Planning Statement

Change of use from former job centre (A2) to 12 bedroom HMO (Sui Generis)with managers office, associated parking and amenity space



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1.0 Introduction

This Planning Statement has been prepared on behalf of Roger Beecroft. It is intended to assist Barnsley Metropolitan Borough Council (BMBC) in its determination of an application for a change of use of the former Goldthorpe Job Centre from A2 (Financial & Professional), to a 12 bedroom House in Multiple Occupation (HIMO) with onsite managers office and associated external works

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

Plans

- Site Location Plan 1/1250
- Floor and Elevation Plans R01 D
- Site Plan R02B

2.0 Site & Surroundings

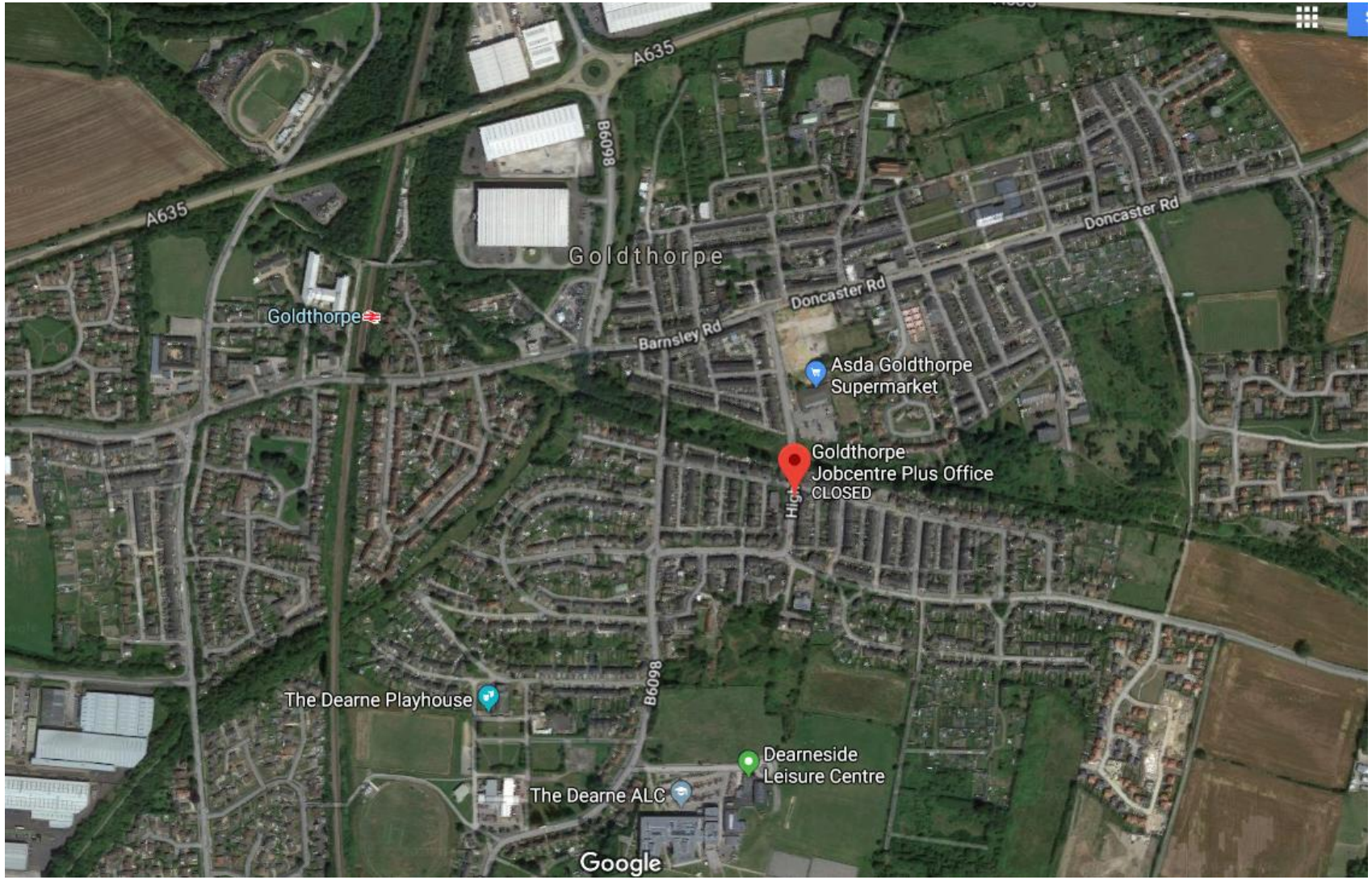
The application concerns the redevelopment of the former Goldthorpe Job Centre premises. The property was vacated by Job Centre Plus when the premises closed in January following the relocation of services to Mexborough.

The premises are located centrally within Goldthorpe. The building is a detached flat roof structure of traditional brick construction, it is effectively double fronted with its principle elevation set within landscaped grounds fronting High Street and its rear elevation onto Melton Avenue. To the rear there is parking for 7 vehicles which includes a dedicated disabled space.

The wider area is predominantly residential. High Street does however, support several commercial premises set within small local parades that adjoin residential uses. High Street is located on a bus route with stops located in the immediate vicinity. Goldthorpe Train station is located 0.5 miles North West of the site , employment opportunities, public amenities and leisure facilities are also immediately on-hand.

There is no evidence to suggest that there are other HIMOs within the immediate area, accommodation in the main comprises of ex-authority semi-detached and early 20th century terraced properties.

Site Location



3.0 Proposal

The proposal seeks full planning permission for a change of use of the property from A2 (Financial & professional) to a large scale 12 bedroom HIMO (Sui Generis) with onsite managers office. The change of use requires minimal external alteration with the use being accommodated within the fabric of the existing building. The floor plans would be arranged as follows:

Ground Floor:

- 6 x 1 bed ensuite private bedrooms 18sqm – 23sqm
- Double kitchen dining area measuring 31sqm
- Managers office
- Boiler/storage room.

First Floor:

- 6 x 1 bed ensuite private bedrooms 25sqm – 34sqm
- Communal Kitchen / dining area 19sqm

All bedrooms within the accommodation would be designed to be greater than the prescribed National standards.

Outside

- Provision of 7 parking spaces
- Installation of new access door and replacement of existing door with new window.
- Secure bin compound (2 x 1100ltr general waste 1 x 1100ltr cardboard and paper and 1 x 240lts glass bins)
- 190sqm of garden area to be retained and managed for communal use enclosed by a new 1.8m brick pier and wooden panel wall.
- Retention of all on site trees.

4.0 Planning History

2018/0656 - Change of use from job centre (A2) to 15 bedroom sui generis HMO - Application withdrawn.

5.0 Amendments

The application was withdrawn following concerns raised by Members of the Council's Planning and Regulatory Board who sought to overturn the Planning Officers recommendation.

In response to Members concerns a complete review of the accommodation has been undertaken. The internal specification has been revisited with an emphasis upon improving the size and quality of the bedrooms in addition to the overall welfare facilities.

The number of bedrooms within the accommodation has been dropped to 12 (a reduction of 3 bedrooms), and all the bedrooms would now be provided with private ensuite facilities. The smallest of the rooms has been increased to 18sqm which is a 7sqm increase above the previous proposals. As a result of the reduction in bedrooms communal habitable rooms have also been increased in size and provision has been made for an onsite management office on the ground floor. External amenity areas would total 190sqm, this would be landscaped and enclosed by new boundary treatment to provide privacy for residents.

These amendments have been worked up on the advice of Senior Officers of the Councils Planning Department. It is hoped that the improvement to the quality and standard of the accommodation can be met with support of the Councils planning Committee.

6.0 Constraints

The building is not listed nor is it located within a Conservation Area. No trees within the buildings curtilage are subject to a Preservation order.

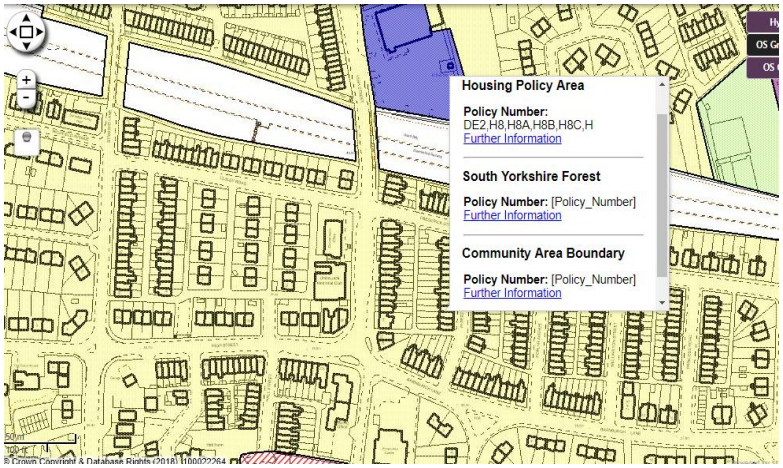
7.0 Planning Policy

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 an established Housing Policy Area. It is situated directly south of the Principal Shopping/Commercial area (Goldthorpe Centre)



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:

<u>Core Strategy policies</u>

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.

CSP40 'Pollution Control and Protection' 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.

<u>UDP 'saved' policies</u>

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

<u>Supplementary Planning Guidance</u>

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 dwellings under 3 bedrooms in size and 2 spaces for 3 bed dwellings and above.

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.

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:

8.0 Change of Use Considerations:

Additional Residential Accommodation:

The proposal would see the conversion of the property to a large scale HMO. This would provide accommodation for up to 12 persons who would essentially reside in the house as a single household. 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 Space:

The accommodation is currently vacant following the relocation of the Job Centre to Mexborough following a national restructure of the Job Centre portfolio. The prospects of the premises supporting an A2 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. High Street is not a Principal shopping street, as such the applicant property is are not afforded protection from any frontage policy. The B1 (Office) element of the proposals would benefit from a Permitted Change Use to Residential (C3) under the Prior Notification Procedure.

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 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 NPPF para 123.

Future Occupants:

The applicants intention would be to let for the rooms on a single occupancy basis only. 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 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 well over the minimum space requirements of the Housing Act 2004 and that also for HMO guidance. Introductions of en-suites allow greater privacy and a reduction of reliance to shared services. Existing spaces can also be modified to accommodate additional storage. Internally, rooms would benefit from a complete overhaul & refurbishment that would coherently bring the interior design together to create a high quality finish for future inhabitants.

The shared ground floor kitchen/dining/lounge area would provide sufficient 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 Assessment

High Street is an established residential area this is reflected in the sites UDP allocation as a Housing Policy area. This allocation is set to be carried within the emerging Barnsley Local Plan. The proposals are therefore fully compatible with the land use allocation.

Local and National policies are aligned to encourage the delivery of new housing and the reuse of previously developed (Brownfield sites). Planning Polices actively encouraged the provision of housing on previously developed sites, at a local level this is promoted through Core Strategy Policies 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' (footnote of NPPF para 11).

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 central location served with immediate access to services, transport and employment opportunities
- Would contribute to the supply of housing
- Would secure long-term stewardship of a prominent building within Goldthorpe centre.

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 polices 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 affordable 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, 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 the Town Centre. The reuse of a Brownfield site accords with CSP14 which seeks to achieve between 55% and 60% of homes to be built on previously developed land. Town Centre locations are best suited to higher density 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 Goldthorpe Centre.

The development now proposed represents a viable opportunity to regenerate a vacant (Brownfield) property. Its location within the Town 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.

Amenity

The Town and Country Planning (General Permitted Development) (England) Order 2015, Class O 'Offices to dwellinghouses' states that 'Development consisting of a change of use of a building and any land within its curtilage from a use falling within Class B1(a) (offices) of the Schedule to the Use Classes Order, to a use falling within Class C3 (dwellinghouses) of that Schedule' is permitted development. There is a 'fallback' position where the majority of the building could be converted to residential use as PD subject to prior approval, such an approach would not allow for an assessment of the quantum or quality of the internal accommodation.

In terms of housing need HMO's play a clear role in meeting requirements. They provide a valued form of affordable accommodation for key workers, persons leaving their family homes, those entering or leaving full time education and persons on low incomes. The provision of such accommodation meets local accommodation needs for persons who would otherwise be excluded from the housing market. It is in the interests of the applicant to secure good tenants, this will be done through vetting applicants and through the successful management of the premises. It must be stressed that the proposal is for a residential use, this is wholly compatible with the prevailing character of the locality and should be viewed as acceptable in land use planning terms.

The thread of policies within the NPPF and of Policy CSP29 of the adopted Core Strategy is to achieve high standards of design within all developments. Recognising that the proposals are for a change of use, the assessment against these standards is limited to that of the internal and external areas.

It should be noted that all HMOs of this size require a licence from the Council under the Housing Act 2004. The HMO will not be able to operate unless the Council's Housing Standards Team are satisfied with the standard of accommodation and an appropriate licence has been issued.

Internal:-
The proposals require a simple approach to the internal arrangement with no external works required. The rooms would be designed in excess of minimum internal spacing for HMO's. The accommodation is well proportioned and could comfortably accommodate the day to day needs

reasonably expected for the intended residents. The accommodation is of a good overall size with excellent levels of outlook and light to each of the rooms.

External:- There would be two areas of shared amenity/garden areas which would be enclosed to provide residents with added privacy. In addition to dedicated vehicle and cycle parking. The landscaped grounds total 190sqm which equates to approx 16sqm per resident/room. This exceeds guidelines for communal space within apartment accommodation advised within the SYRDG. These areas would be retained along with all existing trees, new boundary treatments would provide enclosure and privacy for residents .

The level of amenity space would be a matter to be considered by future occupants, however, it is note that the close proximity to local parks and recreation facilities at Dearnside Leisure centre located to the south of the site which along with local amenities immediately on hand within the Town Centre.

Impact upon existing residents

The proposals represent a straightforward conversion of the property. No extensions are proposed, 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.

It is in the applicant interests to ensure that the property is well managed with residents being subject to relevant reference and security checks. The management of the property would also oversee regular inspections to ensure that routine maintenance is being undertaken and that the property kept in good condition. The onsite office would be staffed daily and allow residents to report any issues. The applicant would be willing to agree to a management condition or accept a personal permission.

Waste

Bin storage would continue to be accommodated within curtilage of the property. A dedicated bin store would ensure that they remain screened without detriment to the appearance or character of the street scene. The waste storage requirements would not have a poor visual impact or have an adverse impact upon levels of residential amenity.

Parking & Access

Typically car ownership amongst residents is likely to be low and parking demands would be significantly below levels associated with the former use as a Job Centre, when factoring staff and customer requirements. Nonetheless, the property has a seven off-street parking spaces which exceeds recommend guidelines which would be for just 4 spaces. .

The property is located within a highly accessible location with access to multi-modal transport links including rail and bus services and is also accessible to the TPT dedicated cycle network. In order to help mitigate any adverse impacts and to help promote sustainable transport modes secure cycle parking spaces could be provided at the property for each of the bedrooms. This matter could be appropriately conditioned by the LPA.

8.0 Conclusion

In recognition of the concerns raised on the previous submission the design has been revisited. The reduction in bedroom numbers has allowed the overall size and quality to be vastly improved. Bedroom sizes now nearly triple that of the 6.51m recommended under the

Housing Act 2004. Parking at the site meets with local standards with provision also being made for visitors and local residents a like. A secure refuse area will accommodate all waste and recycling bin storage. This is discretely located within the site to allow for safe and convenient servicing from the adopted highway.

HIMOS make a valued contribution to meeting housing needs. The applicant has proven track record in the successful delivery and management of such properties. This experience ensures that properties are managed to the highest order providing safe and secure accommodation integrated within the community.

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. The development should be viewed in this context, the proposals will add to the local housing mix providing a form of affordable housing for local residents. Stringent vetting and onsite management will ensure the respectful occupation of the accommodation. .

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 polices in relation to land use compatibility, residential amenity and highway safety.

High quality accommodation would be redelivered within a design that has been approached in a manner that exceeds minimum recommended guidelines for HMO accommodation. The submitted proposals clearly demonstrate that the property would successfully lend itself to conversion to a HIMO. The scale of the actual change of use would not result in a significant intensification of residential use with the proposals not being readily distinguishable. The effective management of the site will ensure the use can take place without giving rise to adverse environmental or residential amenity conditions.

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

Consequently, there is no clear evidence that demonstrates that the proposal fails to support a mixed and balanced community. The proposals would accord with the Core Strategy insofar as it seeks to ensure that all development has regard to its effect on amenity, including noise, traffic generation and refuse storage and its effect on the character of the surrounding area.

Therefore in accordance with the recommendations of 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.