

For and on behalf of
Empire Property Concepts

PLANNING STATEMENT

Yorkshire House, Shambles Street, Barnsley, S70 2SW

**Prepared by
DLP Planning Ltd
Sheffield**

September 2020



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Date:	September 2020

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1.0 INTRODUCTION

- 1.1 This Planning Statement has been prepared by DLP Planning Ltd on behalf of Empire Property Concepts (the “Applicant”) in support of a full planning application for the erection of a roof top extension to create 8 additional residential apartments and the provision of a smoke shaft at Yorkshire House, Shambles Street, Barnsley, S70 2SW.
- 1.2 This Statement sets out the site context, planning history, and details of the proposed development. It also assesses the proposal against national and local planning policies and objectives, and reviews other material considerations.
- 1.3 This Statement should be read alongside the other supporting documents that have been submitted as part of the application package.
- 1.4 The structure of this Statement is as follows:
- Description of the site, its location and other relevant background information in Section 2;
 - Review of the site’s planning history in Section 3;
 - Description of the development proposal in Section 4;
 - Assessment of the proposal against national and local planning policies in Section 5;
 - Review of other material considerations in Section 6; and
 - Conclusion in Section 7.

2.0 SITE DESCRIPTION

- 2.1 The application site comprises of Yorkshire House, Shambles Street, Barnsley, S70 2SW, as shown in the map extract below (Figure 1).



Figure 1: Aerial view of the site (Source: Google Maps)

- 2.2 The site area is 0.10 hectares.
- 2.3 Yorkshire House is a four storey property of late 1960s construction which is located within Barnsley's town centre.
- 2.4 The ground floor of Yorkshire House comprises commercial units onto Shambles Street. In October 2018, the Local Planning Authority determined that prior approval was not required for the change of use of former offices on the first, second and third levels of the building to 19 apartments (2018/1189). It is of note that the first floor is effectively a mezzanine that only covers the southern (rear) part of the building.
- 2.5 The surrounding area contains a mixture of commercial and service uses such as convenience stores, restaurants and drinking establishments. Barnsley Sixth Form College is located directly opposite the site to the north. The character of the surrounding area and the sustainability of the site location are discussed in further detail in Section 6 of this Statement.
- 2.6 The site is located entirely within Flood Zone 1 on the Government's flood maps which means

that the site has a very low risk of flooding from rivers or the sea (less than 0.1% chance annually). The site is also at very low risk of flooding from surface water (less than 0.1% chance annually).

- 2.7 The application site is not located within a Conversation Area but is immediately adjacent to the Market Hill Conservation Area.
- 2.8 Yorkshire House is not a listed building or scheduled monument, however, there are a number of listed buildings located in proximity to the site. This matter is discussed further in Section 6 of this Statement.

3.0 PLANNING HISTORY

3.1 The planning history available for Yorkshire House is set out below in Table 1.

Application reference	Application description	Decision
Pending Validation	Application for a non-material amendment following a grant of planning permission for external alterations under planning permission reference 2019/1437	Pending Validation
Pending Validation	Application to vary condition 1 of planning permission reference 2018/1189	Pending Validation
2019/1437	External alterations consisting of replacement windows on the upper floors, four infill panels and the removal of the rear fire escape staircase	Approved with conditions – 10 th January 2020
2018/1189	Change of use of former offices on first, second and third levels of building to 19 apartments (Prior notification) (Resubmission)	Prior approval not required – 29 th October 2018
2017/1500	Change of use of former offices on first, second and third levels of building to 19 apartments (Prior notification)	Prior approval refused – 10 th January 2018

Table 1: Planning History

3.2 The planning history provided in Table 1 demonstrates that the principle of residential development at the site has been accepted previously under the prior notification application permission for change of use of the upper floors from offices to residential.

4.0 DEVELOPMENT PROPOSAL

4.1 The development proposal comprises of the erection of a roof top extension to create 8 additional residential apartments and the provision of a smoke shaft.

4.2 The schedule of accommodation for the proposal is set out in Table 2 below.

Unit number (as per the proposed floor plan)	Number of bedrooms	Unit area (sqm)
301	2	75
302	1	49
303	1	46
304	1	50
305	1	49
306	1	49
307	1	48
308	2	76

Table 2: Schedule of Accommodation

4.3 The South Yorkshire Residential Design Guide (2011) ("SYRDG") sets out that the minimum internal floor area for a 1 bedroom unit is 46sqm, and for a 2 bedroom unit is 62sqm. As demonstrated in the schedule of accommodation, all of the units comply with the relevant space standards.

4.4 The Nationally Described Space Standards (2015) ("NDSS") document sets out that the minimum internal floor area for a 1 bedroom unit is 39sqm, and for a 2 bedroom unit is 61sqm. In relation to the NDSS, it is of note that Barnsley Metropolitan Borough Council have not formally adopted the NDSS, and as such they are only advisory and desirable where possible. Nevertheless, as demonstrated in the accommodation schedule, all of the units comply with the relevant NDSS space standards.

4.5 Further to the above, the SYRDG also sets out the following:

- *Living rooms and bedrooms should not exceed a width to length ratio of 2:1 (i.e.*

must not be too long and thin).

- *Living rooms should have a width or length of at least 3.2 metres.*
- *Double bedrooms should be a minimum of 3 metres in length and 2.6 metres in width and for a single bedroom, 2 metres in width.*
- *The minimum ceiling height should be 2.3 metres.*

- 4.6 As demonstrated on the proposed fourth floor and roof level floor plan that has been submitted as part of the application package, all of the units adhere to the SYRDG requirements referenced above.
- 4.7 Bathrooms are provided at a ratio of one per bedroom in all of the units.
- 4.8 All of the units are to have a shared kitchen / dining / living space which is separated from the bedroom(s).
- 4.9 The existing ground floor commercial units are to be retained and they will not be impacted by the development proposal.
- 4.10 The development proposal follows the same footprint as the existing building and the existing staircases will be extended to serve the extension.
- 4.11 The use of anthracite grey uPVC window frames is proposed to match with the rest of the building.
- 4.12 The new units will each have a private balcony to provide a policy compliant level of amenity space and where the balconies are located in close proximity to one another privacy screens are proposed. The privacy screens will comprise of frameless, frosted glass.
- 4.13 Pedestrian access to the site is from the Shambles Street frontage via two separate staircases, one at either end of the building. It is of note that commercial and residential tenants are to have separate access points.
- 4.14 Vehicle access to the servicing and refuse areas to the rear of the site is via Graham's Orchard.
- 4.15 As was the case with the prior notification application, this proposal is proposed to have no dedicated car parking spaces for residents, and it is therefore a car free scheme. The matter of parking provision is discussed further in Section 6 of this Statement and in the 'Technical Note', prepared by SDD, that has been submitted as part of the application package. It is of

note that the 'Technical Note' concludes that *"it is considered that there are no highways or transport related reasons to object to this planning application and it is therefore recommended that the proposal be supported"*.

4.16 One cycle space per unit is proposed to the rear of the property, which is policy compliant.

5.0 PLANNING POLICY CONTEXT AND ASSESSMENT

5.1 The relevant planning policy framework for Barnsley Metropolitan Borough Council comprises of the following documents:

- National Planning Policy Framework (Adopted February 2019)
- Barnsley Local Plan (Adopted January 2019)

NB – Reference to national and local heritage policies is provided in Section 6 of this Statement.

National Planning Policy Framework (2019)

5.2 The National Planning Policy Framework (the “Framework”), which was updated in February 2019, sets out the Government’s planning policies for England.

Achieving Sustainable Development

5.3 Paragraph 10 of the Framework states “*so that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development*”.

5.4 Paragraph 11 of the Framework then states that the presumption in favour of sustainable development means the following for decision-taking:

- *Approving development proposals that accord with an up-to-date development plan without delay; or*
- *Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - *The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - *Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of this Framework taken as a whole.*

5.5 Section 5 of this Statement will demonstrate that the development proposal is in accordance with the relevant Development Plan documents.

Ensuring the Vitality of Town Centres

5.6 Paragraph 85 of the Framework firstly states that *“planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaption”*. Paragraph 85 then states that planning policies should (amongst other things):

- *Recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites*

5.7 The development proposal for the creation of 8 residential units in a roof extension will have a positive effect on the vitality of the town centre because the increase in local residents will increase footfall, shopping and spending in the town centre. Also, as discussed in Section 3 of this Statement, the principle of residential development at the site has already been determined to be acceptable due to the site's previous planning history.

Considering Development Proposals

5.8 Paragraph 108 of the Framework states the following:

“In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
- b) safe and suitable access to the site can be achieved for all users; and*
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.*

5.9 Paragraph 109 of the Framework then states that *“development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*.

5.10 As discussed in Section 2 of this Statement, and as is discussed in further detail in Section 6, the site is located in a highly sustainable location in close proximity to local public transport links, facilities and services. Safe and suitable pedestrian and vehicular access is provided. Also, there will not be a significant impact on the transport network and there is no reason for the development to be refused on highways grounds. The latter matter is discussed in comprehensive detail in the ‘Technical Note’, prepared by SDD, that has been submitted as part of the application package.

Making Effective Use of Land

5.11 Paragraph 118 of the Framework states that planning policies and decisions should (amongst other things):

- *Give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land*
- *Support opportunities to use the airspace above existing residential and commercial premises for new homes. In particular, they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well designed (including complying with any local design policies and standards), and can maintain safe access and egress for occupiers*

5.12 The application site comprises of brownfield land which has an existing building sited on it. The proposal will retain the building and provide a single storey extension to accommodate 8 additional residential units. The 'Design and Access Statement with Tall Building Assessment', prepared by Empire Property Concepts, that has been submitted as part of the application package provides comprehensive detail about why the height of the proposal is considered to be acceptable in relation to the neighbouring properties and the wider street scene. Also, the scheme is well designed and complies with local design policies and standards (as discussed later in Section 5 of this Statement), with safe and suitable pedestrian and vehicular access.

5.13 Further to the above, the development proposal also adheres to the requirements of paragraph 118 in that it supports opportunities to utilise airspace above existing residential and commercial premises for new homes.

Achieving Well-Designed Places

5.14 Paragraph 124 of the Framework states the following:

"The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities."

5.15 Paragraph 127 of the Framework then sets out that planning policies and decisions should ensure that developments meet a range of design criteria. The criteria is as follows:

- a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

5.16 The character and appearance of the surrounding context, including the height of nearby buildings, have been key considerations throughout the evolution of the scheme's design. The nearby heritage assets have also been a consideration when determining the appropriate height for the proposed roof extension. By ensuring that the design of the scheme is in keeping with the appearance of the existing building, and by ensuring that the roof extension does not appear dominant or out of place in the street scene, the existing sense of place is maintained. This approach to the design also ensures that the design of the roof extension is cohesive with, and is read as part of, the existing building.

5.17 In addition to the above, as discussed in Section 4 of this Statement, each of the proposed units will have a private balcony to provide a policy compliant level of amenity space.

5.18 The proposed density is considered to be appropriate at the site as set out at Section 5 of this Statement. The design evolution and considerations are discussed in further detail in the 'Design and Access Statement with Tall Building Assessment', prepared by Empire Property Concepts, that has been submitted as part of the application package.

Barnsley Local Plan (2019)

5.19 The application site is located within the Barnsley Town Centre boundary and within the Westfields / Churchgate district on the Local Plan policies maps. Further to this, on the Local Plan policies maps the application site is also located:

- Adjacent to the Market Hill Conservation Area;

- Adjacent to priority site 4 (Town Hall Square) for public space improvements;
- Opposite landmark building 13 (Barnsley Sixth Form College) and in close proximity to landmark building 4 (John Rideal House);
- Within a primary shopping area, and this portion of Shambles Street is a secondary shopping frontage; and
- Within a sensitive area of opportunity for tall buildings.

5.20 Extracts from the relevant Local Plan policies maps are provided in Appendix 1.

5.21 The application site is located within 'Urban Barnsley' in the Plan's Spatial Strategy. Urban Barnsley is described in the Strategy as *"the main retail (including a sub-regionally important Market) employment, educational and cultural centre of the borough"*. The Strategy also states that *"Urban Barnsley will be the main focus for development, and will support the important role of Barnsley Town Centre"*.

5.22 The following policies are considered to be of particular relevance to the application.

Policy GD1 General Development

5.23 Policy GD1 sets out a range of general development criteria for development proposals to achieve. The criteria relate to matters such as living conditions, landscaping and access. The most relevant to this proposal are:

- *There will be no significant adverse effect on the living conditions and residential amenity of existing and future residents*
- *They are compatible with neighbouring land and will not significantly prejudice the current or future use of the neighbouring land*
- *They will not adversely affect the potential development of a wider area of land which could otherwise be available for development and safeguards access to adjacent land*
- *Any adverse impact on the environment, natural resources, waste and pollution is minimised and mitigated*

5.24 Following the policy, the supporting text states that the Local Planning Authority will assess impact on living conditions and residential amenity in relation to the following:

- *Noise, smell, dust, vibration, light, air, surface water, groundwater or other pollution and disturbance from any proposed activity, including traffic related*

noise and the comings and goings of visitors to premises particularly when late evening activity is involved. Planning conditions will be used to control the construction process;

- *Overlooking and privacy;*
- *Outlook from dwellings including consideration of whether structures in close proximity to windows are considered visually over dominant. However, consideration does not extend to the protection of a person's particular view from a property as this is not a material planning consideration;*
- *Daylight / sunlight and overshadowing; and*
- *Landscaping and boundary treatments.*

5.25 The principle of residential use at the application site has already been approved under the prior notification permission 2018/1189. The proposal will be compatible with the neighbouring properties and the wider surrounding area which comprises of a range of land uses (as is considered to be typical in large town and city centres where residents live nearby to the local facilities and services). In addition, it is not considered that there will be any adverse impacts in terms of matters such as noise, light, overlooking and privacy for neighbouring properties or future occupants of the proposed development. In relation to noise, a Noise Impact Assessment (prepared by Environmental Noise Solutions Limited), which sets out that a scheme of sound insulation works has been developed to protect the development from the ambient noise climate. This assessment has been submitted as part of the application package.

5.26 Further to the above, given that the proposed development is a car-free scheme, there will be no adverse traffic related issues created by the development proposal. Also, the proposals will not have an adverse impact on the environment, natural resources, waste and pollution.

Policy H4 Residential Development on Small Non-allocated Sites

5.27 Policy H4 sets out that residential development (which includes conversions of existing buildings and creating dwellings above shops) on sites below 0.4 hectares will be allowed where the development proposal complies with the other relevant policies in the Local Plan.

5.28 Section 5 of this Statement demonstrates that the development proposal is in accordance with the relevant Local Plan policies including policy H4.

Policy H6 Housing Mix and Efficient Use of Land

5.29 Policy H6 sets out that a density of 40 dwellings per hectare will be expected in Urban Barnsley. The policy also sets out that lower densities will be supported where it can be

demonstrated that they are necessary for character and appearance, need, viability or sustainable design reasons.

- 5.30 The character and appearance of the surrounding context, including the height of nearby buildings, have been key considerations throughout the evolution of the scheme's design. The design of the scheme has also utilised the existing building's footprint as its basis, and the scheme has been designed to be in keeping with the appearance of the existing building to ensure that the roof extension does not appear dominant or out of place in the street scene, and to ensure that the design of the roof extension is cohesive with, and is read as part of, the existing building. Further to this, the proposed units have been designed to meet the relevant local and national space standard requirements. These factors combined formed part of the justification for the proposed density, which equates to 78.6 dwellings per hectare.

Policy H7 Affordable Housing

- 5.31 Policy H7 states that *"housing developments of 15 or more dwellings will be expected to provide affordable housing"* followed by the percentage requirements for different areas within the Borough.
- 5.32 The development proposal does not comprise of 15 or more dwellings. Therefore, there is no affordable housing requirement.

Policy T3 New Development and Sustainable Travel

- 5.33 Policy T3 states that new development will be expected to achieve the following:
- *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 set out in the relevant Supplementary Planning Document;*
 - *Provide a transport statement or assessment in line with guidance set out in the National Planning Policy Framework and guidance including where appropriate regard for cross boundary local authority impacts; and*
 - *Provide a travel plan statement or a travel plan in accordance with guidance set out in the National Planning Policy Framework including where appropriate regard for cross boundary local authority impacts. Travel plans will be secured through a planning obligation or a planning condition.*
- 5.34 The policy then sets out that developers will be expected to take action or make financial contributions in accordance with policy I1 where levels of accessibility through public

transport, cycling and walking are unacceptable.

5.35 Lastly, the policy states that:

“If it is not possible or appropriate for the minimum amount of parking for cycles, motorbikes, scooters and mopeds to be met on site, the developer must provide, or contribute towards, off-site parking, or improve or provide other forms of travel.”

5.36 The site is located in a highly sustainable location in close proximity to local public transport links and facilities and services. This significantly reduces the need for future residents to travel via non-sustainable transport methods, and it is considered appropriate that the development proposal is a car-free scheme with no allocated parking provided. Cycle parking provision is provided at a ratio of 1 per unit (as required by the supplementary planning document) and it is located at ground floor level to the rear of the property. These matters are discussed in further detail in Section 6 of this Statement and in the ‘Technical Note’, prepared by SDD, that has been submitted as part of the application package.

5.37 Further to the above, it is of note that a Transport Statement / Assessment and Travel Plan are not required for this application because of the small-scale nature of the development proposal which does not meet the relevant thresholds.

Policy T4 New development and Transport Safety

5.38 New development will be expected to be designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement.

5.39 If a development is not suitably served by the existing highway, or would create or add to problems of safety or the efficiency of the highway or any adjoining rail infrastructure for users, we will expect developers to take mitigating action or to make a financial contribution to make sure the necessary improvements go ahead. Any contributions will be secured through a planning obligation or planning condition.

5.40 The pedestrian and access arrangements for Yorkshire House are not proposed to change as part of the development proposal, and no additional car parking provision is proposed at the site. Also, the application site is located in a highly sustainable location, it is suitably served by the existing highway and rail networks for both private and public transport methods, and the development proposal would not create or add to problems of safety or

efficiency. Therefore, the development proposal is considered to be acceptable in relation to policy T4 and no financial contribution is required.

Policy D1 High Quality Design and Place Making

- 5.41 Policy D1 firstly sets out that the Local Planning Authority will expect development to be of high quality design, and to respect, take advantage of and reinforce the distinctive, local character and features of Barnsley. These include views and vistas to key buildings, landmarks, skylines and gateways, and heritage and townscape character including the scale, layout, building styles and materials of the built form in the locality.
- 5.42 The policy then sets out several points that development should achieve through its layout and design. The most relevant points to the proposal are as follows:
- Contribute to place making and be of high quality, that contributes to a healthy, safe and sustainable environment;
 - Complement and enhance the character and setting of distinctive places, including Barnsley Town Centre, Penistone, rural villages and Conservation Areas;
 - Display architectural quality and express proposed uses through its composition, scale, form, proportions and arrangement of materials, colours and details; and
 - Make the best use of high quality materials.
- 5.43 Lastly, the policy states that *“in terms of place making development should make a positive contribution to achieving qualities of a successful place such as character, legibility, permeability and vitality”*.
- 5.44 By ensuring that the design of the scheme is in keeping with the appearance of the existing building, and by ensuring that the roof extension does not appear dominant or out of place in the street scene, the existing sense of place is maintained. This approach to the design also ensures that the design of the roof extension is cohesive with, and is read as part of, the existing building. Also, high quality architectural design and building materials are proposed to create a visually attractive development, and to allow for a ‘fabric first’ approach to assist with energy management. Further to this, the proposed roof extension has been designed to adhere to the principles outlined in the Building Heights Study by appropriately stepping up

the hill gradually in line with the contours of the land. In addition, the retention of the existing glazed entrance makes access to the building clear and obvious, and the design does not distract from the existing distinction between public and private spaces.

- 5.45 Further to the above, the proposal protects surrounding heritage assets by not distracting from the form and mass of Barnsley Town Hall. This is done through the architectural response of the development as it protects both the Town Hall and the nearby Conservation Area by carefully selecting the proposed building materials. For example, the use of windows that will match the already consented design of the lower floors helps to gently integrate the proposal with the existing development. Also, a Georgian Architecture style (where window openings get smaller going up the levels), which is typical in Barnsley's town centre and in particular on Shambles Street, is incorporated into the design of the proposal by smaller window openings being proposed in the roof extension than are provided in the consented lower floors. This helps to ensure that the design of the proposal is in keeping with the surrounding area.
- 5.46 In addition to the above, the proposed roof extension provides excellent views which will allow future residents to appreciate the surroundings without adversely distracting from the massing of the existing buildings in the surrounding area.
- 5.47 The design evolution and considerations are discussed in further detail in the 'Design and Access Statement with Tall Building Assessment', prepared by Empire Property Concepts, that has been submitted as part of the application package.

Policy TC2 Primary and Secondary Shopping Frontages

- 5.48 Policy TC2 firstly sets out that proposals for retail uses will be allowed on primary and secondary shopping frontages in Barnsley town centre provided that ground floor uses would remain predominantly Use Class A1 in nature within each primary shopping frontage. The policy then states the following:

"Other uses may be acceptable, especially where they diversify and improve provision in a centre, provided that it can be demonstrated that the vitality and viability of the primary shopping area concerned would not be negatively affected and that ground floor uses on the Primary Shopping Frontages remain predominantly retail (Class A1) in nature."

- 5.49 The development proposal for the creation of 8 residential units in a roof extension will have

a positive effect on the vitality and viability of the town centre because the increase in local residents will increase footfall, shopping and spending in the primary shopping area. Also, the application site is not located on a primary shopping frontage, which means that there are no conflicts with the latter part of the policy referenced above. Therefore, the development proposal is in accordance with policy TC2.

Policy BTC4 Improving Public Spaces

5.50 Policy BTC4 firstly sets out that new developments above certain size thresholds must include proposals to improve public spaces. The thresholds include residential developments of 10 homes or more. The policy then sets out that developments must provide a financial contribution to allow off-site improvements to public spaces to be made and maintained, and where necessary the Local Planning Authority will ask for a planning obligation to secure these requirements.

5.51 The development proposal does not comprise of 10 or more homes. Therefore, there is no improving public spaces requirement and there is no financial contribution requirement.

Policy BTC5 Landmark Buildings

5.52 Policy BTC5 sets out that new development must be designed to enhance the settings of, and safeguard views of, the landmark buildings identified on Inset Map 3. Development which adversely affects the setting of a landmark building will not be allowed.

5.53 As discussed previously, careful consideration has been given to the design of the scheme to ensure that the development is visually attractive, that high quality building materials that are appropriate to their location are proposed, and that the development is in keeping with the surrounding area in terms of design and scale and massing. This careful approach to the design helps to ensure that the landmark buildings nearby to the site (Barnsley Sixth Form College (13) John Rideal House (4), as shown on Inset Map 3), and the nearby heritage assets, are not adversely affected by the development.

5.54 The design evolution and considerations are discussed in further detail in the 'Design and Access Statement with Tall Building Assessment', prepared by Empire Property Concepts, that has been submitted as part of the application package.

Policy BTC6 Building Heights

5.55 Policy BTC6 states the following:

“Tall buildings will only be allowed in the locations in Barnsley town centre identified as suitable by the Buildings Heights Study.

Planning applications for tall buildings must be accompanied by the supporting information required by the Buildings Heights Study.

This includes details of daylight, sunlight and wind effects to show the impact any new building will have on nearby buildings and public spaces in terms of:

- *Privacy;*
- *Levels of sunlight; and*
- *Extent of overshadowing.*

The details must also include the measures needed to reduce any harmful effects.”

- 5.56 In addition to the above, the supporting text for policy BTC6 sets out that tall buildings are building that are significantly taller than those around them and / or which will noticeably change the skyline, and tall buildings should not block important views and should not create blank or uninteresting frontages at ground level. Further to this, the Barnsley Building Heights Study (October 2009) states the following in relation to the definition of a ‘tall building’:

“In the context of Barnsley Town Centre, where the majority buildings are relatively low (3-5 storey), it is felt that a building even 1 storey higher than the surrounding development is deemed ‘significantly taller’. This would mean that a 3 storey building in a predominantly 2 storey context is significantly taller and is therefore considered a ‘tall building’ in planning terms and must comply with the location strategy and design principles and guidance. Whilst this policy does not put a specific limit on the overall height of tall buildings or structures such as towers and spires the applicant must demonstrate that the proposed height is appropriate to its function and urban context.”

- 5.57 A Tall Building Assessment (incorporated in the Design and Access Statement), prepared by Empire Property Concepts, has been submitted as part of the application package. The Barnsley Building Heights Study formed the basis for the Assessment, and the Assessment provides an urban design case for the extension and sets out the rationale for the development and how it integrates with the surrounding context. The Assessment concludes that the scheme has been carefully designed to ensure that good design is achieved, and to ensure that the development will be in keeping with, and sit well within, the surrounding area.

Policy BTC18 Westgate/Churchfields

- 5.58 Policy BTC18 firstly sets out that within the Westgate / Churchfields district the Local Planning Authority will give priority to office development and that they will also allow residential, shops, leisure and entertainment uses. The policy then sets out that specific

areas of the district will be developed for the following uses:

- *Creating a civic quarter in the area bounded by Churchfields, St. Marys Gate, Westgate and Sackville Street, to include offices, education and small scale ancillary uses*
- *Expanding the Lamproom theatre and associated facilities, and improving its setting within the wider Westgate area*
- *A mix of office, hotel and residential uses in the area bounded by Westgate, St. Marys Gate, Shambles Street, Summer Lane and Fitzwilliam Street*

5.59 The development proposal comprises of 8 residential units in a roof extension on a building that already has approval (via prior notification) for the existing upper floors to be converted from offices to residential use. Also, the proposal does not impact on the existing ground floor frontage which is a terrace of commercial units along Shambles Street. Further to this, the application site is located in close proximity to the area bounded by Westgate, St. Mary's Gate, Shambles Street, Summer Lane and Fitzwilliam Street. Therefore, the development proposal is considered to be both appropriate within the district and compatible with the policy aims for the district.

6.0 OTHER MATERIAL CONSIDERATIONS

Locational Sustainability and Suitability

- 6.1 The application site is located in a highly sustainable location within Barnsley's town centre, in close proximity to local public transport links and facilities and services.
- 6.2 There are three bus stops located under 100 metres from the site, on Shambles Street and St Mary's Place (both to the north), that provide easy access to a significant number of bus routes. Details of these bus routes can be found in Appendix 2 of this Statement.
- 6.3 The Barnsley Interchange bus station is also located under 400 metres from the site, to the north east.
- 6.4 Further to the above, Barnsley train station is located under 500 metres from the site, to the north east. Barnsley train station provides access to services to Sheffield, Huddersfield and Leeds.
- 6.5 The local facilities and services under 500 metres from the application site include (but are not limited to) the following:
 - Barnsley Sixth Form College – located to the north, directly opposite the site (< 50 metres)
 - The Joseph Bramah public house – located to the south east (< 100 metres)
 - Natwest bank – located to the south east (< 200 metres)
 - Nova City leisure centre – located to the south west (< 200 metres)
 - Post office – located to the south (< 200 metres)
 - Barnsley Metropolitan Borough Council offices - located to the north west (< 200 metres)
 - Lidl supermarket - located to the south west (< 300 metres)
 - Barnsley Markets – located to the south east (< 300 metres)

- Parkway Cinema – located to the north east (< 300 metres)
- St Mary's Church – located to the north (< 300 metres)

6.6 As discussed in Section 2 of this Statement, the site is located entirely within Flood Zone 1 on the Government's flood maps which means that the site has a very low risk of flooding from rivers or the sea (less than 0.1% chance annually). The site is also at very low risk of flooding from surface water (less than 0.1% chance annually). It is of note that the National Planning Practice Guidance sets out that residential development is an appropriate land use in Flood Zone 1 areas (paragraph 066, reference ID 7-066-20140306).

Heritage

6.7 The following listed buildings are located in close proximity to the site:

- Grade II listed Town Hall including attached railings - located to the north east
- Grade II listed Piers and railings to front of Town Hall including steps - located to the north east
- Grade II* listed Barnsley War Memorial - located to the north east
- Grade II listed The Old Number 7 Public House - located to the south east
- Grade II listed 15 Market Hill - located to the south east
- Grade II listed Yorkshire Bank - located to the south east
- Grade II listed The White Hart Public House - located to the south east
- Grade II listed 1 and 3 Peel Square

6.8 The buildings referenced in bullet points 4 – 8 above are clustered around the corner of Market Hill, and Yorkshire House is not visible due to the changing land levels. Therefore, the proposal will have no impact on those buildings. An assessment of the proposed development on nearby heritage assets is discussed below.

National Policy

- 6.9 Paragraph 184 of the Framework sets out that heritage assets are an irreplaceable resource and that they should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations. Paragraph 189 of the Framework then states the following:

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. ...”

- 6.10 Further to the above, paragraph 193 of the Framework states that:

“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be).”

- 6.11 Paragraph 196 of the Framework then states that:

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

Local Policy

- 6.12 Policy HE1 (The Historic Environment) sets out that the Local Planning Authority will positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley’s historic environment. The ways that this will be achieved include (but are not limited to):

- Supporting proposals which conserve and enhance the significance and setting of the Borough’s heritage assets
- By ensuring that proposals affecting a designated heritage asset conserve those elements which contribute to its significance
- By supporting proposals that would preserve or enhance the character or appearance of a Conservation Area

- 6.13 Policy HE2 (Heritage Statements and General Application Procedures) sets out that proposals which are likely to affect known heritage assets will be expected to include a description of the heritage significance of the site and its setting. The policy also sets out that the description will need to include an appropriate but proportionate level of detail that allows an understanding of the significance of the asset, but no more than is necessary to understand the impact of the proposal.

Heritage Assets and the Development Proposal

- 6.14 There is no Conservation Area Appraisal for the Market Hill (Regen Street / Church Street / Market Hill) Conservation Area available on the 'Conservation Area' section of the Local Planning Authority's website. Notwithstanding this, from the Local Planning Authority's website it is understood that the Conservation Area was designated by Barnsley County Borough Council in November 1973, and that it was last amended in April 1977.
- 6.15 Further to the above, it is understood from Historic England's listed building map search and the Local Plan that the Market Hill district, which is located within the Conservation Area, contains (amongst other things) several large buildings of significance and the civic gardens to the Town Hall and green space surrounding St Mary's Church. Further to this, the Westgate / Churchfields district, which is located partially within the Conservation Area, has (amongst other things) the Town Hall (a historic building) at the heart and historic frontages contained within the Conservation Area.
- 6.16 The Town Hall, including the attached railings. (list entry no. 1151143) and the piers and railings to the front including the steps (list entry no. 1315007) was first listed on 13th January 1986
- 6.17 The Barnsley War Memorial (list entry no.1151144) was first listed on 13th January 1986, and the listing was most recently amended on 24th June 2016.
- 6.18 The Town Hall is considered to be a transitional spot, with only one listed building located to the west (off Westgate, to the north of Shambles Street). Also, the landscaping outside the Town Hall creates a visual separation between Yorkshire House and the Town Hall. Further to this, Yorkshire House reads in the context of Barnsley Sixth Form College and the high rise property neighbouring it, with views up Shambles Street demonstrating that Shambles Street is characterised by a variety of building heights, appearances, and build materials and

colour palettes.

- 6.19 In addition, it is of note that the listed buildings on Market Hill are also visually separated from Yorkshire House.
- 6.20 In light of the above, it is not considered that the development proposal will have an adverse impact on the nearby heritage assets.

Supplementary Planning Documents (SPDs)

Parking – Adopted November 2019

- 6.21 In relation to car parking, Table 1 in the SPD sets out that the number of spaces recommended in Urban Barnsley for Use Class C3 (housing and flats). Notwithstanding this, the SPD also states the following:

“The guidelines set out in this note are based upon the accessibility of the area by other means of transport. Developers will be expected to reduce the levels of car parking provided where there are more sustainable transport options.”

- 6.22 The SPD also sets out that the standards described apply to all of Barnsley except the town centre, although they will be used as a basis for considering applications in the town centre.
- 6.23 As was the case with the prior notification application, this proposal is proposed to have no dedicated car parking spaces for residents, and it is therefore a car free scheme.
- 6.24 To the rear of Yorkshire House there is a service yard and 9 parking bays located within the curtilage of the site. These parking bays are not allocated to Yorkshire House or any individual existing tenants, instead, they are available on a first come first served basis for staff/visitors/residents/shoppers. This will remain the case for this new proposal – i.e. they will be available for future residents on a first come first served basis, but they will not be allocated. Also, there are several on-street pay and display and public / private car park options available in the vicinity of the site. This demonstrates that there are a variety of options for future residents to park should they still choose to own a car, although from reviewing the Census 2011 dataset for car or van availability and the highly sustainable location of the site it is considered unlikely that residents of the extension will own a car.
- 6.25 Further details in relation to the matter of car parking can be found in the ‘Technical Note’, prepared by SDD, that has been submitted as part of the application package.

- 6.26 In relation to cycle parking, the SPD states that *“it is essential that cycle parking facilities are located where they are safe, convenient to use and secure”*. Table 2 then sets out the minimum number of cycle parking spaces to be provided in developments across the Borough, which for bedsits / flats is 1 space per dwelling in a garage of suitable size or in a secure, covered area within the plot.
- 6.27 One cycle space per unit is provided in accordance with the SPD to the rear of the property.
- 6.28 In relation to powered two wheel vehicles, the SPD states that *“it will, therefore be necessary to provide facilities for all developments, with the exception of residential”*.
- 6.29 In light of the above referenced quote, there is no requirement for parking provision for powered two wheel vehicles to be provided as part of the development proposal.

Open Space Provision on New Housing Development – Adopted May 2019

- 6.30 The ‘Open Space Provision on New Housing Developments’ SPD firstly states that:

“A minimum of 15% of the gross site area of new housing development must be open space of a type appropriate to the character of the site, its location and the layout and nature of the new housing and adjoining land uses. Where it is impossible to make such provision on land either within or immediately adjacent to the site in a satisfactory and acceptable manner, or where the Council deem it appropriate, suitable off-site open space facilities, remote from the development land, may be acceptable either as new facilities or improvements to those existing. ...”

- 6.31 The SPD then sets out what circumstances the policy will be applied in, which includes *“individual proposals of less than 20 dwellings where the application site forms part of a larger site which when fully developed would exceed 20 dwellings or 0.8 hectares in size”*.
- 6.32 Further to the above, the SPD then states that *“an off-site financial contribution, based on the figures at Appendix 2, will be required in lieu of any of the above open space types that is not provided on site”*.
- 6.33 If applicable, the requirement for any potential off-site financial contribution will be discussed between the Applicant and the Local Planning Authority during the application process.

Design of Housing Development – Adopted May 2019

- 6.34 In relation to external space standards, the most relevant criteria in the SPD is as follows:

“Shared private space for flats must be a minimum of 50m² plus an additional 10 m² per unit as balcony space or added to shared private space. Where private space cannot be provided balconies must be provided. Balconies must be a minimum of 3 m². The amount of shared private space to be provided will also depend on the quality, quantity and accessibility of local public open space.”

- 6.35 As discussed in Section 4 of this Statement, each unit is provided with a private balcony.
- 6.36 In relation to internal space standards, the SPD states that *“all developments should achieve the internal spacing standards set out in the South Yorkshire Residential Design Guide”*.
- 6.37 The matter of space standards is discussed in Section 4 of this Statement.
- 6.38 In relation to recycling / waste provision, the SPD states the following:

“All new development must be designed to accommodate the waste and recycling regimes in force, for example providing sufficient space for the full range of waste and recycling bins.

In design terms bins should not be visible from within the public realm and shared private space when stored. Communal bin storage areas should be in robust materials that will withstand vandalism.”

- 6.39 Sufficient recycling / waste provision is provided in accordance with the SPD to the rear of the property.
- 6.40 The SPD also covers matters such as relationship with existing dwellings and space between proposed dwellings, and character. Further details in relation to the design of the proposal are provided in the ‘Design and Access Statement with Tall Building Assessment’, prepared by Empire Property Concepts, that has been submitted as part of the application package.

Design

National Design Guide

- 6.41 The National Design Guide, which sets out the characteristics of well-designed places and demonstrates what good design means in practice, was published on 1st October 2019. The Guide forms part of the Government’s collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools. The Guide is also capable of being a material consideration in planning applications and appeals, meaning that where relevant Local Planning Authorities should take it into account when decision taking.

6.42 In regard to existing local character and identity, the Guide states that well-designed new development is influenced by the following:

- *An appreciation and understanding of vernacular, local or regional character, including existing built form, landscape and local architectural precedents;*
- *The characteristics of the existing built form;*
- *The elements of a place or local places that make it distinctive; and*
- *Other features that are particular to the area*

6.43 Further to the above, in regard to well-designed, high quality and attractive places, the Guide states that well-designed places contribute to local distinctiveness in a number of ways, which may include:

- *Adopting typical building forms, features, materials and details of an area;*
- *Drawing upon the architectural precedents that are prevalent in the local area, including the proportions of buildings and their openings;*
- *Using local building, landscape or topographical features, materials or planting types;*
- *Introducing built form and appearance that adds new character and difference to places;*
- *Creating a positive and coherent identity that residents and local communities can identify with*

6.44 As discussed previously in Section 5 of this Statement, the character and appearance of the surrounding context, including the height of nearby buildings, have been key considerations throughout the evolution of the scheme's design. The nearby heritage assets have also been a consideration when determining the appropriate height for the proposed roof extension. By ensuring that the design of the scheme is in keeping with the appearance of the existing building, and by ensuring that the roof extension does not appear dominant or out of place in the street scene, the existing sense of place is maintained. This approach to the design also ensures that the design of the roof extension is cohesive with, and is read as part of, the existing building.

6.45 The matter of design as a whole is discussed in further comprehensive detail in the 'Design and Access Statement with Tall Building Assessment', prepared by Empire Property Concepts, that has been submitted as part of the application package.

7.0 CONCLUSION

- 7.1 This Planning Statement has been prepared by DLP Planning Ltd on behalf of Empire Property Concepts (the “Applicant”) in support of a full planning application for the erection of a roof top extension to create 8 additional residential apartments at Yorkshire House, Shambles Street, Barnsley, S70 2SW.
- 7.2 This Statement has provided a description of the site and the proposed development, and an assessment of the development proposal against national and local planning policies and objectives. It has also reviewed other material considerations.
- 7.3 The proposed roof extension will provide continuous built form which sits comfortably within the streetscape. Further to this, the extension has been carefully designed to ensure that the development is visually attractive and well designed, to ensure that it will be in keeping with the surrounding area, and to ensure that it will not be dominant in the context of the surrounding area.
- 7.4 Based on the assessment provided in this Statement, the proposed development is considered to be acceptable and it is considered that planning permission should be granted without delay.

Appendix 1 Local Plan Policies Map Extracts



Figure 2: Inset Map 1 (Districts) Extract



Figure 3: Inset Map 3 (Public Spaces) Extract



Figure 4: Inset Map 5 (Primary Shopping Area and Shopping Frontages) Extract



Figure 5: Inset Map 8 (Strategy for Tall Buildings) Extract

Appendix 2 Bus Services Information

- 20: Barnsley to Penistone via Dodworth and Silkstone
- 21 and 21a: Barnsley to Penistone and Millhouse Green via Dodworth and Silkstone
- 22: Barnsley to Penistone via Dodworth
- 23a: Barnsley to Stocksbridge via Thurgoland, Wortley and Green Moor
- 24: Barnsley to Stocksbridge via Thurgoland, Oxspring and Penistone
- 43 and 44: Barnsley to Pogmoor Kingstone Circular
- 93, 95, 95a and 495: Barnsley to Kexbrough
- 94 and 94a: Barnsley to Cawthorne via Barugh Green and Highham
- 96: Barnsley to Wakefield via Barugh Green, Kexbrough and Sandal
- 353: Barnsley to Holmfirth via Barugh Green, Cawthorne and Shepley
- 420: Mapplewell to Penistone Grammar via Kexbrough, Cawthorne and Hoylandswaine
- 421: Barnsley to Penistone via Dodworth and Silkstone
- 478: Smithies to Kingstone via Barnsley, Wilthorpe and Pogmoor
- 482a: Barnsley Academy to Barnsley via Worsbrough, Darfield and Stairfoot

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