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Planning Statement

Part of the former Houghton Main Colliery

Prepared on behalf of Harworth Estates

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DOCUMENT VERIFICATION

Client: **Harworth Estates**

Project: **Former Houghton Main Colliery**

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SECTION 1: INTRODUCTION

1.1.1 WYG has been instructed by UK Coal Mining Limited to submit an outline planning application for mixed use employment (B2 'General Industrial') and residential development on land forming part of the former Houghton Main Colliery, Little Houghton, Barnsley ("the site").

1.1.2 A portfolio of documents, addressing key issues has been submitted, along with completed planning application forms to enable Barnsley Metropolitan Borough Council (BMBC) to determine the planning application. These documents are listed below:

- Illustrative Concept Masterplan (Drawing No: 025-UKC-07-01);
- Design and Access Statement;
- Transport Assessment;
- Travel Plan;
- Phase 1 Habitat Survey;
- Great Crested Newt and Reptile Surveys;
- Phase 1 Desk Top Study;
- Flood Risk Assessment;
- Energy Statement;
- Noise Assessment;
- Planning Statement (this report); and
- Market Appraisal.

1.1.3 The structure of this report is as follows: Section 2 of the report considers the site and surroundings; Section 3 describes the application proposals; Section 4 examines the relevant planning policy context; Section 5 provides an analysis of the scheme; and Section 6 concludes the scheme justification.

SECTION 2: SITE DESCRIPTION AND BACKGROUND

2.1.1 The site comprises some 4.46ha of land that formed part of the former Houghton Main Colliery. It is a previously-developed site that abuts the northern edge of the settlement of Little Houghton. In a wider context, it is located approximately 3km from the settlement of Darfield and approximately 11km from Barnsley Town Centre.

2.1.2 Pre-1890 the site was developed as an open cast coal mine and formed part of the former Houghton Main Colliery. The Houghton Main Colliery Rail Line was located in the north-west of the site and a terrace of housing in the south west corner. The colliery became disused approximately 25 years ago. Subsequently it was worked as a surface mine and was closed in 2001 and back filled to create a development platform, although high walls remain across the site. These works were undertaken following planning permission reference no. B960208HR, which set out plans to restore the site for employment use and the remaining parts of the former Houghton Main Colliery for the coalfield link road (now built) and a range of soft end uses.

2.1.3 The site is bound to the north by employment development, to the east by open fields and to the south by the linear village of Little Houghton and a bus turning area. The Coalfield Link Road (A6195) runs along the western boundary of the site. This is an important strategic road link, which provides access to the A628 to the north and the A635 to the south, which in turn provides a direct link to both the A1 (M) and the M1. An electrical sub-station is located adjacent to the southern site boundary.

2.1.4 The site is grassed with primarily boundary vegetation, most notably a line of trees and hedgerow along the eastern boundary. Levels vary across the site but, in general, the land rises towards the south east of the site.

SECTION 3: DEVELOPMENT PROPOSALS

3.1.1 The development proposals comprise a mixed use housing and employment scheme. An indicative masterplan has been prepared to illustrate how the site can be developed and is submitted with the planning application. The planning application, however, includes for determination access only and all other matters are reserved for future determination through a full or reserved matters application.

3.1.2 On a total site area 4.46ha, 58% is proposed for the development of new homes and open space and 42% is associated with the employment element. Approximately 0.71ha will be defined as open space. Vehicular access to the site will be from the Coalfield Link Road only; there will be no vehicular access from Middlecliffe Lane.

3.1.3 The residential element comprises the development of 72 dwellings with an emphasis on family housing and a breakdown is set out in table 1 below. The mix of dwellings includes 2, 3, 4, and 5 bed dwellings. A range of typologies are proposed including terraced, semi-detached and detached forms. Six bungalow units will be developed specifically for the elderly, which forms part of the 15% of all homes on the site that will meet BMBC's criteria for affordability.

Table 1: Residential Units

Dwelling Type	Number of Bedrooms	Number of Units
Townhouse	1	3
Townhouse	3	41
Townhouse	4	7
Semi-Detached	3	4
Detached	4	7
Detached	5	4
Bungalow	2	6

3.1.4 The housing element has been arranged at an average density of approximately 39 dwellings per hectare, which equates to a site wide density of 28.1 dwellings per hectare. The higher density

elements incorporate townhouses, terraced homes and apartments, which are envisaged around the new turning area/square. Beyond a transitional area to the north, lower density forms with detached and semi-detached homes are envisaged. These have been designed to take full advantage of long distance views.

3.1.5 The layout of streets and spaces has been proposed to avoid the surveyed location of 'high walls' that cross the site. These features are a major constraint to development, which is explained in the Phase 1 Desk Top Study submitted with the planning application. However, the application of residential units in those areas most affected by high walls provides the flexibility to allow a mixed use scheme to be brought forward.

3.1.6 The employment element totals some 5,480sqm of B2 employment space and a breakdown is set out in table 2 below. The development is located towards the northern end of the site and acts as a 'buffer' to the ProLogis building and Coalfield Link Road. The employment element is arranged across a mix of single and 2-storey units ranging in size from 150-785sqm. Smaller scale units will be provided as an appropriate interface opposite the residential development in the vicinity of the units marked 'E'. To the west, a tree lined boulevard and offsets of over 25m separate units A, B, and C from the proposed residential areas.

Table 2: Employment Units

Unit Type	No. Units	Total Floorspace (sqm)	Car Parking Spaces
A	1	885	18
B	2	800	19
C	2	1,385	25
D	1	400	8
E	13	2,010	40

SECTION 4: PLANNING POLICY REVIEW

4.1.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications shall be determined in accordance with the statutory Development Plan unless material considerations indicate otherwise. The Development Plan for the site comprises:

- Regional Spatial Strategy for Yorkshire and the Humber (May 2008) ("RSS"); and
- BMBC Unitary Development Plan (2000) ("UDP").

4.2 Regional Spatial Strategy

4.2.1 The RSS was adopted in May 2008 and provides the broad development strategy for Yorkshire and the Humber to 2026.

4.2.2 Policies YH1, YH6, and YH7 provide a strategic basis for guiding development in the region and a summary is set out below.

4.2.3 Policy YH1 'Overall Approach and Key Spatial Priorities' outlines the RSS' approach to change and development in the region. The priorities identified include:

- Transform economic, environmental and social conditions in the Regeneration Priority Areas – including older industrialised parts of South Yorkshire; and
- Encourage the diversification of the rural economy.

4.2.4 Policy YH6 'Local Service Centres and Rural and Coastal Areas' seeks to protect and enhance Local Service Centres and rural areas to create attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource. It states that plans and strategies should:

- Achieve a high standard of design that protects/enhances settlement and landscape diversity and character;
- Support innovative means of accessing and delivering services;
- Retain and improve local services and facilities;
- Support economic diversification; and

- Meet locally generated needs for both market and affordable housing.

4.2.5 Policy YH7 'Location of Development' sets out a sequential approach to the allocation of land for development through plans and strategies, and identifies the following hierarchical order:

- First priority, re-use of previously-developed land and more effective use of existing developed areas within the relevant town or city;
- Second priority, other suitable infill opportunities within the relevant city or town;
- Third priority, extensions to the relevant city or town.

4.2.6 The supporting text to Policy YH7 makes clear that it is intended to provide a framework for choosing locations within and, if necessary, adjoining cities or towns once strategic decisions about how much development should be located there have been made. Its states that:

"It is not intended as a development control tool."

4.2.7 The RSS identifies specific sub-regional policies and these include for south Yorkshire, Policy SY1 'South Yorkshire Sub Area Policy', which supports:

- Appropriate development in the Local Service Centres, particularly where this helps to regenerate former coalfield settlements in the Dearne Valley;
- The management of development in rural areas to reflect environmental quality, meet local housing needs and encourage small scale commercial activity to diversify local economies; and
- Continued regeneration in the Dearne Valley and other former coalfield areas.

4.2.8 In respect of employment development RSS policies E1, E3 and E7 are particularly relevant.

4.2.9 Policy E1 'Creating a Successful and Competitive Regional Economy' seeks to create a more successful and competitive economy to help deliver:

- Improved links between job opportunities, skills development, business productivity and investment and needs of excluded communities; and
- Wide range initiatives to ensure a more diverse, competitive and successful economies in rural areas.

4.2.10 Policy E3 'Land and Premises for Economic Development', amongst other criteria, seeks to makes best use of appropriately located previously-developed land and current allocations, and ensure availability of sufficient land and premises in sustainable locations to meet the needs of a modern economy.

4.2.11 Policy E7 'Rural Economy' seeks the diversification and strengthening of the rural economy by facilitating the development of rural industries, businesses and enterprises.

4.2.12 In respect of housing development, policies H1, H2, H4 and H5 are relevant to the proposals.

4.2.13 Housing policy in the region is directed by Policy H1 'Provision and Distribution of Housing', which seeks to improve the region's housing and to provide appropriate accommodation for all households wanting homes and taking account of regeneration and increasing economic growth in South Yorkshire and the need to place greater emphasis on meeting local needs in rural areas.

4.2.14 The housing requirement for Barnsley, set out in Table 12.1, is an annual average net addition of 1015 units for the period 2008 to 2026. In addition, Barnsley has recently gained Growth Point Status, which has resulted in a 20% uplift in housing requirements above the RSS level. This equates to a target of 1218 net dwellings per annum.

4.2.15 Policy H2 'Managing and Stepping up the Supply and Delivery of Housing' seeks to prioritise housing development on previously-developed land to contribute to a regional target of at least 65%.

4.2.16 Policy H4 'The Provision of Affordable Housing' identifies a need for new residential development to accommodate up to 30% as affordable units in South Yorkshire.

4.2.17 Policy H5 'Housing Mix' seeks to ensure the provision of homes for a mix of households that reflect the needs of the area, including homes for families with children, single persons, and older persons to create sustainable communities. Furthermore, the policy notes that settlements in regeneration priority areas would particularly benefit from a change in the current mix of housing.

4.3 Barnsley Unitary Development Plan (UDP)

4.3.1 BMBC's UDP was adopted in December 2000, covering the period 1986-2001. The UDP is under review and an LDF is in the early stages of preparation. As of 28th September 2007, BMBC produced a list of policies to be 'saved' and 'deleted'; only those that are saved are referenced below.

4.3.2 The UDP Proposals Map shows that the site is allocated as an *"Area of Investigation for Potential Employment Development"* under UDP Policy DA4. This allocation covers the whole of the former Houghton Main Colliery. The UDP states that: *"site investigations will need to be carried out to identify*

the area which is suitable for employment. Remaining areas will be considered for reclamation for 'soft' after-uses such as agriculture, forestry, open space or nature conservation."

4.3.3 The UDP's objectives in respect of housing development include:

- Ensure that a range of sites is available in terms of their size and location to meet the demand from various sectors of the housing market.
- Ensure that new housing is well located in terms of links to employment opportunities, transport routes, local services and facilities. New housing should relate well to existing settlements and promote sustainable development.
- Encourage the provision of special needs housing for groups such as the elderly, the physically disabled and others identified in the Community Care Plan.
- Increase the attractiveness of Barnsley as a place to live.

4.3.4 Those policies that were deleted include Policy H1, which sets out housing requirements. This policy should no longer be used in making decisions on planning applications and reference should now be taken from the published RSS and the effect of Barnsley's Growth Point status.

4.3.5 Policy H2 seeks to ensure the availability of sufficient land to meet the identified housing need and to ensure that a five year supply is available at all times.

4.3.6 Policy H5 'Housing for Special Needs' states that the council will promote the diversification of dwelling type, size, density and design throughout the borough to meet the full range of housing need. In particular, Policy H5, in appropriate locations, encourages:

- Housing for the elderly and those with disabilities;
- Homes intended for single person households;
- Affordable housing and housing for rent.

4.3.7 Policy H6 'Open Space Provision' states that the provision of 20 or more dwellings shall incorporate a minimum of 15% of the gross site area as 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.

4.3.8 Policy BE6A 'Design to Avoid Crime' seeks to reduce opportunities for crime through design. The layout of the proposals has been considered in this context and is detailed in the design and access statement. The proposals comply with the principle of this policy.

4.3.9 The economic development chapter of the UDP includes a range of objectives:

- Increase job opportunities and diversify the local economy by encouraging provision of a wide range of sites to meet the requirements of existing and prospective firms;
- Improve the buildings and infrastructure of older industrialised and commercial areas to improve the economic development potential of the Borough; and
- Encourage the re-use of suitable premises for job creation activities subject to protecting the amenity of housing and sensitive areas of the Borough.

4.3.10 Policy ED4 'Economic Development and Residential Amenity' requires proposals for economic development close to housing to have regard to the likely impact on residential amenity.

4.3.11 Part 2 of the UDP, Volume 8 Darfield Community Area identified the former Houghton Main colliery as a major area of dereliction which is to be investigated for employment use and environmental improvement. In addition, it states that:

"Particular environmental aims for the Darfield area are to improve the pockets of degraded land and less attractive built environment, in order to enhance the appearance and image of the area; and to conserve the most attractive landscape and open countryside between settlements."

4.4 Other Material Planning Considerations

4.4.1 Other material planning considerations includes policy published at the national and local level.

4.4.2 At a national level this includes principally Planning Policy Statement 1: Delivering Sustainable Development (2005) ("PPS1"), Planning Policy Statement 3: Housing (2006) ("PPS3"), Planning Policy Statement 7 Sustainable Development in Rural Areas ("PPS7"), Planning Policy Guidance Note 13 Transport ("PPG13"), Planning Policy guidance Note 4: 'Industrial, Commercial Development and Small Firms' ("PPG4"), draft Planning Policy Statement 4: Planning for Sustainable Economic Development ("Draft PPS4"), and the Taylor Review of rural economy and affordable housing 'Living Working Countryside'.

3.4.3 At a local level, other material considerations include the emerging Barnsley Local Development Framework (LDF), relevant Supplementary Planning Documents (SPDs) including Planning Advice Note 34 (PAN34) 'Affordable Housing in New Residential Developments' and local initiatives, including the Housing Market Renewal Pathfinder (HMRP). Reference has also been made to Barnsley's Housing Needs

Assessment. We have also considered the applicability of Planning Advice Note 30 (PAN30) 'Sequential Approach to Determining Planning Applications for Residential Development'.

4.5 National Planning Policy

4.5.1 The Government has published a range of PPSs, which inform plan making and are material considerations in decision making on individual planning applications. The key PPSs and where extant their predecessors, PPGs, are reviewed below.

4.5.2 PPS1 was published in February 2005 and provides the overarching Government planning policy framework. PPS1's key aim is to achieve more sustainable patterns of land use and transport. It promotes this aim through four key areas: social cohesion and inclusion, protection and enhancement of the environment, prudent use of natural resources and sustainable economic development.

4.5.3 PPS3 was published in November 2006 and replaces PPG3 which has now been cancelled. PPS3 sets out the Government's housing objectives. In summary, PPS3 continues to attach emphasis to the re-use of previously-developed land and wider sustainability principles in guiding the location of new development. In a departure from PPG3 it does not contain reference to a sequential approach.

4.5.4 PPS3, paragraphs 9 and 10 respectively refer to the Government's housing objectives and the specific outcomes that the planning system should deliver including:

- high quality housing that is well-designed and built to a high standard;
- a mix of housing, both market and affordable, particularly in terms of tenure and price to support a wide variety of households in all areas, both urban and rural;
- a sufficient quantity of housing taking into account need and demand and seeking to improve choice;
- housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure; and
- a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate.

4.5.5 Paragraph 36 refers to the Government's objective of creating mixed and sustainable communities and seeks to ensure that housing is developed in suitable locations which offer a range of community facilities and with good access to jobs, key services and infrastructure. Paragraph 36 notes that the

priority for residential development should be previously-developed land, in particular vacant and derelict sites and buildings.

4.5.6 In addition, paragraph 44 notes that in developing their previously-developed land strategies, Local Planning Authorities (LPAs) should consider a range of incentives or interventions that could help to ensure that such land is developed in line with the trajectories and should include, *inter alia*:-

- Planning to address obstacles to the development of vacant and derelict sites and buildings, for example, use of compulsory purchase powers where that would help resolve land ownership or assembly issues;
- Consider whether sites that are currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development.

4.5.7 A key aspect of PPS3 is the requirement to demonstrate a five-year supply of deliverable land for housing. PPS3 (paragraph 71) states that:

"Where Local Planning Authorities cannot demonstrate an up-to-date five year supply, for example where Local Development Documents have not been reviewed to take into account policies in this PPS or there is less than five years supply of deliverable sites, they should consider favourably planning applications for housing, having regard to the policies in this PPS including the considerations in paragraph 69."

4.5.8 In PPS3, paragraph 69 states:

"In general, in deciding planning applications, Local Planning Authorities should have regard to:

- *Achieving high quality housing;*
- *Ensuring developments achieve a good mix of housing reflecting the accommodation requirements of specific groups, in particular, families and older people;*
- *The suitability of a site for housing, including its environmental sustainability;*
- *Using land effectively and efficiently; and*
- *Ensuring the proposed development is in line with planning for housing objectives, reflecting the need and demand for housing in, and the spatial vision for, the area and does not undermine wider policy objectives e.g., addressing housing market renewal issues."*

4.5.9 PPS7, published in August 2004, sets out the Government's aims and objectives for development in the rural areas. Within this guidance it is stated that development should be focussed in or near to local

service centres. The objective is to ensure that new development is served by public transport and provides improved opportunities for access by walking and cycling. PSS7 also acknowledges that it will be necessary to provide for some new housing to meet identified local need in villages.

4.5.10 PPG13 sets out the government's approach to transport policy. The key objectives are to:

- Promote more sustainable transport choices for both people and for moving freight;
- Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- Reduce the need to travel, especially by car.

4.5.11 PPG4 seeks to facilitate economic development in an environmentally sustainable way. Paragraph 6 acknowledges the need to provide a range of sites to satisfy business requirements:

"Policies should provide for choice, flexibility and competition..... They should also ensure that there is a variety of sites available to meet differing needs. A choice of suitable sites will facilitate competition between developers; this will benefit end-users and stimulate economic activity."

4.5.12 PPG4 provides support for the development proposals. We refer to paragraph 14, 15 and paragraph 21, extracts from which are repeated in this order below.

"The characteristics of industry and commerce are evolving continuously, and many businesses can be carried on in rural and residential areas without causing unacceptable disturbance through increased traffic, noise, pollution or other adverse effects."

"It is now generally recognised that it may not be appropriate to separate industry and commerce-especially small-scale developments-from the residential communities for whom they are a source of employment and services."

"Many urban areas contain large amounts of land, once used for industrial purposes but now under-used or vacant. Getting this land back into beneficial use is important to the regeneration of towns and cities...."

4.5.13 Draft PPS4 was published for consultation in December 2007 it indicates that local authorities should adopt a positive and constructive approach towards proposals for economic development. Furthermore, at paragraph 28 it states that full consideration should be given to the economic aspects of planning proposals, alongside social and environmental considerations, to ensure that communities – and all sectors of those communities – have, for example, access to jobs and services as well as homes and an attractive environment. The draft PPS seeks to ensure that proposals are considered favourably unless

there is good reason to believe that the economic, social and/or environmental costs of development are likely to outweigh the benefits. Paragraph 32 states that:

"....a site may be an acceptable location for development even though it may not be readily accessibly by public transport."

4.5.14 The Taylor Report 'Living Working Countryside' was commissioned by Government and completed by Matthew Taylor MP. It acknowledges that rural areas are major assets to the country in economic, social and environmental terms, identifies the underprovision of affordable housing and the negative impacts this has on rural communities, and the problems created by a restrictive approach to housing and economic development in rural areas. It sets out the following summary:

"Planning must not determine the future development of rural communities against a narrow tick-box approach to sustainable development, assessing communities as they are now and not what they could be. In too many places this approach writes off rural communities in a 'sustainability trap' where development can only occur in places already considered to be in narrow terms 'sustainable'. The question planners must address is "how will development add to or diminish the sustainability of this community?" taking a better balance of social, economic, and environmental factors together to form a long term vision for all scales of communities. A mix of housing and employment opportunities are essential for the sustainability of rural communities."

4.6 Barnsley Local Development Framework (LDF)

4.6.1 The emerging LDF is at a relatively early stage of preparation. The Core Strategy (CS), Housing Sites (HS), Policies (PS) and Employment Sites (ES) Development Plan Documents (DPD) were originally published at the Preferred Options Stage in October 2005. However, following a review of this work a further Revised Preferred Options consultation is being undertaken. The CS Revised Preferred Options consultation was due in June 2008, but this is not yet commenced. The HS Revised Preferred Options consultation along with the ES and PS DPD is due to commence in September 2009.

4.6.2 Given that the LDF is still in the early stage of production and no DPD relevant to the proposals has reached Submission stage, very little weight can be attached to the emerging policies when determining planning applications.

4.6.3 The HS Preferred Options draft Policy HSP1 details the sites planned to be set aside for housing development. No housing sites are proposed in the settlement of Little Houghton.

4.6.4 The ES Preferred Options sets out the Borough's approach to employment development. Draft Policy ESP1 lists the sites that are to be promoted for employment uses; Park Springs (Houghton Main) is listed as site ES21, 28.81ha in area. This draft allocation includes the site. The CS advises that potential employment sites have been considered against a range of criteria including accessibility, previously-developed land and Greenfield status, social equality, deliverability, the effects on the landscape and the environment.

4.6.5 The PS Preferred Options sets out a range of draft policies which set the context for the determination of planning applications. Of relevance to the site is draft Policy E1 'Uses on Employment Sites' which seeks to resist non-employment development of sites proposed for employment development and which are shown on the Proposals Map and sites currently or last used for employment.

4.7 Planning Advice Note 34 'Affordable Housing in New Residential Developments (PAN34)

4.7.1 PAN34 references Policy H7 in the emerging LDF, which requires provision of at least 15% of dwelling on housing sites to be affordable. It also refers to the Housing Market Assessment which establishes a need for 275 affordable houses in the Borough each year between 2005 and 2010. It notes that the assessment recommends 35% of new housing should be affordable (32% in regeneration areas) and overall considers it necessary to achieve affordable housing at a level between 15% and 40% on suitable sites.

4.8 A Strategy for the Barnsley Housing Market Renewal Area Masterplan Framework (Edaw, 2005) ("Strategic Masterplan")

4.8.1 The Strategic Masterplan was commissioned by BMBC and prepared by EDAW in November 2005 covering a 15 year period. It considered the future role of the housing market within each settlement within the Barnsley Area Development Framework (ADF). The ADF identifies actions for housing and interventions that seek to stimulate and achieve renewal of existing neighbourhoods. It also details the vision and roles of settlements and their part in delivering a sustainable development pattern across the sub-region.

4.8.2 The Strategic Masterplan identifies a serious lack of middle value housing in the Dearne. It also identifies the presence of large employment sites in the Dearne, which it considers offer a great deal of opportunities that must be seized upon through the creation of linkages between housing and employment areas. It also states that it would be unwise to attempt to significantly increase employment within the area itself.

4.8.3 An oversupply of employment land is noted within the Strategic Masterplan and it is suggested that reallocation of some employment land for residential uses would create the opportunity to complement existing employment and promote a sustainable future for the Dearne Settlements. It is also mentioned that the use of employment sites for different uses could offer an aid for the Housing Market Renewal (HMR) process.

4.8.4 In respect of the Houghton Villages, it reports that bus services are in decline and they need to be improved to enable the villages to have access to employment opportunities within the Park Springs employment zone. It also states that the quality of the villages is suffering due to environmental 'grot spots'. The Strategic Masterplan welcomes redevelopment opportunities where they will promote the Houghton's image as desirable, high quality location supported by first class public transport that will effectively link them to urban settlements to sustain their housing offer.

4.8.5 A consultation took place in Little Houghton and the Strategic Masterplan notes the following issues were raised:

- Lack of village facilities, poor condition of Working Men's Club;
- Existing play facilities inadequate;
- Issues with absentee landlords and high turnover of tenants;
- Village sports facilities being used by non residents;
- Village environment needs improvement;
- Post office in receipt of 'rural aid'; and
- Bus service needs rescheduling.

4.8.6 The Strategic Masterplan identifies settlement roles across the region. The aim for the Houghton's and Middlecliffe is that they will be sustained as *'high quality village locations'* offering good access to open countryside and the benefits of living within a strong community. Residential development and improvements to facilities and transport are proposed to strengthen the image, and provide a rural lifestyle as an alternative to urban living.

4.9 Barnsley 2005 Study of Housing Need, Housing Markets and Affordability

4.9.1 The study demonstrated a need for affordable housing in the Dearne including at Little Houghton specifically. It evidenced the need for the provision of a mix of affordable properties, including a need for properties for older persons. The study also concluded that in the Dearne there was a need to restructure the existing general market to reduce surpluses of particular house types (for example, 2/3 bed houses) and increase the provision of smaller stock including apartments and larger houses.

4.10 Planning Advice Note 30 'Sequential Approach to Determining Planning Applications for Residential Development (PAN30)

4.10.1 PAN30 was published in January 2004, and sets out a sequential approach for determining planning applications for residential development. PAN30 was prepared in the context of PPG3, which contains a sequential approach to guide new development. However, PPG3 has since been superseded by PPS3, which contains no such sequential approach. In addition, whilst the RSS does reference a sequential approach it is made clear that this relates to decisions regarding the location of development in policy formulation and should not be used as a development control tool.

4.10.2 It is considered that PAN30 does not reflect national planning policy in PPS3 or policy in the adopted RSS, and it is not therefore appropriate to apply PAN30 to the development proposals.

SECTION 5: PLANNING POLICY ANALYSIS

5.1.1 This section assesses the merits of the development proposals in the context of Development Plan policy and other material considerations. It is arranged under the following sub-headings: regeneration, and housing and employment development.

5.2 Regeneration

5.2.1 The RSS at a strategic level and the Barnsley UDP at a local level identify the need for regeneration in the former coalfield areas to improve social, economic and environmental conditions. The following policy references are relevant:

- RSS Policy YH1 emphasises the need to transform economic, environmental and social conditions in the Regeneration Priority Areas. Policy STY1 supports continued regeneration in the Dearne Valley and other former coalfield areas, of which Little Houghton is one.

- Part 2 of the Barnsley UDP, Volume 8 Darfield Community Area identified the former Houghton Main colliery as a major area of dereliction which is to be investigated for employment use and environmental improvement. In addition, it states that: *"Particular environmental aims for the Darfield area are to improve the pockets of degraded land and less attractive built environment, in order to enhance the appearance and image of the area; and to conserve the most attractive landscape and open countryside between settlements."*

5.2.2 The site comprises part of the former Houghton Main Colliery, which closed in the early 1980s. It is a previously-developed site, that has been restored to create a development platform, but remains unused. In its current condition the site makes little positive contribution to the economic, social or environmental condition of Little Houghton and in BMBC's 2005 study of housing need.

5.2.3 The proposals will bring back into use an unused area of land and provide an opportunity to generate local jobs and boost the economic development of the area. In addition, it will provide a range and choice of new housing and in particular will make a positive contribution to meeting the local need for affordable housing and a need for elderly home provision which has been identified by the Parish Council.

5.2.4 The scheme will integrate the existing employment land to the north with the settlement of Little Houghton to the south and promote linkages with existing footpaths. Nature conservation interests will

be enhanced through landscape improvements and the introduction of both formal and informal areas of open space will be created to the benefit of the existing community and future residents.

5.2.5 The proposed mixed use scheme takes account of the market assessment report in providing land for employment use which is considered appropriate to the type and level of demand in the area. The nature of the proposals also responds to and is dictated by the existence of high walls. The employment development is located away from the high walls on the northern side of the site and the residential development, which provides the flexibility required to site buildings around high walls is located towards the southern side of the site. As explained in the Phase 1 Desk Study buildings should not be placed across the width of high walls, which constrain redevelopment options in particular on the southern side of the site.

5.2.6 In summary, the proposals should be considered in the context of the environmental, social and economic benefits that it will bring to the community of Little Houghton. The proposals were subject to public consultation and received overwhelming support from the local community, the Parish Council and a local Member (please refer to the statement of community involvement for further details).

5.3 Housing and Employment Development

5.3.1 The principle of redeveloping the site is supported through the UDP, Policy DA4, and the environmental, social and economic benefits have been summarised above.

5.3.2 The housing requirement for Barnsley over the period 2008-2026 is set at 1015 units (net) per annum. In addition, Barnsley has recently gained Growth Point Status, which has resulted in a 20% uplift in housing requirements above the RSS level. This equates to a target of 1218 net dwellings per annum and 6,090 dwellings over a 5 year period. BMBC indicate in the Housing Land Availability Assessment 2008 (HLAA) that they are able to provide land in excess of that requirement i.e. for 7,316 dwellings that are deliverable over the next five years. However, that calculation does not appear to have taken into account demolitions, which is necessary in order to reach a net figure. Taking demolitions into account using the assumptions set out in the HLAA would result in a net dwelling figure of 5,865 dwellings, slightly ahead of the RSS target of 5,075 dwellings but below the target set with the RSS requirement and Growth Point status target combined of 6,090 dwellings.

5.3.3 The HLAA states that BMBC has carried out the assessment of housing land supply in accordance with the requirements of PPS3 (para 54). However, the HLAA contains little evidence to explain how BMBC has complied with the requirements of PPS3 in completing this assessment stating that:

"Allocated UDP sites which are still undeveloped have been assessed for deliverability" and "sites with planning permission have a reasonable possibility of delivering housing and therefore have not been individually assessed in terms of their deliverability...."

5.3.4 These statements do not indicate that BMBC has undertaken a rigorous assessment of the deliverability of the 5 year housing supply in accordance with PPS3 and therefore without this evidence there must be doubt as to whether the authority can demonstrate a 5 year supply leaving aside the numerical inconsistency identified above.

In these circumstances, PPS3 (para 71) states that: *"Where Local Planning Authorities cannot demonstrate an up-to-date five year supply, for example where Local Development Documents have not been reviewed to take into account policies in this PPS or there is less than five years supply of deliverable sites, they should consider favourably planning applications for housing, having regard to the policies in this PPS including the considerations in paragraph 69..."*

5.3.5 In PPS3, paragraph 69 sets out in general the considerations LPAs should have regard to when deciding planning applications. It's considered that the proposals will support these objectives by providing high quality housing, ensuring a good mix of dwellings including accommodation for the elderly, re-using suitable previously-developed land, using land effectively and efficiently taking account of the density of the existing community, and will not undermine the housing strategy by supporting the economic and social regeneration of a Priority Regeneration Area and former coalfield settlement.

5.3.6 The RSS, Policy SY1 seeks to encourage small scale commercial activity to diversify local economies and Policy E1 seeks to create a more successful and competitive economy and to help delivery business productivity and investment, generate job opportunities and develop a more diverse economy.

5.3.7 Planning permission (app ref: B/96/0208/HR) provides for the restoration of the site for employment uses predominantly. This approach is supported by UDP Policy DA4, which allocates the site for *"Area of Investigation for Potential Employment Development".*

5.3.8 National planning policy in PPG4 seeks to ensure that there is a variety of sites available to meet differing needs. Draft PPS4 seeks to widen the approach to sustainable development and emphasizes that development proposals should be seen in the context of wider social, economic, and environmental objectives.

5.3.9 A market assessment has been undertaken to assess the level of employment land supply. The level of employment development proposed takes account of this report and the on site constraints previously described.

5.3.10 In summary, it is considered that the redevelopment of the site for a mix of employment and housing uses will benefit the regeneration of Little Houghton. It will provide a wide choice of new homes, including affordable dwellings and homes for the elderly. It will also provide a mix of employment units and generate local job opportunities to the benefit of the local economy. It will put back into use a derelict site that has low ecological value, provide a link between existing employment development to the north and the existing settlement, reinforce existing planting, create new informal and formal recreation areas, and utilise existing footpath links. Furthermore, the proposals have been supported by the Parish Council and the local community. It is considered that overall the economic, social and environmental benefits of the scheme are considerable and provide an opportunity to improve the sustainability of the settlement.

SECTION 6: CONCLUSIONS

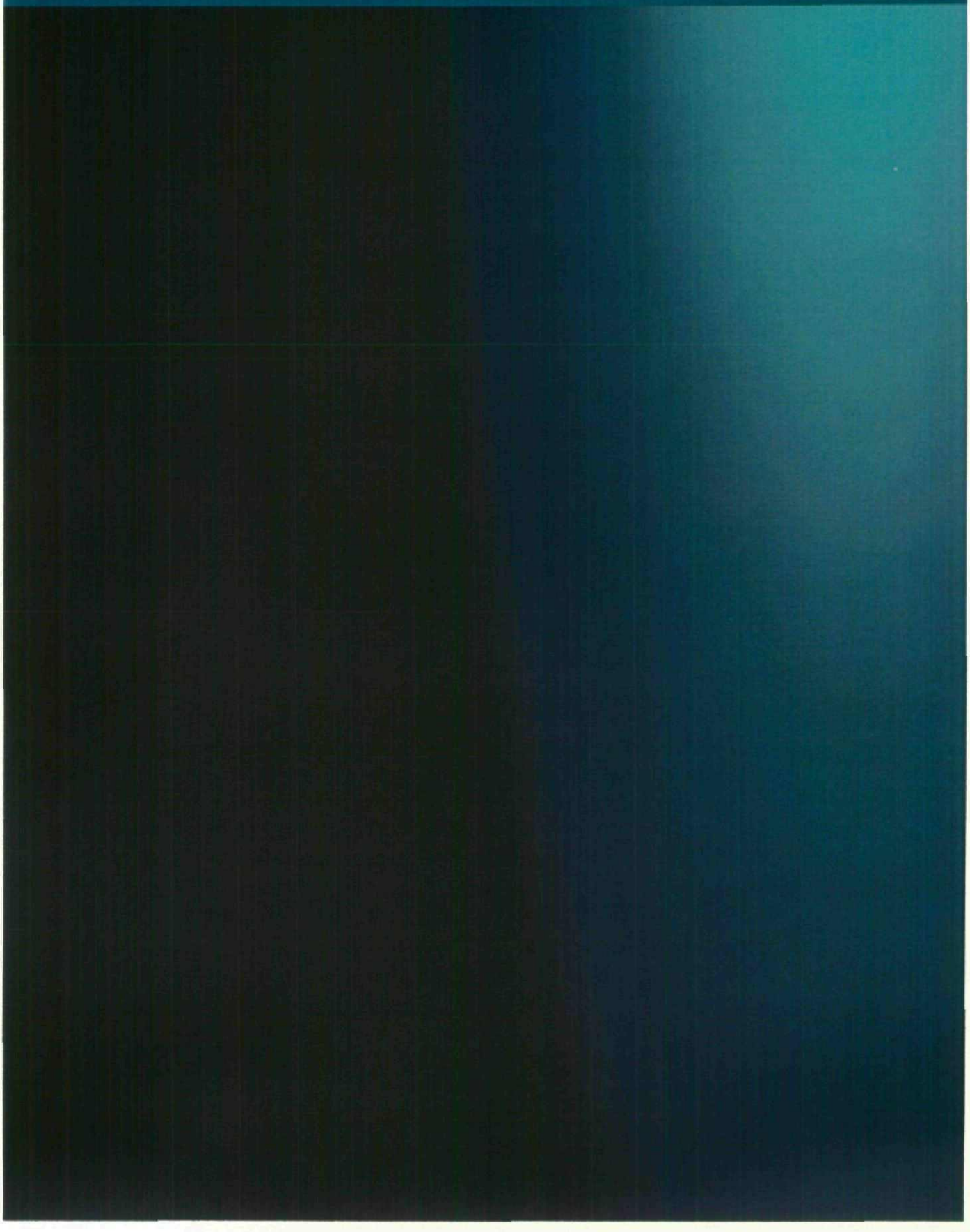
6.1.1 The key considerations are:

- The site is 'allocated' as an area for investigation for employment use in the Barnsley UDP, proposed for allocation in the emerging LDF through the ES Preferred Options, and planning permission (app ref: B960208HR) supports employment re-use of the site;
- The RSS and UDP attach considerable emphasis to economic development, particularly in regeneration areas such as the former coalfield communities which includes Little Houghton. The proposals provide an opportunity to diversify the local economy and generate jobs.
- The market assessment report and on site constraints in the form of high walls have influenced the proposed level of employment development;
- There are considerable doubts over whether BMBC can demonstrate a 5 year supply of deliverable sites. Whilst the HLAA indicates that there is sufficient supply to provide in excess of a 5 year supply against the RSS requirement, there is not sufficient supply to meet a 20% uplift as a result of Barnsley's Growth Point Status. Residential re-use should therefore be considered positively in the context of PPS3 (Paragraphs 69 and 71);
- The proposals will secure a mix of dwellings and widen the choice of housing available locally and will include provision of affordable housing and accommodation for the elderly to meet a local need identified by the Parish Council and BMBC's housing needs study and provision of a limited number of executive houses also a need identified by the local community;
- The site is previously-developed, is currently vacant and has low ecological value. The proposals provide an opportunity to regenerate the site, provide new tree planting, and develop new informal and formal recreational areas; and
- In light of the feedback received through the consultation process it is considered that the proposals do have the support of the community.

6.1.2 In conclusion it is considered that the proposals will bring forward a well balanced mixed use scheme that will deliver considerable social, economic and environmental benefits in a former coalfield settlement. On this basis it is considered that the proposals should be supported.

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