultation with the community of Penistone, local businesses and stakeholders and officers of the Council. The proposals are sustainable and deliver net economic, social and environmental benefits in accordance with the NPPF and Development Plan.
- 7.5 The proposals will deliver a package of benefits including social and environmental, while attracting private sector investment into the local economy.
- 7.6 A Housing Market Assessment has been undertaken to inform the housing proposals. The scheme will deliver new high quality housing, within a landscaped setting, appropriate for the need of a range of executive and professionals within Barnsley.
- 7.7 Technical drawings submitted as part of this application demonstrate how the proposed residential development can be accommodated on the site and show a range of house types. The proposed dwellings would replicate the existing local housing stock, by using similar materials.
- 7.8 The UDP was adopted in the year 2000. The National Planning Framework was brought into force on the 27<sup>th</sup> March 2012, and takes precedence over out-of-date or incomplete local development plans. In such cases planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 7.9 The site is safeguarded land within the current UDP and is currently identified as a draft phase 2 allocation (PEN10) to deliver 185 dwellings in the in emerging Local Plan.
- 7.10 The Council has agreed that safeguarded sites are required to meet the housing need now. This application is in accordance with this principle. The scheme provides a range of 2, 3 and 4 bed housetypes which meet the needs of the market as discussed previously, whilst providing new housing.