

PLANNING SUPPORTING STATEMENT
Conversion and alterations to form 5no. dwellings
Harden Grange Stables
Harden Road, Bingley BD16 1AX

Project Title:	Harden Grange Stables
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1.0 INTRODUCTION & BACKGROUND

Introduction

- 1.1 This Planning Supporting Statement has been prepared on behalf of Mr S Hussain, in support of full planning and listed building applications proposing the conversion and alteration to Harden Grange Stables, Harden Grange Road, Bingley to form 5no. dwellings.
- 1.2 The stables forms part of a group of grade II listed buildings comprising the stable block and barn with a coach house range forming a 'U' shape in plan around a courtyard, all dating from the latter half of the 18th century.
- 1.3 The buildings are associated with the nearby house, now known as Harden Grange and originally known as St Ives, which was designed by James Paine, a prominent Georgian architect and it is possible that stable courtyard was also of his design. The buildings are currently in ancillary residential storage use.
- 1.4 This Planning Supporting Statement should be read in conjunction with the application drawings prepared by Spoke Architecture and the accompanying Heritage Appraisal prepared by Stephen Haigh, Buildings Archaeologist, both of which are referred to throughout this statement.
- 1.5 A Highway Statement, prepared by AMA Transport and Development Planning Consultants and a Bat Survey prepared by BL Ecology are also submitted in support of the applications.

The proposal

- 1.6 The planning and listed building applications have been developed through a process of pre-application engagement with the local planning authority in December 2021¹ and the proposed scheme, now at application stage, has been informed by this advice. Detailed

¹ Bradford Council ref. 21/05110/PMI

matters raised in officers' responses are fully addressed in this formal submission.

- 1.7 The planning and listed building applications propose the conversion of the three existing buildings, to form 5no. dwellings, involving:
- conversion to form 2no. 2 bed two-storey dwellings and 3no. 3 bed two-storey dwellings;
 - associated internal alterations to accommodate the subdivision of the range of buildings as above;
 - laying out of a car park within the existing courtyard; and
 - provision of cycle parking, bin store and amenity space.
- 1.8 These are more fully described in the accompanying Design and Access Statement and heritage assessment.
- 1.9 In addition to this supporting statement, the planning and listed building applications comprise:
- OS Site location plan;
 - Existing plans and elevations, prepared by Spoke Architecture Ltd;
 - Proposed plans and elevations, as above;
 - Design & Access Statement, as above;
 - Heritage Appraisal, prepared by Stephen Haigh, Buildings Archaeologist;
 - Bat Survey, prepared by BL Ecology Ltd; and
 - Supporting Highway Statement, prepared by AMA Transport and Development Planning Consultants.

Supporting Statement

- 1.10 This Planning Supporting Statement describes the proposals and examines the planning issues which they raise in the context of National Planning Policy Framework guidance and relevant development plan policies and supplementary guidance.

2.0 THE DEVELOPMENT PLAN

- 2.1 Section 38(6) of the Planning and Compensation Act 2004 requires that all planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 2.2 The development plan for Bradford District is formed by The Core Strategy Development Plan Document (DPD) which was adopted in 2017. Additionally, some of the policies contained within the Replacement Unitary Development Plan (RUDP) are 'saved' and remain part of the development plan until adoption of Bradford District Local Plan, 2020-2038.
- 2.3 The Bradford District Local Plan is at an early stage in its preparation. The council consulted on its Regulation 18 Draft Plan in 2021 and therefore its provisions are likely to change and are not taken into account in the assessment.
- 2.4 The following key development plan policies are relevant to the application proposals:

Core Strategy

- HO6 Maximising use of Previously Developed Land
- DS1 Achieving Good Design
- EN2 Biodiversity and Geodiversity
- EN3 Historic Environment
- EN7 Flood Risk
- SC8 Protecting the South Pennine Moors and their Zone of Influence
- TR2 Parking Policy

Replacement Unitary Development Plan

- GB4 Conversion and Change of Use in the Green Belt
- 2.5 Additionally, guidance in the council's South Pennine Moors Special Protection Area/Special Area of Conservation (SPA/SAC) Planning Framework SPD is taken into account.

- 2.6 The application proposals are assessed in the context of these development plan policies and guidance in section 4 of this statement.

3.0 THE NATIONAL PLANNING POLICY FRAMEWORK

- 3.1 The Government's National Planning Policy Framework (the Framework) was revised in July 2021 and forms the relevant policy guidance at the national level for the determination of all planning applications.
- 3.2 As previously set out, planning law however still requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The Framework is a material consideration in planning decisions.
- 3.3 Extracts of the key relevant provisions of the NPPF, which provide the basis for decision making in this instance are set out below and are considered in the following section of this report:
- 3.4 **Section 2. Achieving sustainable development**

Paragraph 7: *"The purpose of the planning system is to contribute to the achievement of sustainable development."*

Paragraph 8: *"Achieving sustainable development means that the planning system has three overarching objectives..."*

a) an economic objective – *to help build a strong, responsive and competitive economy...*

b) a social objective – *to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations...*

c) an environmental objective – *to protect and enhance our natural, built and historic environment; including making effective use of land..."*

Paragraph 10: *"So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development..... "*

Paragraph 11: *"..... For decision-taking this means:*

c) approving development proposals that accord with an up-to-date development plan without delay;"

Section 4. Decision making

Paragraph 38: *".....Decision-makers at every level should seek to approve applications for sustainable development where possible."*

Section 5. Delivering a sufficient supply of homes

Paragraph 60: *"To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay."*

Paragraph 80: *"Planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:*

b) the development would represent the optimal viable use of a heritage asset...

c) The development would re-use redundant or disused buildings and enhance its immediate setting."

Section 7. Ensuring the vitality of town centres

Paragraph 86: *"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 adaptation....."*

Section 8. Promoting healthy and safe communities

Paragraph 92: *Planning policies and decisions should aim to achieve healthy, inclusive and safe places.....”*

Section 9. Promoting sustainable transport

Paragraph 110: *“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;....”*

Paragraph 111: *“Development should only be prevented or refused on highway safety grounds if there would be unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.”*

Section 11. Making effective use of land

Paragraph 119: *“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses while safeguarding and improving the environment and ensuring safe and healthy living conditions”*

Paragraph 120: *“Planning policies and decisions should:*

- d). promote and support the development of under-utilised land and buildings, especially where this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively...”*

Section 12. Achieving well-designed places

Paragraph 126: *"The creation of high quality, beautiful and sustainable 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."*

Section 13. Protecting Green Belt land

Paragraph 138: *"Green Belt serves five purposes:*

- a) to check the unrestricted sprawl of large built up areas;*
- b) to prevent neighbouring towns merging into one another;*
- c) to assist in safeguarding the countryside from encroachment;*
- d) to preserve the setting and special character of historic towns; and*
- e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land."*

Paragraph 150: *"Certain other forms of development are also not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it. These are:*

- d) the re-use of buildings provided that the buildings are of permanent and substantial construction."*

Section 14. Meeting the challenge of climate change, flooding and coastal change

Paragraph 152: *"The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure."*

Section 16. Conserving and enhancing the historic environment

Paragraph 197: *"In determining applications, local planning authorities should take account:*

- a). *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b.) *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c.) *the desirability of new development making a positive contribution to local character of distinctiveness.*

3.5 The application proposals are assessed in the context of this Framework guidance in the following section of this statement.

4.0 PLANNING POLICY ASSESSMENT

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires planning decisions to be made in accordance with the development plan, unless material considerations indicate otherwise. Whilst the starting point for decision making is the development plan, the presumption in favour of sustainable development always applies.
- 4.2 Accordingly, this section of the report identifies the main planning considerations and provides an assessment of the planning merits of the proposals in support of the proposed development, in the context of relevant Framework guidance, development plan policy and supplementary planning guidance.

The Presumption in Favour of Sustainable Development

- 4.3 The overarching consideration laid out in the Framework is the presumption in favour of sustainable development, which should be at the heart of decision taking.
- 4.4 Therefore, there follows an assessment of the application proposals against the Framework's three dimensions to sustainable development: economic, social and environmental.

Meeting the economic objective of sustainable development

- 4.5 The economic role of sustainable development contributes to building a strong, responsive and competitive economy by ensuring supporting investment. The proposals meet that requirement by creating direct and indirect economic benefits and by encouraging the effective use of land by reusing premises that are currently vacant and have been under-used for some time.
- 4.6 In particular, the proposals would generate payment of a New Homes Bonus to the city council in addition to direct construction spend.
- 4.7 Expenditure from occupiers will help support local shops and services, all of which are within a reasonable walking distance or are accessible by cycle or public transport. This will lead to increased expenditure in the nearby town centre and the Bradford district

economy generally.

- 4.8 Given the scale of the development, the impacts on the economy of the district would be relatively modest but are nonetheless cumulatively important and these economic benefits are a positive impact in helping meet the Frameworks' economic objective.

Meeting the social objective of sustainable development

- 4.9 The social role of sustainable development in the Framework is met as the proposal assists the supply of housing required to meet the needs of present and future generations in accordance with paragraph 60 and by providing an improved range and distribution of dwellings. Provision of smaller dwellings meets a key national and local policy objective and providing more housing choice would encourage people to stay in the area and help meet identified housing needs especially for smaller dwelling units.

Meeting the environmental role of sustainable development

- 4.10 The proposals meet the environmental dimension through putting back into positive use, an under-used building and by protecting and enhancing the built and historic environment through the introduction of a long-term, viable and sustainable use for this listed building, which the supporting Built Heritage Statement confirms is its "*optimum viable use*."

Conclusion on compliance with Framework sustainable development objectives

- 4.11 The proposals meet the three overarching objectives set out in the Framework set out within paragraphs 7-10 and therefore the development contributes to the achievement of sustainable development.

Other considerations

Heritage

- 4.12 Section 72 of the Planning (Listed Buildings and Conservation Areas) act 1990 states that decision makers should give considerable weight to the desirability of preserving listed buildings.
- 4.13 The accompanying Heritage Statement submitted with the applications provides an assessment of the impact of the proposed development on heritage assets.
- 4.14 The Statement identifies the heritage assets affected by the proposed conversion and associated alterations and goes on to describe their significance proportionate to the assets' importance and assesses the impact of the proposed development on the significance of these heritage assets.
- 4.15 The assessment concludes that:
- The proposed conversion to residential use represents the most viable, sustainable new use for these redundant buildings;
 - The most significant aspect of the stable block buildings are the exteriors, particularly the east front elevation, and the scheme will enhance the appearance of the buildings;
 - The courtyard is of significance and would be maintained as a single, undivided open space as at present;
 - The interiors are generally of low significance and present relatively few constraints on the proposed subdivision;
 - The proposed widening of the access from Harden Road would result in no harm to heritage assets, and would provide the benefit of reducing risk of further damage to the historic gate piers, which have been damaged by a vehicle, due to their present restricted width;
- 4.16 Overall, the scheme would cause no harm to significance of the identified heritage assets, and would result in some enhancement through improvement of inappropriate alterations, particularly in the east front elevation.

- 4.17 The proposals would provide the optimum viable use for the listed buildings, which are presently redundant and in ancillary storage use, and at obvious risk of neglect and decay requiring significant investment.
- 4.18 Overall, the proposals for conversion to new use will cause less than substantial harm to these heritage assets, but this harm is outweighed by public benefits, including securing their optimum viable use and ensuring they are not lost through neglect.
- 4.19 That said, Planning conditions are required in respect of certain details not included in the application including rainwater goods, extract vents to kitchens and bathroom and replacement windows, to ensure sympathetic detailing.
- 4.20 The proposals therefore meet the requirements of Core Strategy Policy EN3 and Framework guidance at paragraph 197, which support proposals affecting a listed building or its setting where the significance of that building is preserved or enhanced.

Green Belt

- 4.21 Framework guidance states the re-use of buildings in Green Belt is not inappropriate provided that the buildings are of permanent and substantial construction, provided they preserve its openness and do not conflict with the purposes of including land within it.
- 4.22 The Framework states these Green Belt purposes are:
- a) *to check the unrestricted sprawl of large built up areas;*
 - b) *to prevent neighbouring towns merging into one another;*
 - c) *to assist in safeguarding the countryside from encroachment;*
 - d) *to preserve the setting and special character of historic towns; and*
 - e) *to assist in urban regeneration, by encouraging the recycling of derelict and other urban land."*
- 4.23 These requirements are largely reflected in saved RUDP Policy GB4 which is supportive of the change of use of buildings in the green belt where the proposal satisfies all of the following criteria:
- it does not have a materially greater impact than the

present use on the openness of the green belt and the purposes of including land in it;

- it does not adversely affect the character of the building and its surroundings;
- it does not involve the complete or substantial rebuilding of the building;
- it involves only minor changes to the original building and the volume, form and materials of the building remain substantially the same;
- the developer ensures that all infrastructure constraints are adequately overcome without adversely affecting the character of the green belt; it does not lead to pressures for additional farm or other buildings to replace those which have been converted to other uses.

4.24 Taking each in turn, the former stables are clearly of substantial and permanent construction and the submitted site plan demonstrates the proposed residential use will not extend beyond the existing building curtilage, thereby ensuring no additional impact on openness arises.

4.25 Where relevant the proposed use does not conflict with any of the stated Green Belt purposes as it will not lead to the unrestricted sprawl of large built up areas, or lead to neighbouring towns merging into one another while safeguarding the countryside from encroachment.

4.26 Furthermore only minor changes to the appearance of the buildings are proposed and there are no infrastructure constraints on the development.

4.27 Accordingly the proposals meet the requirements of Framework guidance and saved RUDP Policy GB4. In maximising the use of the existing, brownfield site the proposals also accord with Core Strategy Policy HO6.

Design and Amenity

- 4.28 The Framework requires that all development ensures a good standard of amenity for future occupants of buildings as well as protecting the amenity of existing occupants. Core Strategy DS1 requires all proposals to be of high design standard.
- 4.29 The national technical space standards, technical guide provides guidance on internal space within new dwellings. Table 1 below presents an assessment of the scheme proposals against the relevant standard.

Unit	No. of beds	Size (sq.m)	NDSS standard	Difference (sq.m)
1	2	168	79	+89
2	3	161	102	+59
3	3	189	102	+87
4	2	121	79	+42
5	3	145	102	+43

Table 1. Comparison with Technical housing standards – nationally described space standard

- 4.30 Additionally each bedroom exceeds the minimum GIA of 11.5sq.m for a double.
- 4.31 The proposal greatly exceeds the required standard and, on this basis, the requirements of the NDSS are met.
- 4.32 Additionally the submitted scheme is of a high design standard meeting the requirements of Framework paragraph 126 and Core Strategy Policy DS1.

Ecology

- 4.33 A bat scoping assessment undertaken in July 2022 identified bat droppings and potential roost features, assessing the building to have a "high" roost potential.
- 4.34 Accordingly dusk emergence surveys were carried out in August and September 2022. These surveys observed bats emerging from the

buildings and the presence of a day roost and a maternity roost. Therefore, a Natural England licence is required for the works to be roof of the building.

- 4.35 The survey report includes mitigation measures required and it is suggested those are secured by way of planning condition. These include integration of a bat tube box and retention of a bat loft, shown on the submitted plans.
- 4.36 Subject to the mitigation measures set out, no conflict arises with Framework guidance or Core Strategy Policy EN2.
- 4.37 Additionally, Strategic Core Policy SC8 requires consideration of the impact of development on protecting the South Pennine Moors SPA and the South Pennine Moors SAC and their zone of influence.
- 4.38 The site is located within Zone C, 0-7000km zone in the SAC/SPA Buffer Zone map 3 in the South Pennine Moors SPA/SAC Planning Framework. This requires assessment of the recreational impact of the proposal in view of the additional dwellings created, via developer contribution.

Flood Risk

- 4.39 The extract from the Flood Risk Map for England, overleaf confirms that the site is in zone 1 and is therefore outwith any areas identified at flood risk.
- 4.40 On this basis the proposal complies with Core Strategy Policy EN7 and no further assessment is required in this regard.



Figure 2. Flood Risk Map for England extract

Highway safety

- 4.41 The application is supported by a Highway Supporting Statement prepared by AMA, Transport and Development Planning Consultants which demonstrated that the proposed parking provision is satisfactory, that the proposal accords with the required sustainability standards and that the proposal will not lead to any material change in existing levels of highway safety.
- 4.42 The proposal to widen the access would provide the benefit of reducing risk of further damage to the historic gate piers and have been accepted in these pre-application discussions.
- 4.43 The proposal is therefore considered to comply with Core Strategy Parking Policy TR2 and in promoting a sustainable form of development, the proposals are in accord with Framework paragraphs 110 and 11.

Overall conclusion with regards to Framework guidance and the development plan

- 4.44 For these reasons, the application represents a sustainable form of

development that meets the requirements of the three objectives set out in the Framework, in that it supports economic growth through investment, provides additional dwellings and will bring back this important heritage asset, into optimum, positive use.

- 4.45 Overall, it is considered the proposals meet the requirements of relevant development plan policies and Framework guidance.

5.0 SUMMARY AND CONCLUSION

- 5.1 This Planning Supporting Statement is submitted in support of applications for planning and listed building consent seeking change of use and alterations to form 5no. dwellings at Harden Grange Stables, Bingley.
- 5.2 The report identifies relevant development plan policies and Framework guidance and demonstrates that the application proposals meet all three roles of sustainable development.
- 5.3 Furthermore, the report concludes that the proposals are of a high design standard that meet the detailed requirements of relevant development plan policies as set out in section 2 of this report.
- 5.4 Overall, no harm has been identified that would significantly or demonstrably outweigh the benefits identified when considered against the policies in the Framework, set out at section 3 of this statement and taken as a whole.
- 5.5 On this basis, the proposals meet the requirements of Framework guidance, relevant development plan policy and Section 72 of the Planning (Listed Buildings and Conservation Areas) act 1990 which state that decision makers should give considerable weight to the desirability of preserving listed buildings.
- 5.6 Therefore, in accordance with Section 38(6) of the Planning and Compensation Act 2004, and paragraph 11 of the Framework, these planning and listed building consent applications should be approved without delay.