



Barnsley College Carrington Avenue

Planning Statement



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SECTION 1 INTRODUCTION

- 1.1 In the last five years Barnsley College has made substantial improvements to their existing facilities, with a key part of the plan involving the centralisation of the College departments around the Old Mill Lane site within Barnsley Town Centre. In addition the College has established a Sports Academy at the Honeywell site with the creation of a range of quality sports facilities. As a consequence of these developments, Carrington Ave and Belle Vue campuses will become surplus to the College's requirements.
- 1.2 Barnsley College, through their agents Capita, are submitted planning applications relating to these sites and a further supporting application for the creation of mini pitches at the Fleets site. The intention of the planning applications is to establish the principle of alternative uses so that the land can be sold in due course, providing revenue for the continuing enhancement of the College.
- 1.3 This report relates to the proposals for the Carrington Avenue Playing Field site and will consider the development in relation to relevant national and local planning policies.

SECTION 2 LOCATION

- 2.1 The application site comprises the existing playing field area located to the north of the Honeywell Campus which is located in the North Neighbourhood area of the Barnsley Council area. The site is approximately 2.6 ha in area and is defined in the east by the Huddersfield to Sheffield railway line and by Carrington Avenue to the west. The district to the west is characterised by two storey family housing. Access to the site is currently from Carrington Avenue however there is a significant change in levels between most of Carrington Avenue and the application site.
- 2.2 The area itself is grassed with hedging and a number of trees forming the boundary along the railway line to the east, and with small number of trees located to the north west fronting on to Carrington Avenue. In addition there are nine mature trees located in a rectangular area of space between properties fronting onto Honeywell Lane which forms a steep bank to the road. The site is enclosed by metal fencing with the entrance being located at the south west corner close to the junction between Carrington Ave and Honeywell Lane. There is no general public access onto the site.
- 2.3 The land is identified as an Existing Community Facility on the saved UDP proposals map, and it is also allocated on the Greenspace register under ref GS 874. The surrounding area is generally allocated as a Housing Policy Area.

SECTION 3 RELEVANT PLANNING HISTORY

3.1 Planning Reference No 2009/0609

Mixed use development of Residential, Offices and relocation of College Sports Hall and Tennis Courts (Reserved Matters) at the Honeywell Lane Campus was approved Subject to Legal Agreement on 14-03-2012

3.2 The legal agreement attached to this application required as part of the housing development that an equipped play area, constructed in accordance with the Council's standards be provided on Honeywell Lane, prior to the occupation of the 50% of the dwellings approved.

SECTION 4 PROPOSALS

4.1 The application for the site involves the construction of 89 no. of houses. The development is submitted in outline form with an indicative layout.

4.2 The other technical reports which form part of this application should be read alongside this report. The other documents referenced are:

4.3 Design and Access Statement

Transport Assessment

Statement of Community Involvement

Open Space Assessment

Playing Pitch Assessment

Ecological Appraisal

Flood Risk Assessment

Tree Survey and Arboricultural Survey

Noise Impact Assessment

Illustrative Plans and House Types

S106 Agreement Heads of Terms

SECTION 5 RELEVANT PLANNING POLICY

5.1 National Planning Policy Framework

The National Planning Policy Framework ("NPPF") was published in March 2012 and replaced virtually all previous national guidance. The introduction to the document confirms it should be a material consideration in the determination of planning applications.

5.2 The NPPF is clear there should be a presumption in favour of sustainable development where there is no conflict with the development plan. The NPPF sets out 12 key principles which planning should seek to adhere to.

5.3 These include:

- Proactively drive and support sustainable economic development to deliver the homes and thriving places the country needs;
 - Seek to secure high quality design and a good standard of amenity for all existing and future occupiers of land and buildings;
 - Encourage the effective use of land by reusing land which has previously been developed;
- and
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

5.4 The NPPF sets out guidance on a number of different themes, some of which are relevant to the proposed development.

5.5 Starting with economic development the NPPF is clear the Government is committed to securing economic growth in order to create jobs as well as ensuring the planning system does everything it can to support sustainable economic growth. Consequently "significant weight should be placed on the need to support economic growth through the planning system"

5.6 The NPPF also deals with housing matters and states there is a requirement for local authorities to have a five year supply of deliverable housing sites (paragraph 47).

5.7 With specific regard to housing, the NPPF seeks to ensure that local planning authorities boost significantly the supply of housing, with paragraph 49 specifically stating that housing applications should be considered in the context of the presumption in favour of sustainable development.

5.8 The NPPF goes on to say that this should be achieved through local planning authorities meeting their full assessed needs for market and affordable housing and identifying a 5 year housing land supply with an additional buffer of 5 – 20% depending on past delivery. Where a 5 year supply of deliverable housing sites cannot be identified, paragraph 49 of the NPPF also advises that relevant local planning policies for the supply of housing should not be considered up to date.

Local Planning Policy

5.9 Barnsley Council has a suite of planning policy documents and supporting evidence which are pertinent to consideration of this application. Relevant National and Local Planning Policies and Guidance are referenced below in relation to different planning matters.

Location and Principle of Development

5.10 Barnsley Core Strategy Policy CSP 8 states that in relation to the location of growth priority will be given to development within Urban Barnsley amongst other urban areas. In addition Barnsley Unitary Development Plan Saved Policy BA33 relating to Existing Community Facilities requires that development will not be permitted which would lead to the loss of existing community facilities.

Open Space and Playing Fields

5.11 Chapter 8 of the NPPF which deals with, promoting healthy communities, sets out the guidance relating to playing fields and confirms that:

“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs of which clearly outweigh the loss.”

5.12 Barnsley Core Strategy Policy CSP 35 relating to Green Space states that Barnsley Council will only allow development proposals that result in the loss of green space where:

an assessment shows that there is too much of that particular type of green space in the area which it serves and its loss would not affect the existing and potential green space needs of the borough;

or

an appropriate replacement green space of at least an equivalent community benefit, accessibility and value is provided in the area which it serves;

Biodiversity

5.13 Chapter 11 of NPPF refers to the need to conserve and enhance the natural environment, and advises in paragraph 109 that planning should contribute to and enhance the natural and local environment. In the determination of

planning applications, paragraph 118 provides a number of principles which seek to conserve and enhance biodiversity.

- 5.14 One of the criteria of Objective 8 of the Barnsley Core Strategy is to protect and improve the countryside and the natural environment by protecting and improving the countryside and biodiversity. Core Strategy Policy CSP 36 states that development which may harm a biodiversity or geological feature will not be permitted unless effective mitigation and/or compensatory measures can be ensured.

Transport

- 5.15 Para 32 of the NPPF confirms that development should only be prevented or refused on transport grounds, where the residual cumulative impacts of development are severe.
- 5.16 Barnsley Core Strategy Policy CSP 26 states that new developments will be expected to be designed and built to provide safe, secure and convenient access for all road users.

Flood Risk

- 5.17 Paragraph 100 of the NPPF states that Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.
- 5.18 Barnsley Core Strategy Policy CSP 4 states that the extent and impact of flooding will be reduced by:
- Not permitting new development where it would be at an unacceptable risk of flooding or would give rise to flooding elsewhere and
 - By requiring development proposals to use Sustainable Urban Drainage Systems (SuDS) in accordance with policy CSP 3.

Pollution

- 5.19 Chapter 11 also seeks to ensure that planning decisions take account of factors such as risk from pollution, ground conditions and instability. With particular regard to noise, paragraph 123 states that decisions should aim to avoid significant adverse impacts from noise through both reduction and mitigation measures.
- 5.20 Barnsley Core Strategy states that it will ensure planning applications are accompanied by sufficient information regarding contaminated land to show that the development can go ahead safely and by controlling potentially polluting development and protecting new development from pollution.

Housing Need and Sustainable Development

- 5.21 When delivering new housing, paragraph 50 of the NPPF requires local authorities to plan for a mix of housing, delivering the size, type, tenure and range of housing required to meet local demand, and set policies to meet the identified need for affordable housing.

- 5.22 Chapter 7 of the NPPF emphasises the need to secure good design in new developments, considering it a key aspect of sustainable development. For further information in this regard, please refer to the Design and Access Statement submitted separately.

Planning Obligations and Affordable Housing

- 5.23 Paragraph 173 of NPPF relates to the viability and deliverability of development. Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. It goes on to say that in order to ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, to enable the development to be deliverable.
- 5.24 The Barnsley Core Strategy Policy CSP 42 Infrastructure and Planning Obligations states that
“Development must be supported by appropriate physical, social and economic infrastructure. Development must contribute as necessary to meet all on and off site infrastructure requirements to enable development to take place satisfactorily.
Where the necessary provision is not made directly by the developer, contributions will be secured through planning obligations.
- 5.25 NPPF Paragraph 50 states that where authorities have identified that affordable housing is needed, they should set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities. However it goes on to state that such policies should be sufficiently flexible to take account of changing market conditions over time.
- 5.26 Barnsley Core Strategy Policy CSP15 states that on developments of 15 dwellings or more 15% of the units need to be secured in perpetuity in accordance with the NPPF’s definition of affordable housing.

Economic Benefit

- 5.27 In accordance with Section 143 of the Localism Act 2011, local finance considerations now comprise material considerations in the determination of planning applications. Therefore, in addition to the creation of construction jobs regard should be had to the financial receipts which will accrue to the Council as a result of the proposed development.
- 5.28 Barnsley Core strategy states that the use and development of land will be assessed against the objective of securing sustainable development within Barnsley to meet its environmental, economic and social needs.

Supplementary Planning Documents

5.29 In addition to the policies and objectives set out above Barnsley Council has a range of supporting planning advice in relation to the following matters;

- Designing New Housing Development
- Green Space Strategy Open Space
- Parking
- Planning Advice Note 33 Financial Contributions to School Places

5.30 The current Draft Consultation SHLAA 2013 for Barnsley Council confirms the importance of changing the housing mix within the Borough, particularly in terms of delivering and increasing the breadth of housing supply.

SECTION 6 MAIN PLANNING CONSIDERATIONS

Principle of the Housing Development

- 6.1 Barnsley Metropolitan Council cannot currently demonstrate a supply of specific, deliverable sites sufficient to meet the borough's five year housing land requirement. In this situation the NPPF is clear, at paragraph 49, that relevant policies for the supply of housing should not be considered up to date.
- 6.2 As a result, applications for residential planning permission in the borough where it can be demonstrated that they are in a sustainable location, should be determined in line with the NPPF Presumption in Favour of Sustainable Development (paragraph 14 of the NPPF), relevant development plan policies and any other material considerations. There is a clear and pressing need to bring forward sites for residential development in order to address the shortfall in housing land supply and meet the aspirations of Barnsley Council for housing delivery.
- 6.3 The application site is located within the Barnsley urban area. The proposal therefore accords with both Core Strategy Policy CSP 8 relating to location of growth and Policy CSP 25 in that it is sited within the Urban area of Barnsley in close proximity to the town centre, offering easy access to a range of sustainable transport links. In light of the above, it is considered that the application site represents a highly sustainable location with an excellent level of access to existing services and facilities.
- 6.4 UDP Policy BA35 states that existing community facilities including those shown on the proposals map will be protected against other forms of development.
- 6.5 Whilst it is accepted that the scheme would not accord with saved Policy BA35 of the Unitary Development Plan, significant weight should be attached to the benefits not only to the College but to the local economy of bringing forward the site for housing.
- 6.6 The Barnsley UDP itself recognised the accommodation issues and the aspirations of Barnsley College to develop into a nationally renowned centre for education. As part of this programme there is a recognised need to rationalise the College holdings and reinvest capital receipts from surplus land into developing the centre into a first class facility.

Playing Field and Open Space

- 6.7 In accordance with paragraph 74 of the NPPF assessments through the provision of an Open Space Assessment and Playing Pitch Assessment have been undertaken and submitted separately that demonstrate that Carrington Playing Fields are surplus to the requirements of Barnsley College on the basis that there are now new sports facilities and pitches at the both at the Honeywell

and at the Fleets. There is no public access to the pitches at Carrington and therefore there will be no net loss of a sports facility to the wider community.

- 6.8 The Barnsley Council Playing Pitch Strategy 2011 undertook an assessment of existing and future supply of and demand for pitches in relation to different sports. In relation to football pitches the Strategy identified over the subsequent ten year period a deficiency in the number of junior and mini pitches both across the Borough but also in relation the North Neighbourhood Area, where Belle Vue is located. It also noted significant deficiencies in the quality of pitches across the Borough with 4 out of 5 pitches are rated as 'average', 'below average' or 'poor'. More specifically only 1 in 7 (14%) of the existing mini pitches were rated as 'good'. The audit result, coupled with feedback from clubs themselves indicated that the quality assessment by clubs reflected the lack of access to good quality changing facilities.
- 6.9 In compensation for the loss of the fields at Carrington, it proposed that four new mini pitches will be created at The Fleets and on the Honeywell Campus to meet the objectives of the Barnsley Playing Pitch Strategy. The Strategy identified a shortage of mini pitches supported by quality ancillary facilities such as changing rooms and toilets. Two of the new pitches will be sited adjacent to new changing room and teaching facilities at the Fleets. Users of the two junior pitches at the Honeywell Campus will also be able to access the supporting range of sports facilities on site including the 3G artificial pitch, the Multi Use Games Area and the newly built indoor sport hall, which are all open to community use. With the creation of four mini pitches with quality supporting facilities at a suitable and sustainable location, the area of Open Space and playing field lost as a result of the development would be replaced by equivalent and even better provision, in accordance with paragraph 74 of the NPPF. It is considered that the benefit of these alternative sports facilities outweigh the loss of the playing fields at Carrington Avenue in accordance with the NPPF and Policy CSP 35.

Biodiversity

- 6.10 The site has been surveyed in order to assess its importance in relation to wildlife and biodiversity. The Phase 1 ecology survey found no protected species on site, but noted the area does have potential to support breeding birds and foraging and roosting bats. In relation to birds the ecologist has recommended that works should be carried out outside the nesting season and that bird boxes should be incorporated within the finished design of the development.
- 6.11 In relation to bats the ecologist has confirmed that the main impacts would occur as a result of the removal of any trees with the potential to support a roost and the loss of potential foraging/commuting habitat. However the ecologist noted that from the current illustrative scheme proposals, there will be minimal impact to hedgerows and trees on site.
- 6.12 It is therefore concluded that providing appropriate conditions are imposed by the Local Authority the impact upon biodiversity and wildlife would be minimal. The development would therefore comply with paragraph 118 of the NPPF and accord with Core Strategy Policy CSP36 which requires that unless effective

mitigation and/or compensatory measures can be ensured, development that might harm biodiversity will not be permitted.

Highways and Parking

- 6.13 The development meets the parking and highway design standards set out in the South Yorkshire Residential Design Guide. Barnsley Council's Parking SPD adopted in 2012 sets out the parking requirement for residential development. The illustrative scheme proposed for Carrington Avenue Playing Fields meets those standards in providing in curtilage parking spaces for each property.
- 6.14 A Transport Assessment has been carried out for the application in accordance with Department for Transport's 'Guidance on Transport Assessment'. This highlights that the proposals are sustainable through the availability of good links to walking, cycling and public transport. An assessment by Capita of key junctions within the study area demonstrates that development trips do not create any operational issues and all junctions operate within capacity.
- 6.15 The supporting Transport Assessment demonstrates that the traffic as a result of both developments at Carrington Avenue and Belle Vue will not lead to significant delays at these junctions during peak times. Any necessary improvement works identified by the Council to ensure the free flow of traffic and safe access onto the sites will be undertaken by the developer. Therefore in accordance with Paragraph 32 of the NPPF the supporting information demonstrates that the residual cumulative impacts of the development would not be severe.

Flood Risk

- 6.16 An appropriate Flood Risk Assessment has been undertaken in relation to the site which lies in Flood Zone 1, which indicates areas with a low risk of flooding from fluvial sources. Our initial investigations have also identified that there is likely to be a low risk from surface water flooding on site and we expect there to be little risk from other sources. Generally speaking, therefore, the impact of the development of this site on flood risk is that any increased area of hard standing may generate greater volumes of surface water runoff that will need to be managed and it may also alter natural drainage paths or displace some areas of surface water ponding.
- 6.17 The Assessment confirms that an appropriate Sustainable Urban Drainage (SUDs) which will deal with the surface water runoff either through site, source or bio retention control and details of which will be provided. The proposal will therefore comply with objectives of paragraph 100 of the NPPF and the requirement of Barnsley Core Strategy Policy CSP 4 in limiting and reducing flood risk and by the creation of appropriate Sustainable Urban Drainage system

Pollution

6.18 A noise assessment has been undertaken which has considered the potential impact of noise from the railway line.

A noise assessment has been undertaken which has considered the potential impact of noise from the railway line. Noise surveys were carried out in accordance with BS 7445 to establish the daytime and night-time noise exposure of the proposed development. The noise exposure of the proposed dwellings on the site is expected to be from 58dB to 42dB LAeq during the daytime and 54dB to 38dB LAeq at night. The Noise Assessment demonstrates that subject to the installation of appropriate acoustic glazing and ventilation to achieve 30dB LAeq within bedrooms, the future occupiers will have levels of acceptable amenity in accordance with WHO standards and levels recommended within BS 8233 'Guidance on sound insulation and noise reduction for buildings'.

Sustainable Development and Design

6.19 Whilst it is recognised that the proposal is outline in form and the design and appearance nevertheless the scheme demonstrates that a development of this size can be provided that accords with the relevant privacy distances and standards set out in Barnsley's Design guides. Moreover the proposals are sustainable through the availability of access to good links for walking, cycling and public transport.

6.20 In relation to informal Open Space areas, Barnsley guidance within Supplementary Planning Document "Open Space on New Housing Development states that housing should be located 1 minute from informal play areas and should be accessible without crossing a main road. The proposal provides 0.23 Hectares of informal open space within the site and at the heart of the housing development in accordance with the Open Space SPD.

6.21 The current Draft Consultation SHLAA for Barnsley Council confirms the importance of changing the housing mix within the Borough, particularly in terms of delivering and increasing the breadth of housing supply. There is a recognised shortage of larger dwellings which will meet the need for and expand the supply of executive type housing. The dwelling mix has been chosen having close regard to both the nature of neighbouring housing and the recommendations of the 2013 Draft Strategic Housing Land Availability Assessment.

6.22 A full arboricultural assessment has been provided in support of this planning application. The tree report confirms that the development requires the removal of a limited number of trees which are not of high retention value. In accordance with the requirements of the SPD "Residential Amenity and the Siting of Buildings" 2012, mature trees or hedgerows on the site have been incorporated into the design and layout of the development and retained, where possible.

- 6.23 Following development, the illustrative plans show all of the existing trees will remain and be retained as part of the proposed development. The recommendations of the tree report identifies appropriate protection measures that will be implemented to ensure remaining trees are protected during the construction works. An appropriate landscaping scheme will be provided and which will be required by condition would ensure that the development would enhance the character of the surrounding area.

Economic Benefits

- 6.24 The provision of housing and thereby the resulting sustainable economic development is recognised as one of the Core Planning Principles of NPPF. In addition to the creation of jobs during the construction of the development due weight should be had to the financial receipts which will accrue to the Council as a result of the proposed development. The proposal will result in increase revenue for the Local Authority and In accordance with Section 143 of the Localism Act 2011 regard should be had to the local finance considerations of the development proposals.

Planning Obligations

- 6.25 It is noted that the development of 89 units on site would normally result in a requirement of affordable housing. However the financial receipt from this development is required as part of the financial package for developing a new six form college within Barnsley town centre. Barnsley Council itself has previously accepted and agreed the business case for the new Six Form facility. (See the Appendix 1) As part of the business case for the new Six Form building there was a requirement for the College to dispose of assets. The capital receipts from this development are to be used only as part of the funding package for the Six Form College. It is for this reason that the provision of affordable housing on this site is not viable.
- 6.26 Notwithstanding the lack of affordable housing significant weight should be attached to the social value for the town as a result the new Barnsley Sixth Form College and the financial case for the supporting developments have already been recognised in documents submitted to the Council.
- 6.27 Planning advice note 33 Financial Contributions to School Places “Where further housing development means that there will be pressure on existing schools, there may be an obligation placed on the developer to contribute towards the cost of educational facilities”. The threshold for seeking a contribution is 20 dwellings or more
- 6.28 Planning applications for new homes will be refused unless local schools already have sufficient capacity to accommodate new pupils from the development or enough extra places can be created to accommodate them.
- 6.29 The Planning Advice Note confirms that a financial contribution will be needed for planning applications for housing developments where the scheme

provides 20 or more homes; and there is insufficient capacity in local schools. The applicants are currently in negotiation with the Council as to identify whether there is a need and the level appropriate for a suitable contribution towards the creation places.

- 6.30 The Supplementary Planning Document “Open Space on New Housing Development” was adopted in March 2012 and considered the provision of both formal and informal open space development for new residential development. The SPD states that in relation to childrens play areas, Barnsley Council seeks a contribution to enhance existing equipped play sites where a development seeks to provide 20 or more dwellings and is less than 100 dwellings.
- 6.31 This proposal would create 89 units where there is no existing equipped play area. However it should be noted that part of the planning permission for residential development at the Honeywell site 2009/0609 was subject of a legal agreement that required that the College would create a new equipped play area at the entrance of the Honeywell campus site, laid out and equipped in accordance with the Council’s Planning Guidance on Play Areas and NPFA standard for Local Equipped Areas for Play (LEAP). The play area would be located only metres from the properties within the Carrington site in accordance with the National Playing Field Association guidelines. The College would be happy to accept a condition or legal agreement that requires the provision of this play area to an established timescale to meet the needs of future occupants and surrounding residents.

SECTION 7 CONCLUSION

- 7.1 The proposed development illustrated on the submitted plans provides 89 quality family homes that will be accessible to a range of different types of open space and community facilities. The site is located in a sustainable location close to Barnsley town centre. The submitted layout demonstrates that an appropriate scheme can be accommodated on site that will accord with the policies of Barnsley Core Strategy and its supporting Supplementary Planning Documents.
- 7.2 As the Council cannot demonstrate a 5 year supply of housing land, paragraph 49 of the NPPF the UDP policies for the supply of housing cannot be considered up-to-date. Moreover Paragraph 14 of the NPPF, there is a presumption in favour of sustainable development, and confirms that:
“Where the development plan is absent, silent or relevant policies are out of-Date granting permission unless:
Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole;
or
Specific policies in this framework indicate development should be restricted”.
- 7.3 The information contained within this statement, along with the supporting reports and Assessments have demonstrated that the scheme would comply economic, social and environmental considerations set out in the NPPF, subject to the implementation of the necessary measures within the respective reports. There are no adverse impacts that significantly or demonstrably outweigh the benefits of bringing this site forward for housing development.
- 7.4 Barnsley Council’s Draft Strategic Housing Land Availability Assessment highlights the need for this type of quality residential development and material considerations outweigh any conflict in relation to greenfield release. Nevertheless the supporting Open Space and Playing Field Assessments demonstrate that the site is surplus to the College’s requirements and the alternative provision for mini pitches offers equivalent and greater benefit to the wider community.
- 7.5 In determining applications, paragraph 196 of the NPPF confirms that that “applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise” in line with the established plan-led planning system. Paragraph 197 confirms that in assessing and determining development proposals, “local planning authorities should apply the presumption in favour of sustainable development”.
- 7.6 On the basis of the above, it is considered that the proposal accords with relevant planning policies, and therefore planning permission should be granted.

