

Strategic Land Group

Lee Lane, Royston

Planning Statement

August 2013

Ref: 2010-018-001a

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Authorised for and on behalf NJL Consulting LLP

A handwritten signature in black ink that reads "P Smith". The letters are cursive and fluid.

**Paul Smith
Partner**

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1.0 Non-Technical Summary

- 1.1 This Planning Statement has been prepared by NJL Consulting LLP (NJL) on behalf of the Strategic Land Group (SLG) to support an Outline planning application for the construction of up to 200 new homes and a small food retail unit on land to the north of Lee Lane, Royston.
- 1.2 A suite of technical reports have been submitted in support of this application to assess the potential impacts of development.
- 1.3 The supporting technical reports identify no impacts which would significantly outweigh the benefits of development. The proposed site is therefore identified as the preferred and logical location for a new development within Royston. Housing in this location will deliver tangible benefits to the village centre and local community with no major environmental or other over-riding harm.
- 1.4 A number of benefits can be attributed to the scheme and can be summarised as follows:
- The scheme will help contribute to Barnsely's housing supply and will help to ensure they maintain a robust 5 year supply;
 - A deliverable site that is ready to come forward;
 - A much needed contribution to affordable housing;
 - Sustainably located;
 - New public open space and green infrastructure
 - Contribution to Economic Sustainable Development supporting local amenities;
 - New Homes Bonus contribution of approximately £1.4million according to the DCLG calculator tool; and
 - Planning gain contributions through an agreed Section 106 Agreement.
- 1.5 The proposed development is socially, economically and environmentally sustainable meaning planning permission should therefore be granted.

2.0 Introduction

- 2.1 This Planning Statement has been prepared by NJL Consulting LLP (NJL) on behalf of the Strategic Land Group (SLG) to support an Outline planning application for the construction of up to 200 new homes and a small retail provision on land to the north of Lee Lane, Royston.
- 2.2 The application seeks outline planning permission for residential development, a small food retail unit and access, but with all other matters reserved. The proposals will, however, be controlled by parameters. As such, the submission includes fixed maximum parameters for certain key elements of the scheme which will be adhered to in subsequent reserved matters applications. This is an established approach to schemes where core principles can be set in the first instance and thereafter detailed design developed. The approach enables the Local Planning Authority to maintain control over detailed design works of all elements of the scheme, and consultees to be fully engaged throughout the application process, providing them the flexibility to influence the development and create a beneficial scheme for all.
- 2.3 This Statement intends to summarise the nature of the site and the proposed development, its compliance with local and national planning policy, and the need for the development proposed.
- 2.4 Also submitted in support of this application are:
- Design & Access Statement prepared by NJL Consulting LLP (Ref: 2010-018-002a)
 - Sustainability Statement prepared by NJL Consulting LLP (Ref: 2010-018-003a)
 - Statement of Community Involvement prepared by NJL Consulting LLP (Ref: 2010-018-004a)
 - Draft S106 Heads of Terms prepared by NJL Consulting LLP (Ref: 2010-018-005a)
 - Ecological Survey Report prepared by RSK (Ref: 855168)
 - Flood Risk And Drainage Assessment prepared by RSK (Ref: 880280)
 - Preliminary Risk Assessment prepared by RSK (Ref: 301049)
 - Tree Survey prepared by TPA (Ref: DF/4242)
 - Archaeological Report prepared by Wardell Armstrong (Ref: ST13257)

- Transport Assessment prepared by Crofts Transport Solutions (Ref: August 2013)

2.5 The following drawings have also been submitted in support of the application:

- Lee Lane Indicative Masterplan prepared by MCK Architects
- Site Location plan prepared by MCK Architects

3.0 The Site And Its Surroundings

The Site

- 3.1 The site is located to the west of Royston village centre, as identified in Figure 1. The total site area is approximately 8 Ha, consisting of open fields.
- 3.2 The site is bounded to the south by Lee Lane where access is to be gained, Open fields, primarily used for agricultural purposes boarder the north, west, and southern boundaries. To the east of the site lies the settlement of Royston, consisting of predominantly residential units.



Figure 1: Site Location

Surrounding Uses

- 3.3 Royston is a town within the Metropolitan Borough of Barnsley, in South Yorkshire. Historically, Royston was in the West Riding of Yorkshire, but was incorporated into the Metropolitan Borough of Barnsley in 1974 and is now on the border with West Yorkshire. Royston has a population of approximately 10,000.
- 3.4 The centre of Royston is located approximately 800m from the site. A number of amenity shops are located along High Street and a large supermarket within 1.6kms located on Midland Road.

Planning History

- 3.5 The site is agricultural land and subsequently does not have a complex planning history.
- 3.6 The site has been safeguarded for development since the adoption of the UDP in 2000. 'Safeguarded Land' is an exception policy to Green Belt land and allows for the permanent redevelopment of the site once a policy review has taken place.
- 3.7 The Safeguarded site is the only remaining safeguarded site in the area. Without the site additional housing would have to be developed within the Green Belt which would require an additional review of the Green Belt.
- 3.8 The Safeguarded site has now emerged as an option for residential development through the Draft Development Sites and Places Consultation (2012) under reference ROY2 and R1.
- 3.9 This Draft Allocation is discussed in Chapter 6.0.

4.0 The Proposed Development

- 4.1 This planning application seeks Outline Consent for up to 200 houses, comprising a mixture of 2, 2.5 and 3 storey properties. A small retail provision of less than 500sq.m.
- 4.2 The details of the development proposals will be determined as part of a Reserved Matters application. However the supporting Design and Access Statement (DAS) identifies that the development will include a range of homes of a variety of storey heights.
- 4.3 Vehicular access to the proposed housing development will be taken from Lee Lane via a new roundabout. The access roads will link to a series of internal estate roads enabling navigation through the site.
- 4.4 A Local Area for Play (LAP) is proposed on site to provide open space and play facilities for residents. The actual amount of public open space (and LAP) will be determined at the Reserved Matter stage through the detailed Masterplan but it is expected to be approximately 1.2 hectares (15%) of the site area to be in accordance with Barnsley's Open Space Provision On New Housing Development (adopted March 2012).
- 4.5 A landscaping scheme will be incorporated through-out the site to enhance the residential environment and screen adjoining private gardens. The detailed landscape and management plan will be provided at the Reserved Matters stage.
- 4.6 A draft S106 Heads of Terms has been submitted in support of the application.

Key Benefits

- 4.7 There are a number of key benefits that will be delivered through the delivery of this residential development, these can be summarised as follows:
- The scheme will help contribute to a robust 5 year supply of housing land;
 - A deliverable site that is ready to come forward;
 - Contribution to affordable housing;
 - Sustainably located;
 - New public open space and green infrastructure;
 - Contribution to the economic vitality of Royston through supporting local amenities;

-
- New Homes Bonus contribution of approximately £1.4million according to the DCLG calculator tool; and
 - Planning gain contributions through an agreed Section 106 Agreement.

5.0 The National Planning Policy Framework

General Aims

5.1 The National Planning Policy Framework was introduced by the Government in March 2012. It was intended to make the planning system less complex and more accessible, to protect the environment and to promote sustainable growth.

5.2 The Framework was not intended to be a fundamental over-haul of the planning system; instead it was an attempt at summarising and streamlining existing guidance so that the aims of the planning system were clear.

5.3 This central aims are summarised in the Ministerial foreword of the Framework:

‘The purpose of planning is to help achieve sustainable development.’

5.4 Where proposals are sustainable the Ministerial foreword is clear:

‘Development that is sustainable should go ahead, without delay – a presumption in favour of sustainable development that is the basis for every plan, and every decision.’

5.5 The Ministerial foreword is also clear as to how the planning system can help achieve sustainable development:

‘[P]lanning must not simply be about scrutiny. Planning must be a creative exercise in finding ways to enhance and improve the places in which we live our lives.’

5.6 The Framework, taken as whole, represents the Government’s definition of what constitutes a sustainable development. This definition of sustainable development includes three key roles: an economic role; a social role; and an environmental role. These aims are mutually dependent and should be sought jointly and simultaneously by the planning system.

Delivering Housing

5.7 Part of the social dimension of sustainable development is to provide the supply of housing that is required to meet the needs of present and future generations. The Framework goes so far as to state that local planning authorities should look to *‘boost significantly the supply of housing.’*

A Sustainable Development

- 5.8 Sections 7, 8 and 9 of this Statement consider each of the three main strands of sustainable development in turn, using the broad headings in paragraph 7 of the Framework, and explain how the development proposals meet those requirements. At the same time reference will be made to relevant local planning policies, to show how the proposals also comply with them, and to the supporting technical reports. Appendix 1 of this report includes a detailed schedule of each policy of the development plan, along with an explanation of compliance.

6.0 The Case for Development

Introduction

- 6.1 This section will discuss the historical allocation of the site, in terms of its position as safeguarded land and the implications of the Core Strategy being adopted. Barnsley's Housing Supply will be discussed and the requirement for Royston.

Core Strategy

- 6.2 Barnsley MBC adopted their Core Strategy in 2011, this is the primary Development Plan Document ('DPD') for the Borough and guides development over the plan period. The adoption of the Core Strategy in 2011, brought forward a new housing requirement of 21,500 over the plan period (2008-2026).
- 6.3 Royston has been identified as a Principal Town within the Core Strategy under Policy CSP 8 'The Location of Growth'. This policy prioritises development in the following Urban Barnsley and the Principal Towns (Cudworth, Wombwell, Hoyland, Goldthorpe (Dearne Towns) and Penistone) including Royston.
- 6.4 The Sustainability Appraisal which was carried out on the Core Strategy, identifies the justification for growth within the Principal Towns:
- 'Locating growth in all Principal Towns designated, and Royston, is considered necessary not only to maintain the viability of those settlements but also to accommodate the growth anticipated for the Borough. This spatial strategy is the most appropriate for Barnsley because it meets the needs of the borough, is able to accommodate growth, and provides flexibility whilst remaining in conformity with the Regional Spatial Strategy and aligning with the Sustainable Community Strategy'.*
- 6.5 The housing requirement for Royston has been set at 1,000 dwellings over the plan period specified under Policy CSP 10 – Distribution of New Homes.
- 6.6 The role of the Core Strategy is not to identify individual sites, but to guide the expected number of new homes. There is therefore an identified need to deliver the Core Strategy target of 1,000 new homes in Royston over the plan period which started in 2008.
- 6.7 The Framework gives great weight to an up-to-date local plan (in this case the Core Strategy) and development that accords with such a plan should be approved. The

delivery of new homes in Royston meets those requirements and the application should therefore be approved provided the site is considered suitable for development.

Safeguarded Land

- 6.8 The most up to date proposals map for the Barnsley MBC area is that associated with the new superseded Barnsley Unitary Development Plan (UDP). That proposals map allocates the site as Safeguarded Land, which is not Green Belt as it serves a different function. Policy GS10 of the UDP identified that Safeguarded Sites were to remain undeveloped during the UDP period (which ran from 1986 until 2001) after which development could be brought forward following a review of the plan. One of the aims of Policy GS10 was to ensure that potential future development was not constrained by inappropriate development in the short term.
- 6.9 Policy GS10 reflects the definition of Safeguarded Land that was given in Planning Policy Guidance 2 (the pre-Framework Green Belt policy) as *'areas and sites which may be required to serve development needs in the longer term, i.e. well beyond the plan period. It should be genuinely capable of development when needed.'*
- 6.10 The purpose of the Safeguarded Land designation in the UDP was therefore not to protect the land from development in perpetuity, but rather to designate land on the edge of existing settlements that may be required to meet longer term development needs without the need to alter existing Green Belt boundaries at the end of the UDP period.
- 6.11 As the UDP was originally intended to relate to the period 1986 to 2001 and therefore the period for which the Safeguarded Land was to be protected from development has long since passed. In any event, the context in which those policies were established has changed significantly. At the time the UDP was prepared, the housing target was to deliver 10,750 new homes up to 2001. The settlement boundary of Royston was drawn in a manner to ensure that housing target could be delivered. The Core Strategy now requires a further 21,500 new homes to be built between 2008 and 2026. It stands to reason that a settlement boundary established to deliver a housing target up until 2001 cannot be expected to be suitable to deliver a further 21,500 homes up until 2026.
- 6.12 The potential for these circumstances to arise was identified when the UDP was adopted. It was for that very reason that some sites were identified as Safeguarded Land, to ensure that suitable sites were available to accommodate growth and development in the future, without the need to release land from the Green Belt.

Development Sites and Places DPD

- 6.13 The draft Development Sites and Places DPD ('DSP') will form part of the Development Plan upon adoption. The DSP is intended to identify specific sites for specific uses, and will supersede the proposals map associated with the historic UDP.
- 6.14 The draft DSP was subject to a period of public consultation which closed in October 2012, with the next stages awaiting formal announcement. Some weight can be given to this document, because it has been through one consultation stage, but as it has yet to go through an Examination in Public (EiP), the weight afforded to it will be low. However, the draft DSP does identify the Council's thoughts on how the aims of the Core Strategy are likely to be interpreted.
- 6.15 The draft DSP identifies the Safeguarded Land in Royston under the allocations of ROY2 (Land to the West of Royston around Lee Lane) and R1 (Land to the north of Lee Lane). Taken together, these allocations aim to deliver 860 new homes on 25.65ha, with 9.15ha of employment land. Although these sites are identified separately, they should be seen as one large area which can be suitably masterplanned to deliver the required development in the most suitable locations.
- 6.16 It is also apparent from the DSP that the number of deliverable development sites in Royston is limited, and that in order to meet the adopted housing target of 1,000 homes it is inevitable that this site will be required to make a contribution.
- 6.17 In order for the target of 1,000 new homes to be achieved during the plan period (of which just 13 years remain), it is imperative that the delivery of new homes starts as soon as possible. The adopted target equates to 71 net housing completions per year, every year, for the whole plan period. The only site identified as Phase 1 in the draft DSP is ROY6, the recently consented for 143 dwellings. Notwithstanding current delivery rates (build out rates for large scale house builders are typically only 30 dwellings per year), this permission equates to just a 2 year supply of homes in Royston. For the 860 homes proposed for the wider Lee Lane site to be delivered, this would already equate to some 66 new homes per year across the remaining 13 years of the plan period. Clearly there is an identified need for more sites to begin to come forward imminently, and in particular for the Lee Lane site to start to deliver.
- 6.18 The approach taken with this application has therefore been to bring forward a part of the proposed ROY2/R1 allocation in a manner that would allow the required early delivery of new homes to be achieved, but in a manner that does not prejudice the

ability of the wider site to be delivered once exact details of the allocation have been confirmed.

- 6.19 The specific part of the ROY2/R1 site that is the subject of this application lies immediately north of Lee Lane adjacent to the existing settlement of Royston. Overall, the part of the site to the north of Lee Lane has strongly defined boundaries formed by Lee Lane itself, existing development, and the disused railway line to the north.
- 6.20 Although this specific part of the site was identified for employment development in draft DSP, the pattern of land-use proposed would have resulted in an employment area adjacent to existing residential properties and surrounded by new residential homes. As well as leaving no room for future expansion of the employment uses, this pattern of development would have maximised the potential for conflict between employment and residential uses. Notwithstanding concerns as to the ability of any employment provision to be viably delivered on this site, the proposed application makes better use of this part of the site and does not prevent employment development on the north of Lee Lane, but further from existing residents, in the future.
- 6.21 This application has therefore been structured in manner that ensures the requirements of the proposed policy ROY2 can be met. For example, the site access is to be provided via a roundabout which would not normally be required for a development of just 200 homes but will ensure that the wider site can be delivered in line with ROY2 in the future if required. Similarly, a 500m² food retail store is proposed on the site fronting Lee Lane and adjacent to the roundabout. This provision is also one of the requirements of ROY2. Full details on how this approach has been carried through the scheme can be found in Appendix 2 (which compares the application to the requirements of ROY2) and also in the Design and Access Statement.
- 6.22 Delivery of this first phase of development is therefore in line with adopted Core Strategy and reflective of the emerging DSP without prejudicing the ability of that DSP to confirm precise details about the form of development in Royston.

Housing Supply Position

- 6.23 The adopted housing target for Barnsley in the Core Strategy in 2011 is 21,500 new homes over the plan period (2008 to 2026). To reflect the economic climate at the time the Core Strategy was adopted, the annual housing target was set to increase over the plan period, starting at 900 dwellings per annum (dpa) and rising to 1,500 dpa by 2026, as shown in Table 6.1.

Year	Gross Dwellings	Demolitions	Net Dwellings
2011-12	900	100	800
2012-13	950	88	862
2013-14	1100	104	996
2014-15	1150	50	1100
2015-16	1250	50	1200
2016-17	1450	50	1400
2017-18	1500	50	1450
2018-19	1500	50	1450
2019-20	1500	50	1450
2020-21	1500	50	1450
2021-22	1500	50	1450
2022-23	1500	50	1450
2023-24	1500	50	1450
2024-25	1500	50	1450
2025-26	1500	50	1450
2008/26	23046	1529	21514
2011-2016 five year requirement	5350	392	4958
2013-2018 five year requirement	6450	304	6146

Table 6.1: The Core Strategy 2008-2026 Housing Trajectory

- 6.24 The most recent publicly available housing land analysis that Barnsley have undertaken is the '*Barnsley Housing Land Supply 2011-2016*' study. In this report, Barnsley Council identified a 6.3 year supply of deliverable housing sites for the period from April 2011 to March 2016. An analysis of this study has identified a number of issues with the methodology which suggest that the housing supply position is artificially inflated.
- 6.25 First of all, the housing supply is compared to a target of 5,350 homes. This is simply the sum of the Core Strategy housing target for each year in the period 2011/12 to 2015/16. According to the Framework, however, when the five year housing land

supply should include a buffer of 5%, brought forward from later in the plan period. Taking this into account, the actual housing target would be 5,617 homes. Nor does the target take into account past performance over the first three years of the plan period. No information on completions is provided, but should the target for the first three years of the period not have been met, then any shortfall should be added to the target for the next five years.

- 6.26 Secondly, the assessed supply of housing is also incorrect. Of the 6,298 homes that are claimed to form the 5 year supply, 1,936 homes are either on sites allocated in the UDP (1,137 homes) or on redundant school sites (799 homes). These two sources of supply will be considered in turn.
- 6.27 The Framework requires that for homes to be included in the 5 year supply they must be deliverable. The UDP was intended to guide development in the period from 1986 to 2001, a period which therefore ended some 12 years ago. If a site has not delivered in that period of time it is reasonable to assume that the sites are not, in fact, deliverable otherwise those homes would already have been constructed. That source of new homes should therefore be eliminated from the assessed the supply.
- 6.28 At the time the study was produced, none of the redundant school sites benefited from a planning permission. A number of recent appeal decisions, such as one in Chapel-en-le-Frith in the High Peak (reference 2159038) in August 2012, have confirmed that sites without planning permission should not be considered deliverable. That source of supply should therefore also be eliminated from the assessed supply.
- 6.29 The actual deliverable housing supply identified in the study is therefore 4,362 dwellings. When compared to the corrected housing target, this equates to just a 3.9 year supply of housing land.
- 6.30 The Framework identifies that where a 5 year supply of housing land does not exist, policies for the supply of housing should be considered out of date and that planning permission should therefore be granted for sustainable developments.
- 6.31 Of course, the figures contained in the study are now two years out of date and the exact position may well have changed. Paragraph 47 of the Framework is clear that Local Authorities should update their housing supply annually, while paragraph 49 states that policies for the supply of housing should be considered out of date where Local Authorities cannot ‘*demonstrate*’ a deliverable 5 year housing land supply. By not having produced an annual update of the supply position, Barnsley cannot

demonstrate a 5 year supply and the presumption, in line with the Framework, is therefore that one must not exist.

- 6.32 Notwithstanding that, the housing target for the next 5 years is substantially higher than for the period considered in the study, due to the gradual increase in the housing target. The simple sum of the Core Strategy targets for that period is 6,450 homes, which would increase to 6,772 with the application of the 5% buffer. Assuming the housing target has been exactly met in the last 2 years, then 1,850 dwellings will have been built. That would leave 2,512 homes from the deliverable supply assessed at that time to contribute to supply over the next 5 years. As there have no new allocations in that period, planning permission would need to have been granted for some 4,260 dwellings for a 5 year housing supply to currently be in place. That is more than all the dwellings with planning permission in the 5 year supply at the time of the last assessment. There is no evidence that such a significant increase in the rate of consents has been achieved.

Food Retail

- 6.33 The draft DSP identifies that a small scale convenience retail facility as part of the development, that is in compliance with Core Strategy Policy CSP32 (Local Shops) should be investigated.
- 6.34 To ensure the scheme is in general accordance with the draft allocation and to show that the whole site has been comprehensively masterplanned, the provision of the retail facility has been brought forward in this phase of the scheme.
- 6.35 The retail facility will be in accordance with Policy CSP32, which states that outside existing centres the Council will allow small convenience shops that meet the daily shopping needs of a local community if:
- *the shops are of a type and in a place that would meet local needs and this need is not already met by existing shops; and*
 - *the shops are located and designed to encourage trips by pedestrians and cyclists and would not encourage car trips.*
- 6.36 Clearly both of these criteria are met, in that the retail provision will be located within a proposed residential scheme, easily accessible by the local community, but small in scale so as not to impact on the existing centre of Royston.
- 6.37 The supporting text of the policy identifies small shops as units having a gross floor area of 500m² or less and state that impact assessments are not required for retails

schemes below 2,500m². The proposed store is intended to be no more than 500m² in accordance with these requirements.

Summary

- 6.38 The application is in accordance with the aspirations of the Core Strategy and is on a suitable site where development is inevitable in order to ensure that Royston's housing target is met. This has already been acknowledged by the Council in their proposed allocation of the site in the emerging DSP.
- 6.39 In order to ensure the housing target for Royston is met in the plan period, there is an urgent for new developments to come forward. This application has been sized and located in a way that ensures that early delivery can take place, but without prejudicing the ability of the wider site at Lee Lane to come forward in the future. The proposal has been carefully designed to ensure that the site works as a stand-alone scheme, but also that it can be incorporated into a larger whole if and when required.
- 6.40 Notwithstanding that the site is in accordance with adopted and emerging policy, Barnsley Council are not able to demonstrate the 5 year supply of deliverable housing land that is required by the Framework. In such circumstances, planning permission for the development should be granted for sustainable development where there are no adverse impacts that would significantly and demonstrably outweigh the benefits of the proposal.
- 6.41 The remainder of this report identifies why this is, indeed, a sustainable development proposal which would cause no significant, demonstrable harm and why planning permission should therefore be granted.

7.0 Socially Sustainable

‘Supporting strong, vibrant and healthy communities’

- 7.1 The housetypes on the proposed scheme will come forward at the detailed design stage (Reserved Matters) but it is expected that a range of tenures will be provided from 1 to 5 bedroomed dwellings. This ensures that the site will be occupied by residents of different ages, at different stages in their lifecycle and from different socio-economic backgrounds. The active street frontages, permeable layout, footpath links and areas of open space will maximise the opportunities for these groups to meet, interact and ultimately forge a new community.
- 7.2 To ensure quality of life and community cohesion are not undermined, opportunities for crime have been minimised through the design stages of the layout. Open spaces and footpaths are over-looked, with parking provided either within the curtilage of properties or in small, overlooked parking areas.
- 7.3 Although only at the Outline Application stage, it is envisaged that the main area of public space, which will include a Local Area of Play (LAP), will be located in a central, highly visible location close to the entrance to the site. It is connected to the rest of the development by a network of clear and legible pedestrian links some of which follow the road network with others being dedicated footpath links in overlooked green corridors. This careful design will encourage the active and continual use of public areas.
- 7.4 The approved development site seeks to create a community ‘park’ which would consist of a central Public Open Space, linked with footpath networks and cycle ways that connects to wider recreational routes and facilities within the area, the proposed development would further enhance the recreational provision that is absent from the immediate area and settlement structure as a whole.

‘Providing the supply of housing required to meet the needs of present and future generations’

- 7.5 There is currently an identified shortfall in low density larger family homes in the Barnsley area, referred to as high value or ‘Executive Housing’. This has emerged in in order to support the Economic Strategy (2012-2033) to provide the right housing mix and contribute towards creating the conditions for economic growth.

- 7.6 The proposed site has been allocated an element of low density, high value homes through the DSPDPD, under Policy Allocation ROY2.
- 7.7 The SHMA (2008) identifies a borough wide shortfall of 597 affordable homes per annum. This highlights a clear need for more affordable homes. In line with Barnsley MBC policy (CSP15) a 15% affordable housing contribution will be made in addition to a variety of house types to ensure that a mixed community is created.
- 7.8 The proposed scheme therefore meets the identified demand for a wide selection of homes while ensuring a range of properties are on offer to provide choice to future residents and would help contribute to identified shortfall in both high value and affordable homes, while helping to contribute to a robust 5 year supply of housing land.

‘Creating a high quality built environment’

- 7.9 The requirement for good design is embedded in the Framework and Barnsley MBC’s adopted Core Strategy (Policy CSP29). The proposed scheme has been carefully designed taking into account the site’s context as well as the constraints and opportunities. Although currently in outline form only, the indicative layout is one that reflects the character of the area while providing a unique sense of place. It has been carefully designed to work not just as a stand-alone development, but also in a manner that would allow the site to be accommodated into a wider scheme should the allocation of the whole area north of Lee Lane be confirmed in the Development Sites and Places DPD.
- 7.10 This indicative layout has been achieved through a number of different approaches, many of which are covered elsewhere in this Statement: the road pattern is connected and legible; green spaces and links are logically located through the site; the scheme is centred around a substantial public open space and integrates with the existing homes to the east. Housetype elevations will be carefully designed to reflect the local vernacular; focal buildings will be located at important vistas; and the relationship with the wider countryside. All of these elements are covered in the **Design and Access Statement** and will form the parameters for a future Reserved Matters Application.
- 7.11 Vehicular access to the site has been carefully located so as to maximise the permeability of the development. Additional pedestrian accesses are also provided to ensure walking distances are minimised. The **Transport Assessment** discusses the access particulars in detail, providing modelling and plans that demonstrate the sites potential to accommodate development at this location.

- 7.12 The site will provide up to 200 homes, a small retail provision and a substantial open space requirement. The Outline Application seeks consent for the principle of development and as such actual densities will be provided at the Reserved Matters stage.
- 7.13 A full explanation of the rationale and approach behind the design of the proposed scheme is set out in the **Design and Access Statement** which accompanies this application.

‘Accessible local services that reflect the community’s needs and support its health, social and cultural well-being’

- 7.14 Croft Transport Solutions have prepared a **Transport Assessment** in support of this application which considers the traffic and transport impacts of the development.
- 7.15 The location of the proposed development is close to a number of amenities, the accessibility of the site has been considered by the following modes of transport:
- Accessibility on foot.
 - Accessibility by cycle.
 - Accessibility by bus.
 - Accessibility by rail.
- 7.16 The Institution of Highways and Transportation (IHT) document, entitled ‘Guidelines for Providing for Journeys on Foot’, highlights a distance of 800 metres as the preferred distance for town centres, whilst a distance of 2 kilometres is defined as a preferred for commuting. The assessment shows the 800 metre catchment encompasses a number of facilities (including the proposed new food retail store on site), whereas the 2 kilometre catchment extends to nearly the whole of Royston, including the town centre and its associated retail, employment and education facilities.
- 7.17 The nearest bus stop is directly outside of the site on Lee Lane. A summary of the services available from the bus stops within the vicinity of the site are included within the transport assessment.
- 7.18 The nearest rail station to the site is located in Barnsley, which can be accessed via a bus journey from Royston.
- 7.19 An alternative mode of transport is by cycle. With Royston Town centre being in such close proximity to the site, this is a realistic travel option. Furthermore Barnsley City

Centre is just 5.5kms from the site, providing employment opportunities which can be feasibly accessed via bicycle.

- 7.20 In summary, Royston is a rural town that offers a number of facilities. The proposed site seeks to provide a retail element that will enable local residents to buy everyday essentials. The proposed site is clearly shown to be in an accessible location and within walking distance of Royston Town Centre. To further improve accessibility a Travel Plan will be submitted to the Local Authority, and the planned infrastructure improvements identified within the assessment will all help contribute to the sites accessibility to local services.

8.0 Economically Sustainable

‘Contributing to building a strong, responsive and competitive economy’

- 8.1 The Framework recognises that housing has a key role to play in ensuring vibrant, growing economies. The proposed scheme seeks to bring forward an Outline Application for up to 200 residential units. This will present a development programme of approximately four years.
- 8.2 Using a development cost of £8.80 per sq.m and a 28% uplift for externals, preliminaries and infrastructure, and estimating the floorspace of the 200 units (taking an average size range of 47-150 sq.m), the construction expenditure would be approximately £22.3million. This would support an estimated 75 FTE jobs per annum over a six year construction period, providing jobs on the site itself, in the Barnsley area and a number of specialist jobs further afield (Homes and Communities Agency/Offpat Guidance).
- 8.3 Oxford Economics has estimated the multiplier effect of house building to be 1.4, so for every £1 spent on house building, an additional £1.40 in gross output would be generated across the economy (National Housing Federation (2010) Responsible Choices for a Fairer Future, Submission to the Comprehensive Spending Review).
- 8.4 Theoretically for construction expenditure of £22m, this represents £30 million in gross output. This potential expenditure is effectively lost without new house building activity, and it would be expected to support employment across the economy.
- 8.5 Future residents of the development could be expected to spend some £5,200,000 per year in the Barnsley area, based on data from the Family Expenditure Survey (2009) (£500 per house per week). This could directly support around 39 new jobs in the surrounding area (estimated from previous socio-economic studies).
- 8.6 The jobs this expenditure would support, in conjunction with new homes for local people and people from outside the area, Barnsley's economic objectives as it copes with the continued effects of de-industrialisation and support the economic vitality of the borough.

‘Ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation’

- 8.7 Barnsley has a demonstrable need for both market and affordable housing, including Executive Homes to support their economic aspirations. The 2008 SHMA shows an acute shortage of affordable dwellings across the Borough and there are questions as to whether the Borough can robustly demonstrate a 5 year housing supply. Allowing a residential development at this site can help deliver additional family homes while providing affordable dwellings at a sustainable location in one of the boroughs Principal Towns.
- 8.8 The draft Development Sites and Places DPD proposed the allocation of the site as ROY2 and R1, which shows that the site is in a suitable location, suitable for development, on a site that has been safeguarded for over a decade. Royston has been identified as an area for substantial growth with 1,000 homes due over the plan period. The proposed site is available now, in a suitable location for development and is achievable, demonstrated by this planning application. Subsequently the site can be shown as deliverable.

‘Identifying and coordinating development requirements, including the provision of infrastructure’

- 8.9 The **Transport Assessment** submitted with the application considered the impact of the development on the existing highways network. Extensive traffic modelling has been undertaken as part of the Transport Assessment and this has shown that the road network can accommodate the proposed quantum of development.
- 8.10 As part of the traffic impact analysis, the following conclusions were acknowledged:
- The proposed B6428 Lee Lane site access roundabout junction has been designed to accord with highway design standards and will have more than sufficient capacity to accommodate the proposed development traffic.
 - The B6428 Lee Lane/B6132 Station Road/B6428 Midland Road/B6132 Church Street signal controlled junction is forecast to operate close to its capacity in the Base scenarios but the addition of the development traffic will have a minimal impact on its operation given the fact that the analysis is extremely robust as it includes all of the Royston development traffic.

- The A61 Wakefield Road/B6428 Shaw Lane priority controlled is forecast to operate in excess of its capacity in the Base scenarios but the addition of the development traffic will have a minimal impact on its operation.
- The A61 Wakefield Road/B6428 Lee Lane priority controlled is forecast to operate in excess or close to its capacity in the Base scenarios but the addition of the development traffic will have a minimal impact on its operation.

8.11 In summary, the Transport Assessment has demonstrated that the development proposals will result in a minimal impact on the local highway network following the implementation of the mitigation measures and highway improvements outlined within the report, and the improvements that the adjacent consented scheme are committed to delivering.

8.12 Other infrastructure requirements will be dealt with by appropriate **Section 106 Contributions** that were discussed earlier in this document.

8.13 Policy CSP 32 (Small Local Shops) identifies the Councils approach for small retail units. The Draft allocation (ROY2) identifies that the scheme shall come forward with a retail element. It is proposed that a small unit of less than 500m² will be provided on the site to provide everyday essentials, such as bread and milk.

9.0 Environmentally Sustainable

‘Contributing to protecting and enhancing our natural, built and historic environment’

- 9.1 The proposed development will deliver dwellings that are in-line with the current Building Regulations. 2010 Part L Building Regulations require a 25% energy reduction over and above 2006 Building Regulations, and the 2014 Part L update requires a 6% improvement on 2010 standards across the build mix, with compliance targets differentiated by home type to take advantage of the most cost effective savings.
- 9.2 If the proposed development is approved at Outline stage, the Reserved Matters Application will explore the most suitable solution for the site, taking into consideration the current Building Regulation requirements. At this stage, the development will commit to building homes that are rated Code for Sustainable Homes Level 3.
- 9.3 An estimation of site-wide energy demand and further details of building fabric improvements and renewable energy provision will be submitted as part of subsequent Reserved Matters applications. A **Sustainability Statement** has been prepared by NJL, demonstrating the measures that the proposed scheme has considered to ensure a sustainable development is delivered and will be submitted with the suite of supporting application documentation.
- 9.4 An **Archaeological Report** by Wardell-Armstrong (which has been submitted as part of the planning application process) was prepared and no heritage issues were raised that required further work at the pre-determination stage.

‘Helping to improve biodiversity, use natural resources prudently, minimise waste and pollution’

- 9.5 An initial **Ecological Assessment** has been carried out on behalf of SLG which demonstrates that the site is of limited ecological value. No Great Crested Newts have been found on site and ponds off the site are a greater distance than 500 metres. The report concluded that Badgers are not present on the site, and no setts were recorded. It is possible that parts of the site might be used by nesting birds. Removal of vegetation should therefore only be carried out outside the nesting season (March to August inclusive).

- 9.6 A proposed landscape scheme which will be submitted as part of the Reserved Matters application which will be carefully designed to incorporate a wide range of native species which will help enhance the biodiversity of the site as well as offering a robust buffer to the existing residential areas.
- 9.7 The easy accessibility of a wide range of services from the site in conjunction with the excellent links by non-car transport modes helps ensure that pollution will be minimised. A proposed **Travel Plan**, submitted along with the application, will help encourage residents to use these forms of transport as an alternative to the car.
- 9.8 A desk top **Site Investigation** has been carried out by RSK, and has been submitted in support of the application. The investigation concluded that no direct evidence of the presence of contaminated soils on site has been identified, but there is some potential for historic use of pesticides/herbicides on the Farmland. A full geotechnical appraisal will be undertaken prior to the commencement of development and this can be dealt with via a suitably worded condition.

‘Mitigate and adapt to climate change, including moving to a low carbon economy’

- 9.9 The high environmental performance of the proposed homes along with the sustainability of the site’s location have been covered in previous sections of this report, but both contribute to mitigate the effects of, and adapting to, climate change.
- 9.10 A **Flood Risk Assessment** has been completed to support this application. The site is located in Flood Zone 1 and is therefore not at risk of fluvial flooding, which complies with adopted policy CSP4.
- 9.11 The FRA also includes a **Drainage Strategy** which identifies the maximum rate of surface water discharge that the development can produce without increasing the risk of flooding elsewhere; this calculation will also takes into account an allowance for the future effects of climate change. The final sustainable drainage strategy for this site will be designed in line with the SuDS management train. This requires that;
1. Source control techniques such as permeable paving, green roofs and rainwater harvesting are incorporated into the development design wherever reasonably possible.
 2. Where appropriate infiltration drainage is encouraged

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3. In situations where infiltration is not possible to discharge all surface water to the ground, storm water will be controlled and discharged as locally as possible with excess storm water stored on the site in surface water features.
 4. Off-site solutions and hard engineering to achieve the design criteria will only be considered where it can be demonstrated that more sustainable options above are not possible.

10.0 Conclusion

- 10.1 The Framework calls for Local Authorities to '*significantly boost*' the supply of housing, with planning permission being granted unless to do so would cause significant and demonstrable harm.
- 10.2 Furthermore, no evidence has been advanced, as to how the adverse impacts of approving this scheme would '*significantly and demonstrably outweigh the benefits.*' The information submitted in support of this application demonstrates that it represents a sustainable development.
- 10.3 The scheme would deliver a number of significant, material benefits including:
- The scheme is in-line with the Core Strategy aspirations for growth in Royston and this is in line with paragraph 12 of the framework where it states that 'proposed development that accords with an up-to-date Local Plan should be approved...'
 - A contribution of 200 dwellings towards the housing supply, ensuring that the minimum requirement of a 5 year housing land supply is met and exceeded
 - The provision of 30 affordable dwellings. When set against the findings of the 2008 SHMA which identified an annual shortfall of 597 affordable homes per annum, this scheme will contribute a significant benefit.
 - The creation of employment opportunities and generation of substantial expenditure, bringing economic benefits to the borough, this will also help support the vitality and vibrancy of Royston Town Centre.
 - A New Homes Bonus payment of approximately £1,400,000 to be spent as Barnsley MBC see fit.
 - The provision of additional public open space, making accessible areas that are currently closed to the public.
- 10.4 In the absence of any adverse impacts which would significantly and demonstrably outweigh these benefits, planning permission should therefore be granted.

APPENDIX 1: COMPLIANCE WITH LOCAL PLAN POLICIES

Barnsley Metropolitan Borough Council Core Strategy (2011)

POLICY	AIM	COMPLIANCE
CSP 1 – Climate Change	Development will be expected to Reduce and mitigate the impact of growth on the environment and carbon emissions through sustainable locations, SUDS and reduced energy use.	The proposed site is sustainably located, neighbouring an existing residential area. There is a good, directly accessible public transport network. The site is located in an area classified as Flood Zone 1, which is suitable for all types of development. SUDS will be utilised on site.
CSP 2 – Sustainable Construction	Development will be expected to demonstrate how it minimises resources and energy consumption. All new dwellings expected to have at least level 4 rating under the Code for Sustainable Homes or equivalent rising to level 6 in 2016.	The proposed development will be built to the prevailing Building Regulations which will achieve a minimal of 25% reduction in energy use compared to 2006 building regulations and may raise to up to 31% subject to the forthcoming updated Part 1LA (Conservation of Fuel and Power).
CSP3 - Sustainable Draining Systems	All development will be expected to use Sustainable draining systems (SuDS), planning applications to include an assessment showing that SuDS will work and be maintained and developers will contribute to its maintenance.	The proposed development will incorporate SUDS on-site.
CSP4 – Flood Risk	Not permitting new development where it would be at an unacceptable risk of flooding or would give rise to flooding elsewhere	The proposed development is located within Flood Zone 1, identified as suitable for all types of development uses.

POLICY	AIM	COMPLIANCE
CSP5 – Including Renewable Energy in Developments	All development of 10 or more dwellings will be expected to incorporate decentralised, renewable or low carbon energy sources and other appropriate design measure sufficient to reduce the development's carbon dioxide emissions by at least 15% for applications submitted up to 2015.	The proposed development will prioritise energy efficiency of the dwellings when looking to reduce CO ₂ emissions.
CSP8 – The Location of Growth	Priority will be given to development in the following locations: Urban Barnsley, Principal Towns (includes Royston)	Site is located within the town of Royston on a site allocated for housing in the Draft Development Sites and Places Consultation Draft 2012 under allocation ROY 2.
CSP9 – The Number of New Homes to be Built & CSP10 – Distribution of New Homes	Aim to build at least 21,500 additional homes between 2008 and 2026. 1,000 of which should be in Royston.	ROY 2 allocates the larger, strategic site for some 860 dwellings. The proposed scheme will bring forward up to 200 units and the access roundabout as a Phase 1, with subsequent phases to follow subject to LPA discussions.
CSP13 – The release of allocated housing land	The phased release of allocated housing sites will be set out in the Development Sites and Places DPD	The Development Sites and Places DPD is currently in Draft form. The proposed site is currently located within the DPD under the reference ROY 2.
CSP14 – Housing Mix and Efficient Use of Land	Housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. A minimum density of 40 dwellings per hectare will be expected rising to 45 dwellings per hectare within good public transport corridors, and to 55 dwellings per hectare in Barnsley Town Centre.	The proposed scheme is currently in Outline form and the exact tenure and density will be explored through a Reserved matters application. The site is approximately 8 ha and will consist of 1.2ha open space and a retail provision. This will provide an indicative density of 30 per hectare, which is in-line with the lower densities required for Larger and Low Density, High Value Housing identified in the Development Sites and Places DPD.

POLICY	AIM	COMPLIANCE
CSP15 – Affordable Housing	Housing development of 15 or more dwellings will be expected to provide affordable housing. 15% affordable will be expected in all other locations of the borough.	The proposed development will provide a minimum of 15% affordable housing. This will equate to 30 dwelling contribution.
CSP25 – New Development and Sustainable Travel	New development expected: 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, moped and disabled people, and should not provide more than the maximum number of car parking spaces; provide a transport statement; provide a travel plan statement or travel plan	<p>The proposed development is sustainably located and this is demonstrated by being included as a site in the Draft Development Sites and Places Consultation Draft 2012.</p> <p>The TA and Travel plan that supports the planning application demonstrates the accessibility of the site and the additional provisions to ensure accessibility is maintained/improved.</p>
CSP26 – New Development and Highway Improvement	New development expected to be designed and built to provide safe, secure and convenient access for all road users.	The proposed development is currently in outline form. Detailed design will come forward at the reserved matters stage.
CSP29 – Design	High quality development expected taking advantage of and enhancing distinctive features of Barnsley. Development should contribute to place making and be of high quality, achieving a Building for Life assessment rating of 'good' or equivalent as a minimum, in developments of 10 or more	<p>The Design & Access Statement provides a Building for Life 12 assessment which supersedes the requirements of this policy.</p> <p>The proposed development is currently in outline form. Detailed layout and design will come forward at the reserved matters stage.</p>

POLICY	AIM	COMPLIANCE
CSP35 - Greenspace	To improve existing green space to meet the standards in our Green Space Strategy. Green space refers to any land within or close to towns and village that is or could be used by people for recreation or by wildlife.	The proposed development will include 15% open greenspace, including informal open space and EAP children's play area.
CSP36 – Biodiversity and Geodiversity	Development will be expected to conserve and enhance the biodiversity and geological features of the Borough	The Ecological Assessment submitted with the suite of technical documents does not identify any protected species on the site and there would be no adverse impacts in developing the site.
CSP37 – Landscape Character	Development will be expected to retain and enhance the character and distinctiveness of the individual Landscape Character Area in which it is located.	A detailed landscaping strategy will be provided at the Reserved Matters stage. The indicative layout provides an indication of how the scheme has been designed to take into consideration the neighbouring residential areas and linking with the wider green network.
CSP39 – Contaminated and Unstable Land	Proposals have to show that investigations have been carried out to work out the nature and extent of contamination and set out measures to deal with any contamination	A Preliminary Risk Assessment was undertaken by RSK in June 2012 and this demonstrated that there would be no adverse impacts of developing the site.
CSP40 – Pollution control and protection	Development expected to demonstrate that it's not likely to result, directly or indirectly, to an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other environment or to people.	The technical documents submitted with the application demonstrate that there are no reasons why a development at this location should not come forward.
CSP 42 - Infrastructure and Planning Obligations	New development must be supported by appropriate physical, social and economic infrastructure. Developments must contribute as necessary to meet all on and off site infrastructure requirements to enable development to take place satisfactorily.	The proposed scheme will provide 15% affordable homes. In addition, the scheme will be submitted with a Draft S106 Heads of Terms which details the contributions that will enable the development to come forward. The New Homes Bonus will also raise approximately £1.4million.

Barnsley Metropolitan Borough Council Saved Unitary Development Policies (2007)

POLICY	AIM	COMPLIANCE
RO6	Royston – Safeguarded Land. Land to the West of Royston around Lee Lane - 25.65 ha / 860 Dwellings.	The site has been historically safeguarded for future development. This allocation has evolved in recent years and now the site has been allocated for development in the Draft Development Sites and Places Consultation Draft 2012 under Policy ROY2 and R1.

APPENDIX 2: REQUIREMENTS OF ROY2

ROY 2 DSP DRAFT ALLOCATION	PROPOSED SITE COMPLIANCE
<p>The development must be subject to the production of a masterplan covering the entire site which ensures that:</p>	
<p>1. Access is via the construction of a roundabout on Lee Lane which along with the road layouts will allow the development of the entire site</p>	<p>The roundabout is being brought forward with this application.</p>
<p>2. Mitigation measures are incorporated to address impacts on the adjacent Green Belt and countryside</p>	<p>An enhanced green link will be provided on the west side of the proposed development to provide a green buffer.</p>
<p>3. Hedgerows around and within the site should be retained.</p>	<p>Hedgerows will be incorporated into the scheme providing green links through the site.</p>
<p>4. The mature trees on the western boundary of the site, south of Lee Lane, should be retained.</p>	<p>This is outside of the proposed development boundary.</p>
<p>5. A minimum 3 hectares of green space is provided incorporating a minimum LEAP standard children's play area, youth provision and natural area. An off-site contribution will be sought for formal recreation and improvements to allotment provision</p>	<p>1.2 hectares of Public Open Space will be provided with this scheme, amounting to 15% of the site area.</p>
<p>Options are investigated for providing either:</p>	

<p>6. A small scale convenience retail facility as part of the development that is in compliance with Core Strategy Policy CSP32 Local Shops or;</p> <p>A local centre that conforms with local and national policy and which, in particular, will not have a significantly adverse impact on Royston District Centre and any additional main town centre uses that are provided as part of the development of the former Royston High School site</p>	<p>A small scale retail facility (<500m²) will be provided with this scheme, which will be in compliance with CSP32.</p>
<p>7. Pedestrian links are provided throughout the site and existing public rights of way and green ways are retained and improved. In particular options for providing pedestrian links to any proposed retail facility and public transport interchange facilities should be investigated.</p>	<p>Pedestrian links will be provided throughout the site. The location of the retail provision will be accessible to all.</p> <p>The public right of way is outside of the proposed site.</p>
<p>8. Options are investigated for improving public transport access to the development and interventions included to encourage public transport use by residents.</p>	<p>The Transport Assessment and Travel Plan addresses public transport and improving the connectivity to surrounding areas.</p>
<p>Proposals for development must be in conformity with this Masterplan.</p> <p>This site is currently identified as being capable of delivering an element of low density housing.</p>	<p>The first phase is in conformity with this policy.</p> <p>The <i>Potential Wider Development Form</i> plan highlights how the wider scheme has been masterplanned and how the delivery of Phase 1 would not hinder the delivery of the remaining site.</p> <p>An element of low density housing will be provided for on the proposed site.</p>

