

Planning Design & Access Statement

Residential Conversion of the
Former "Last Orders" Wombwell



1.0 Introduction

This Planning and Heritage Statement has been prepared by Andrew Bailey Architects. It is intended to assist Barnsley Metropolitan Borough Council (BMBC) in their determination of a full planning application for the mixed use redevelopment of the former Last Orders Public House. The proposals comprise of the residential conversion of the premises to support 6no. residential flats/studios accommodated across the ground, first and second floors of the building.

In addition to this Statement, the planning application should be considered in recognition of the following supporting documents:

Plans

- Site Location Plan 1/1250
- Existing Plans dwg no. P01
- Existing Plans dwg no. P02
- Proposed Plans P03

This Planning, Design and Access Statement will describe the application site and the surrounding area, the proposed development, and assess the proposals against the relevant planning policy framework.

The Statement shall also outline the sustainability credentials of the development and clearly demonstrate that the benefits of the scheme outweigh any potential adverse impacts.

2.0 Site & Surroundings

The application concerns no. 60 Park Street which was last occupied by the Last Orders public house (Former Ship) which is located on the south eastern periphery of Wombwell town Centre, approximately 5.5 miles south east of Barnsley Town centre. The property is currently vacant having closed at the start of the year.

The property is detached, it stands at an imposing 3 stories in height on the junction of Park Street with Gower Street. The building exhibits many architectural features and is constructed from stone with a rendered finish. The accommodation is arranged over the ground, first and second floors it also includes a substantial cellar and loft space along with front forecourt and private rear yard. Entrances are taken at ground floor level from Park Street and Gower Street, there is also a first floor external stairwell located within the rear yard.

The building remains unaltered since its last use as a public house the ground floor accessed from Park Street is laid out with three bar areas and central servery. The first floor takes a separate access from Gower Street and includes 4 substantial rooms and bathroom, the second floor includes 6 rooms and 2 bathrooms including a stairwell to the loft.

Surroundings:

Park Street is the leads to the principle High Street that serves Wombwell town centre. The area is predominantly residential in character but also includes several commercial uses. The area is not located within a designated Conservation Area. Wombwell Town Centre is located to the north and Cortonwood Retail Park to the south of the site and numerous employment and leisure facilities are on hand around Manvers which is located to the east of the site. The A6195 provides access the M1 located to the west.

3.0 Proposal

The application seeks full planning permission for the conversion of the property into 6 self contained residential flats/studios only. A separate planning application will be submitted seeking consent for the change of use of the remaining ground floor area to an A1 Retail Unit.

The residential accommodation will be set across the ground and upper floors and involve a change of use of the buildings former residential accommodation . No extensions are proposed with the accommodation provided by internal partitioning of the existing building only A single velux would be included on the rear elevation to provide light to an external stairwell on the 2nd floor. .

The accommodation would be provided as a follows:

Ground Floor (Internal):

FLAT 6: One bed flat (50sqm) comprising of living/dining area with separate kitchen bathroom and bedroom. Access would be taken from an independent entrance off Gower Street

External:

Existing yard to be dedicated as a shared amenity space to future residents. Measuring a total of 115sqm the area would support dedicated bin and recycling storage and secure covered bike storage of 8 cycles. Washing lines and seating areas to be provided for residents.

First Floor:

STUDIO 1 & 2: One bed studio apartments (33sqm) comprising of a living/sleeping area with kitchen separate W.C. & shower room. Both dual aspect outlook.

FLAT 3: Two bedroom flat (62sqm) Lounge/kitchen/diner separate bathroom and two well proportioned bedrooms. Dual aspect outlook.

Access to all first floor accommodation via the rear external stairwell. Each apartment would have an independent entrance located off the internal lobby/landing.

Second Floor:

FLAT 4: Two bedroom flat (70sqm) Lounge/kitchen/diner separate bathroom and two well proportioned bedrooms. Dual aspect outlook.

Flat 5: One bedroom flat (66sqm) Lounge/kitchen/diner separate bathroom and two well proportioned bedrooms. Dual aspect outlook.

Access would be taken via the internal stairwell via the first floor landing.

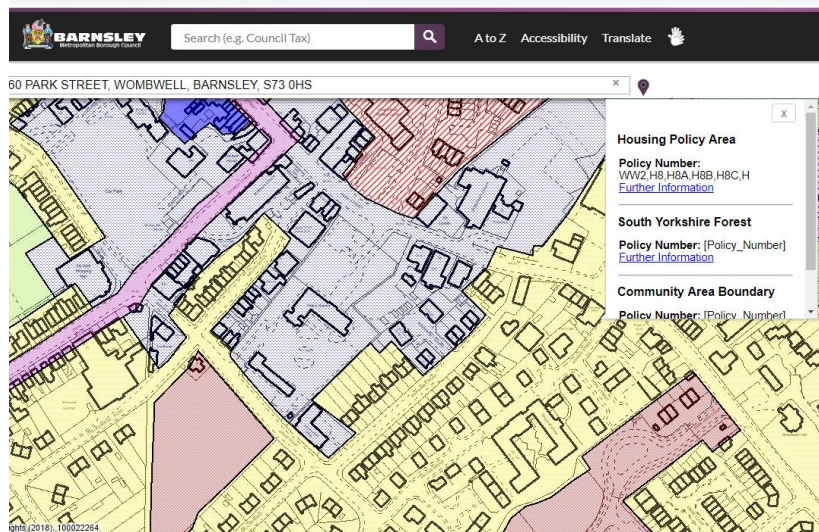
4.0 Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications/appeals to be determined in accordance with the Statutory Development Plan unless material considerations indicate otherwise.

The Statutory Development Plan includes:-

- Saved policies set out in the Barnsley Unitary Development Plan Review (SUDP) adopted 2000
- Core Strategy adopted 2011 May 2006 which have been saved by direction under paragraph 1(3)

The UDP Proposals Map designates the site as being within a housing policy area. It is located directly east of the Wombwell Town Centre Boundary. The area is not a Conservation and the building is not designated.



The Council has submitted its emerging Local Plan to the Secretary of State but is still at an early stage in the examination process. It will establish policies and proposals for the development and use of land across the Borough up to the year 2033. The document is a material consideration and increasing weight can be given to the policies contained within the document. The site is provisionally allocated within the Local Plan as Urban Fabric.

In recognition of the sites allocation the following local planning policies are considered to be of most relevance to the determination of the proposals:

Core Strategy policies

Core Strategy

CSP1 'Climate Change' Development will be expected to reduce and mitigate the impact of growth on the environment and carbon.

Preference to development of previously developed land in sustainable.

CSP2 'Sustainable Construction' All new dwellings shall be expected to achieve at least a level 3 rating under the Code for Sustainable Homes'.

CSP3 'Sustainable Drainage Systems' – Expects all developments to use SUDS.

CSP4 'Flood Risk' sets out that the extent and risk of flooding shall be reduced by requiring Flood Risk Assessments for developments over 1ha that shall set out measures including reducing surface water run off by at least 30% on brownfield sites.

CSP8 'Location of Growth' Priority will be given to locating new development within the Town Centre and Principal Towns. Urban Barnsley will be expected to accommodate significantly more growth

than any individual Principal Town to accord with its place in the settlement hierarchy.

CSP9 'The Number of New Homes' Seeks to achieve the completion of at least 21500 net additional homes during the period 2008 to 2026. A minimum five year supply of deliverable sites will be maintained.

CSP10 'The Distribution of New Homes' – (46% of the 21,500 new homes planned for Barnsley) are proposed to be built in Urban Barnsley up until the year 2026.

CSP14 'Housing Mix and Efficient Use of Land' states that proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and sustainable communities. It also states that a minimum development density of 40 dwellings per hectare will be expected. In addition priority shall be given to the development of previously developed land with a target of 55% and 60% of the overall amount of new housing.

CSP17 'Housing Regeneration Areas' Recognises Urban Barnsley as an areas of low housing demand we will support a range of housing market regeneration programmes aimed at the renewal of poor housing and the revitalisation of the neighbourhoods and communities.

CSP25 'New Development and Sustainable Travel' Expects new development to be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people, and should not provide more than the maximum number of car parking spaces.

CSP26 'New Development and Highway Improvement' new development shall be expected to be design and built to provide safe, secure and convenient access for all road users.

CSP29 'Design' sets out that high quality design shall be expected. New housing developments of 10 or more dwellings should achieve a rating of 'good' as a minimum under an assessment against the CABE Building for Life scheme.

CSP30 'The Historic Environment' states that the Council intends to positively encourage the management, conservation and enjoyment of Barnsley's historic environment and make the most of the heritage assets which define Barnsley's local distinctiveness.

CSP31 'Town Centres' Strives to maintain and enhance the vitality and viability of the Boroughs Centres.

CSP40 'Pollution Control and Protection' is that the Council shall not allow development of new housing where existing air pollution, noise, smell, dust, vibration, light or other pollution levels are unacceptable and there is no reasonable prospect that they can be mitigated against.

CSP43 'Educational Facilities and Community Uses' Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing use or an alternative community use.

UDP 'saved' policies

H8 & H8A 'Existing Residential Areas' The scale, layout, height and design of all new dwellings proposed within the existing residential areas must ensure that 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

Supplementary Planning Guidance

The following LDF Supplementary Planning Documents have now been adopted which are relevant to the proposal:-

‘Designing New Residential Development’ sets out the standards that will apply to the consideration of planning applications for new housing development.

‘Parking’ states that the parking standards for new housing development shall be 1 space for 1 & 2 bed flats or dwellings.

The South Yorkshire Residential Design Guide has been adopted as a best practice guide by the Council and covers issues relating to sustainability, local distinctiveness and quality in design and is underpinned by the principles in the CABE ‘Building for Life’ scheme. It sets a number of amenity space requirements applicable to the assessment of residential development. Minimum room sizes (cumulative) are stated as follows:

1bed studio 33sqm

1bed flat 46sqm

2bed flat 62sqm

Shared private space for flats must be a minimum of 50 square metres plus an additional 10 square metres per unit either as balcony space or added to shared private space.

NPPF

The revised National Planning Policy Framework (NPPF), came into force in July 2018 and like its predecessor is a material consideration in planning decisions. At the heart of the NPPF is a presumption in favour of sustainable development, and the policies in Paragraphs 7 to 217 of the NPPF, taken as a whole, constitute the Government’s view on what sustainable development in England means in practice for the planning system.

There are three dimensions to sustainable development, which include an economic role (contributing to building a strong, responsive and competitive economy), a social role (providing the supply of housing required to meet the needs of present and future generations) and an environmental role (which includes minimising waste and pollution).

Permission should therefore be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Sections & Paragraphs of particular note:

5.0 Planning History

The property has a longstanding association as a Public House. There have been no previous planning applications at the property. In accordance with best practice pre-application discussions were entered into with the LPA. The advice issued was positive from the Planning and Officer who advised that an application should be submitted. It was acknowledged that the property is located within a sustainable location and that the level of accommodation would meet relevant guidelines.

It has been clarified that a change of use to the remainder of the former A4 (Drinking Establishment) should be handled under a separate planning application to the current proposals.

7.0 Change of Use Considerations:

Additional Residential Accommodation:

The proposal would see the conversion of the majority of the property to form 6 independent flats/studios. This accommodation is flexible in its availability for various types of people, it can include persons who want their own rented space but who do not want to purchase or rent their own private property. Typical tenants include key workers with health professions, students or employees of local businesses.

Loss of Commercial Use:

The accommodation is currently vacant following the closure of the Public House earlier in the year. The prospects of the premises supporting an A4 use is no-longer viable, there is a realistic risk that without a positive intervention the premises could become a long term vacancy adding blight to the local area. Park Street is not a Principal shopping street, as such the applicant property is not afforded protection from any frontage policy. The former A4 use had an element of established residential accommodation with the upper floor serving in this capacity for the previous landlord / landlady.

Impact on Neighbouring Residents:

Barnsley's approach to its housing strategy is to raise the resident population within its established centres. The building is surplus to commercial requirements and is vacant as a consequence. The proposals

represent a viable opportunity to secure its long-term stewardship which would benefit the local environment and that of nearby residents who could otherwise be faced with a rundown derelict site.

The change of use of the premises would allow for the sustainable and efficient use of the existing property without the need for new construction. This has a positive impact on the surrounding community and neighbouring residents. The property lends itself to conversion without the need for extension or significant alteration, the proposals would be compatible with the established residential environment of the locality, with the scale of occupation being commensurate to a Town Centre location which supports higher density development, this is consistent with the aspirations of the NPPF (para 123) which promotes efficient use of land and buildings by raising densities in sustainable locations.

Future Occupants:

Tenants would be subject to background checks and would be required to pay a bond upfront, the minimum contract period would be for 6mths. Tenants would be required to maintain the property in an appropriate manner and this would be enforced through routine management inspections. Having regard to these matters it is considered that tenants would occupy the property with a suitable degree of permanence. The turnover of tenants would not be distinguishable insofar as causing a demonstrable and materially harmful use of the property or that of amenity of neighbouring properties.

The premises is ideally located within a highly sustainable location with immediate access to employment opportunities. The site has excellent access to public amenity provisions including shops, leisure facilities and high

quality green spaces. In addition to this there are excellent multi-modal transport links within easy reach of the site which provide Borough and regional wide transport options.

Interior Design:

The accommodation will be well proportioned with bedroom and amenity spaces achieving standards stipulated within the SYRDG. Existing spaces can also be modified to accommodate additional storage. Internally, the building would benefit from a complete overhaul & refurbishment that would coherently bring the interior design together to create a high quality finish for future inhabitants.

Each of the flats would be dual aspect and the accommodation is laid out in the interests of the welfare facilities to the occupants of the building. Each of the room would receive plentiful daylight, in addition there is immediate access to private enclosed communal garden areas.

Energy & Sustainability:

The viable re-use of the property preserves, enhances and makes efficient use of an existing asset. This represents an efficient use of a previously developed site which accords with the principles of both National and Local Planning Policy.

Refurbishing the building to allow a change of use from underutilised office space to a modern residential HMO will require upgrading of building elements to increase energy efficiency. Internal thermal insulation wall lining will upgrade wall efficiency, and new loft insulation would be provided. New heating and hot water systems will be to current energy efficiency standards.

Cycling and public transport are promoted through the development due through the provision of secure bicycle storage on site. Appropriate secure refuse storage will accommodate mixed recycling bins within the curtilage of the building.

8.0 Principle

Park Street is an established residential area this is reflected in the sites UDP allocation which is as a Housing Policy area. This allocation is set to be carried within the emerging Barnsley Local Plan.

Local and National policies are aligned to encourage the delivery of new housing and the reuse of previously developed (Brownfield sites) is actively encouraged as a sustainable form of development as advocated by Core Strategy Policy CSP1 and the principles of CSP8, CSP10 and CSP17.

Housing Land Supply:

Barnsley Core Strategy policy CSP9 states that 'a minimum five year supply of deliverable sites will be maintained' for residential development. Additionally since the adoption of the Core Strategy the National Planning Policy Framework (NPPF) has been published. The NPPF is clear that Local Planning Authorities should 'identify and update annually a supply of specific, deliverable sites to provide five years worth of housing against their housing requirements' (Paragraph 11 and accompanying footnote).

At present the Council is not able to demonstrate a five year supply of deliverable sites, it as present approximately 3.5yrs, as such the requirements of policy CSP9 are not being met. In such circumstances the NPPF is clear that the Presumption in favour of Sustainable Development

should apply. For the purposes of the decision making process this means:-

- approving development proposals that accord with the development plan without delay
- where the development plan is absent, silent or relevant policies are out of date, granting planning permission unless:-

i) 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
ii) specific policies in the Framework indicate development should be restricted.

The proposal would meet sustainability criteria insofar as it:

- Represents efficient redevelopment of otherwise unoccupied building (brownfield site)
- Is highly accessible location served with immediate access to services, transport and employment opportunities within Wombell Centre
- Would contribute to the supply of housing
- Would secure long-term stewardship of a prominent building on arterial road into the town.

In considering matters of housing supply it is clear that the development would contribute towards housing growth targets being met within the Urban Barnsley which is a priority to accommodate housing growth (Core Strategy policies CSP8, 9 and 10).

Policy CSP14 'Housing Mix and Efficient Use of Land' aims to use land efficiently as possible, this is particularly pertinent given Barnsley is currently reviewing the release of Green Belt land through the Local Plan

process. The proposals would utilise an existing asset and contribute to the range and choice of housing within the locality.

Notwithstanding the contribution the development would make towards the current deficiency in the 5 year housing supply, and choice of housing stock within Wombwell which is a designated Principal Town, it would also achieve regeneration benefits inline with objectives of policy CSP17 'Housing Regeneration Areas'.

In accordance with policy CSP9, CSP14 the proposals would add units to the overall housing supply and to that to be delivered in an edge of centre location. The reuse of a vacant property site accords with CSP14 which seeks to achieve between 55% and 60% of homes to be built on previously developed land. Sustainable central locations are best suited to apartments/flat developments, the associated footfall from the development, coupled with the dependency of the residents on local services would add to vitality and vibrancy of the Wombwell Centre, complimenting wider regeneration initiatives.

In recognition of the properties previous use as a Public House policy CSP 43 'Educational Facilities and Community Uses' is of relevance. This essentially seeks to protect the loss of community facilities which can or do fulfil a community function. The property is currently vacant, the size of the building is a significant constraint to the buildings viability to serve an A4 function. Nationally it is recognised that the pub industry is struggling, the Last Orders is testament to the economic climate whereby successive publicans struggled to run the business as a viable concern. The building is not subject to a Community Asset nor is it designated either nationally or locally.

Residential conversion represents the most viable use of the building. Recognising that there are numerous community facilities within and around the Wombwell catchment area including the Anglers Rest located

adjacent to the site. It is therefore considered that the loss of the pub can use can be tolerated and would not result in the loss of an essential community service which would be detrimental to any local communities.

The development now proposed represents a viable opportunity to regenerate a vacant (Brownfield) property. Its location within the edge of Principal Centre means that it is ideally served with access to employment, health and education services as well as transport and leisure opportunities. It should therefore be interpreted as a highly sustainable location and the principle of the residential development should not be questioned.

It is therefore considered that the proposals are consistent with the objectives of the adopted Core Strategy and provisions of the NPPF.

9.0 Heritage

As identified the building is not listed or within a Conservation Area. The pub has not been recognised by CAMRA as having an historic interior which is worthy of retention. The property is a key building of architectural/historic interest within the locality and makes a positive contribution that the building makes to the immediate streetscene. The building is therefore of local Historic Value (Non designated asset).

Section 16 of the NPPF relates to Conserving and enhancing the historic environment. Paragraphs 192 and 197 provides guidance on the desirability of enhancing the significance of heritage asset. Specifically the potential for 'new development' to make a viable use of assets and the positive contribution they can make to local regeneration. Local policy CSP30 permits changes of use to existing buildings whereby the use is appropriate to the character of the heritage asset.

The proposals relate to the full conversion of the building. The redevelopment would contribute to the buildings continued conservation without imposing negatively upon its external appearance. The refurbishment and conversion of the building will secure the long-term stewardship of the building which will contribute to the its preservation will have a positive influence on the local street scene.

10. Design

The NPPF at paragraph 17 requires development to always seek a high quality of design, while paragraph 56 states: "The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from a good planning, and should contribute positively to making places better for people."

In addition paragraph 57 states: "It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development scheme."

Policy CSP29 states new development will be required to respond positively to the character, local distinctiveness and form of its surroundings. New developments should be responsive to their context and be visually attractive as a result of good architecture and appropriate landscaping.

The approach to the conversion of the property has been undertaken by working to the buildings constraints, all associated works would be limited to internal alterations, albeit for the removal of redundant paraphernalia associated within the public house. The external facades

and openings of the property would remain unchanged. The approach is therefore to 'repair and replace'

Access to the accommodation would utilise the existing entrances and each flat would also have access to the rear communal yard which will also accommodate dedicated refuse and cycle storage areas in addition to laundry drying. The works would see a complete renovation of the property to modern standards, this would in turn would improve its energy performance mainly as a result of improved insulation.

All boundary treatments would be retained and signage associated with the former public house removed. Bin storage would continue to be accommodated within the rear garden of the property. This would ensure that they remain screened without detriment to the appearance or character of the street scene.

Overall the works would be modest in scale, it would not be possible to distinguish that any works or alterations would take place to the property itself. The residential occupation would have a positive influence upon the setting of a prominent local building, this would be of overall benefit to the amenity of the locality.

It is concluded that the proposals represent an efficient use of an existing property whereby the accommodation can be sustainably increased with a negligible environmental impact. This is considered to accord with good planning practice and would not conflict with the objectives of Local Plan Policy CSP29 or the guidance contained within the SYRDG / Councils Residential Design Guide.

11. Amenity

The proposals represent a straightforward conversion of the property. No extensions are proposed, and albeit for the introduction of a single roof

light there would be no additional openings or windows introduced. It therefore cannot be demonstrated that there would be a material increase in overlooking or loss of privacy as a result of the alterations.

Recognising that the property has an established A4 use it is not considered that its subdivision and conversion would result in a material intensification of the properties use. In comparison to the activity associated with the former/established A4 use, residential conversion is far more compatible with the prevailing local character and is not likely to give rise to disturbance.

The flats and studios would each exceed the minimum internal spacing standards that are recommended within the SYRDG with the accommodation to each property having well proportioned habitable to non-habitable areas. A good degree of natural light, ventilation and outlook would be provided from the level of fenestration to each of the rooms with all of the accommodation having dual aspect outlook.

The level of outside amenity exceeds recommendations of the SYRDG. The suitability of this i.e. it being communal and not private would be a matter to be considered by future occupants, however, it is noted that the close proximity to local parks and recreation facilities which along with local amenities immediately on hand within the Town Centre mitigate against any perceived shortcomings on amenity standards, which, the SPD acknowledges cannot be achieved in all instances.

12. Access

The site is on the edge of Wombwell town centre in a sustainable location well served by public transport. There is provision for 4 off street parking spaces to the frontage of the property. These would be retained and made available for the future occupants. It is noted that this falls below the recommended parking guidelines but in comparison to the established A4 use the proposals would generate less vehicle trips.

Core Strategy policies CSP25 and CSP26 strive to ensure appropriate levels off street parking are achieved in on new developments. In light of the sites sustainable location within the Town Centre and overriding need to regenerate the site some flexibility needs to be applied to the provision of parking.

Within the immediate vicinity Park Street and Gower streets are subject to Traffic Regulation Orders. On street parking within the vicinity is however plentiful with availability along Gower and Hope Street to the rear of the premises.

The accessible location on the edge of the town centre means that the site would be highly accessible not only to the principle highway network but also a variety of transport means with bus and rail connections. The availability to services presents an ideal opportunity to promote sustainable transport, encouraged by the provision of the onsite secure cycle storage.

The ready availability of public transport provides direct mitigation to the reduced level of parking, paragraph 110 of the NPPF promotes such arrangements and this should be looked on and applied favourably in the circumstances of the applicant.

12. Conclusion

Paragraph 59 of the NPPF requires that as part of the objective of boosting significantly the supply of housing, this a material consideration of great significance and weight when considering applications for new development.

This statement has identified that the proposed Development would be consistent with guidance provided at a national level in the NPPF as well

as local Development Plan policies in relation to land use compatibility, residential amenity and highway safety.

The property is not subject to any designations. The use of the building as a public house is no longer a viable enterprise and without an intervention there is a genuine risk of the building falling into disrepair. There is an established precedent for residential use of the property associated with the former owners accommodation being set across the upper floors. The change of use would be readily compatible with the prevailing residential character of the surroundings and this accords with the UDP allocation as a Housing Policy Area.

High quality accommodation would be redelivered within a design that has been approached in a sympathetic manner that would meet recommended guidelines identified within the SYRDG. The proposals clearly demonstrate that the property would successfully lend itself to conversion to 6 independent flats with well appointed accommodation . The scale of the actual change of use would not result in a significant intensification of residential use in comparison to the properties current established A4 use.

The proposals would secure regenerative benefits associated with the reuse of a high profile building which occupies a prominent location on the edge of Wombwell centre. The proposals represent a highly sustainable re-use of a local heritage asset that will in turn contribute to the vitality of the wider town centre as result to its contribution towards the (town centre) housing strategy.

The accommodation would add to the supply of affordable property within the locality adding to the mix and balance of housing stock.

The sites proximity to Wombwell centre, its associated amenities, services and transport means that it represents an ideal location to promote car free residential accommodation of the proposed scale.

Therefore in accordance with the NPPF, in the absence of any adverse impacts which would significantly and demonstrably outweigh the benefits of the use it is hoped that the Local Planning authority support this application.
