2023/0746

Applicant: Mr Jon Firth / Naylor Drainage Ltd

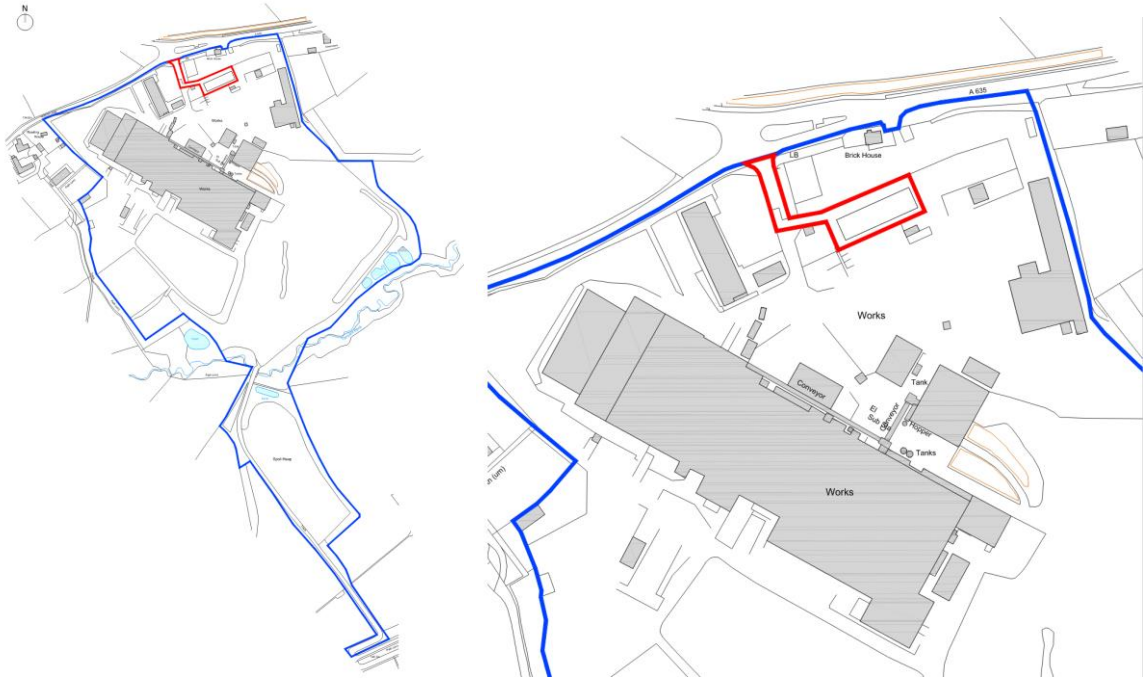
Site Address: Acton Works, Lane Head Road, Cawthorne, Barnsley S75 4AD

Description: Proposed modular offices to replace existing offices

Site & Location Description:

The application site is a part of an industrial compound, located on land designated as Green Belt, approximately one mile south west of the nearby village of Cawthorne, itself located in the west of the borough. The circa 18.9-hectar compound is occupied by Naylor Drainage, whose business is producing building and construction products, specialising in clay and plastic drainage products. The principal site entrance is located at the junction of the A635 Lane Head Road and North Lane. The specific location of the proposal is adjacent to this entrance, overlooking Lane Head Road, although separated from the road by some mature trees and fencing within the site, and a slip road style entrance leading off the main road to the entrance.

Until 2021, when the building became unviable, the specific proposal site was home to the Actons Building, a former brickworks. It was claimed that buildings have been present at this specific location since 1893. Having checked historical maps from 1895, 1948, 1960, 1990 and Google Streetview from 2011 this statement appears correct. The Site appears to have significantly expanded beyond the former brickworks sometime after 1960.



Planning History:

There is a long and complex history of development within the site. Most recent and relevant to this application are:

- 2021/1403: Extension to existing factory and associated external works – Approved with conditions 4th February 2022
- 2021/0205 – Installation of combined head and power unit, associated transformer and grp station - Approved with conditions.
- 2006/1369 – Erection of extensions to existing buildings and crane track and enclose crane track - Approved with conditions.

Proposed:

The proposal is for a modular office building to be installed on a piece of land currently used as open production storage, following the previous buildings demolition in 2021, and is located close to the main entrance of the compound. The office block would be the equivalent of a two-story building but would be brought onto site, rather than being fully constructed on site. The block would be a replacement for a 1960's precast concrete office block, which is described as featuring little natural light, poor thermal efficiency, and suffering from water ingress. For continuity of operations within the site, it was stated that using the site of the original office block would not be viable. Originally there was a suggestion that the former office block would be eventually demolished although it hasbeen agreed that the existing office block would be allowed a grace period of 12 months before demolition of it would be required.

In relation to design, the modular office block is dark grey in colour on the front elevation, and a dark beige colour elsewhere. The structure would feature extensive glazing on the front and rear elevations, whilst a modest, in compassion to the whole structure, roof lantern would be present upon the roof in the middle of the front elevation. What is described as a pod, forming a single-story porch style extension on the ground floor of the front elevation would be installed, again in the middle of the elevation, underneath the lantern. The roof would appear flat from the front and rear elevations but would feature a bulge raising approximately 12cm to the centre of the structure.

Additional works also include the installation of 423 sqm of photovoltaic solar panels within the modular offices roof area of 658 sqm; the provision of an additional sixteen parking spaces, including 6 electric vehicle charging spaces; row of raised planters along the front elevation of the office block. Cycle storage or parking area is required for new developments, and it has been agreed that this will be installed onsite during or post development with approval by way of a planning condition.

<u>Measurements:</u>

Main Building

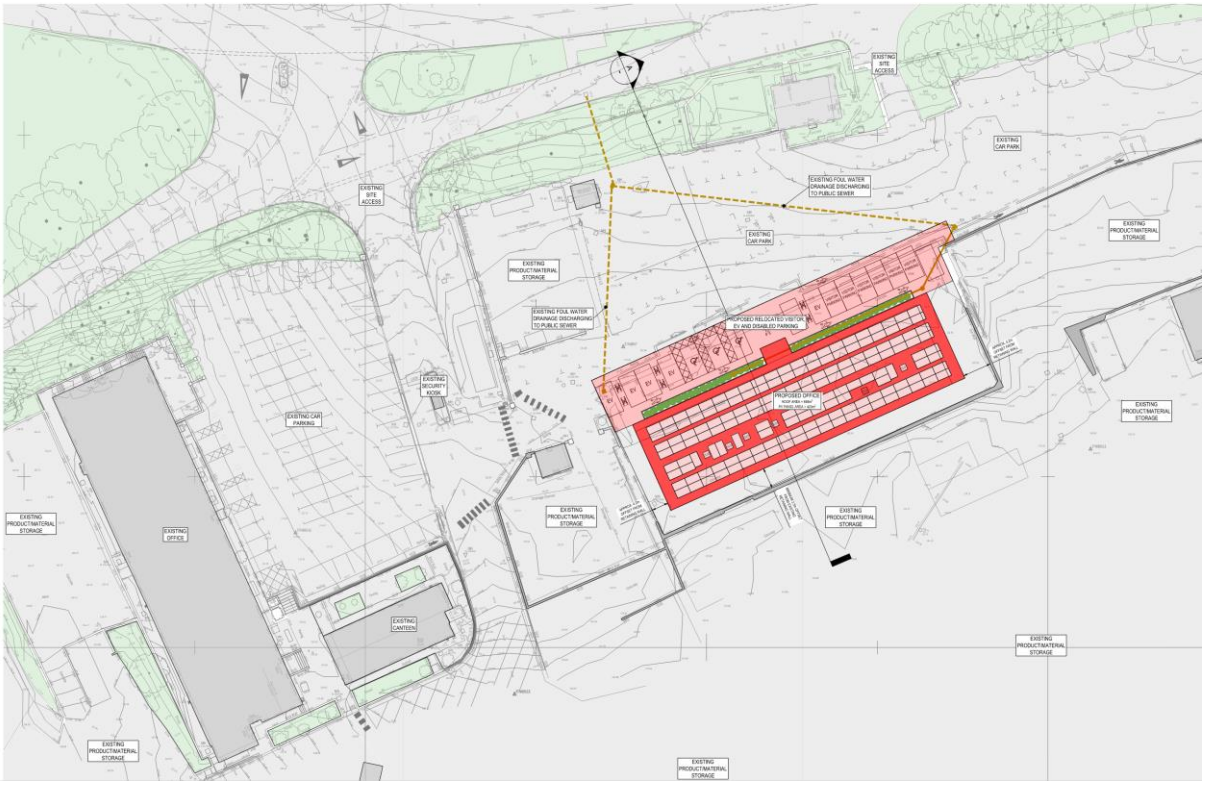
- Front & Rear Elevation Width: **47.2m**
- Side Elevations Width: **13.7m**
- Maximum Eaves Height: **6.2m**
- Maximum Roof Height (excluding lantern): **6.88m**
- Maximum Height to Lantern: **7.41m**
- Building Footprint: **648 sqm**
- Building Footprint including Pod extension and Raised Planters: **707 sqm**

Additional Pod Extension

- Width: **4.02m**
- Projection from front elevation: **2.51m**
- Maximum Eaves Height: **2.97m**
- Maximum Roof Height: **3.8m**

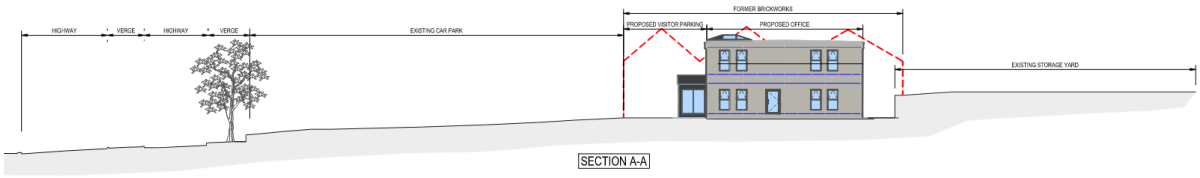
Proposed Floor Plans and Elevations








EXISTING CAR PARK
PROPOSED RELOCATED VISITOR EV AND DISABLED PARKING
RAISED BED PLANTERS TO FRONT ELEVATION
707.21 sq m
PROPOSED OFFICE
EXISTING PRODUCT/MATERIAL STORAGE
EV
VISITOR PARKING
Concrete
Railing
Con Wall
Fence O/S
Drainage Channel
STNB857
MH



Local Plan Designation: Green Belt

Conservation Area: No

Neighbour Representations:

Letters were sent to nearby addresses; No comments were received.

Publicity: A site notice was posted nearby to the site.

Consultees:

- **Cawthorne Parish Council:** No comments received.

- **Local Ward Councillors:** No Comments received.

- **Pollution Control:** Initial concern was raised about the potential noise impact created during both the construction phase and any potential demolition of the former office building, highlighting previous complaints abouts previous day-to-day noise within the site. Two conditions were requested to be added to any approval, the first being to restrict construction or demolition to specific times of the day. The second condition was initially proposed to be a pre-commencement condition in relation to proving a noise management plan for the construction phase. It was agreed and subsequently approved that this plan would be submitted and approved prior to a final decision notice being issued.

- **Highways DC:** Highways have provided no objection based upon the information that additional parking spaces would be provided but at the time of consultation, there was no planned increase to numbers of staff using the site. A condition in relation to an appropriate standard of hard surfacing in relation to the driveway and parking provision is installed prior to the office block coming into use and maintained thereafter.

- **South Yorkshire Mining Advisory Service:** SYMAS were involved with reviewing the submitted plans and reports by the applicant's survey company Earth Science Partnership. Following thorough investigative works, SYMAS had no comments or considerations in relation to legacy shallow coal mining shafts but let the Coal Authority take the lead in assessing and approving the development in relation to former mine entrances. In their last correspondence, they confirmed that if The Coal Authority were in acceptance of the proposal, then SYMAS would have no further comments or objections to make.

- **The Coal Authority:** Following an initial report conducted on behalf of the applicant by Earth Science Partnership, The Coal Authority was not satisfied with the finding and required further intrusive research to be undertaken and conditions to be imposed. Following the

intrusive works and a new report being generated, some pre-commencement works including works to a retaining wall was required. It was agreed that the works may be carried out to remove the requirement of later discharging a condition. A final report from the Coal authority was produced which found the remediation works acceptable and the land suitable for the specific structure, new and existing car parking indicated on the plans, and they withdrew a requirement for any planning conditions,

- **Contaminated Land Officer:** The officer reviewed the Phase One report submitted with the application and confirmed that no further investigative works or comments would be required in relation to the application.

- **Highways Drainage:** Confirmed that the proposed plans were sufficient and would be happy for Building control to review the plans.

- **Yorkshire Water**: No comments received so as per there advice, if a response is not received within 21 days, they have no comments to make about the application.

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment, and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting on 24th November 2022.The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

NPPF

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent, or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.
In respect of this application, relevant policies include:

Section 12: Achieving well-designed and beautiful places -

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. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

Within section 12, paragraph 139 is the most relevant which indicates:-

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or

b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

Section 13. Protecting Green Belt land – Relevant paragraphs include

142. The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

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.

Proposals affecting the Green Belt

152. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

153. When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. ‘Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

154. A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

a) buildings for agriculture and forestry;
b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
e) limited infilling in villages;
f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

   – not have a greater impact on the openness of the Green Belt than the existing development; or

   – not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

155. 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:

a) mineral extraction;
b) engineering operations;
c) local transport infrastructure which can demonstrate a requirement for a Green Belt location;
d) the re-use of buildings provided that the buildings are of permanent and substantial construction;
e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and
f) development, including buildings, brought forward under a Community Right to Build Order or Neighbourhood Development Order.

Local Plan

In reference to this application, the following Local Plan policies are relevant:

GB1 - Protection of Green Belt: The general extent of the Green Belt is set out on the Key Diagram. The detailed boundaries are defined on the Policies Map. Green Belt will be protected from inappropriate development in accordance with national planning policy.

GB2 - Replacement, extension, and alteration of existing buildings in the Green Belt:
Provided it will not have a harmful impact on the appearance, or character and will preserve the openness of the Green Belt, we will allow the following development in the Green Belt:

Replacement buildings where the new building is in the same use and is not materially larger than that which it replaces.
Extension or alteration of a building where the total size of the proposed and previous extensions does not exceed the size of the original building.
Dividing an existing house to form smaller units of accommodation.

All such development will be expected to:
Be of a high standard of design and respect the character of the existing building and its surroundings, in its footprint, scale and massing, elevation design and materials; and
Have no adverse effect on the amenity of local residents, the visual amenity of the area, or highway safety.

CC3 Flood Risk The extent and impact of flooding will be reduced by: Not permitting new development where it would be at an unacceptable risk of flooding from any sources of flooding, or would give rise to flooding elsewhere;

D1 - High Quality Design and Place Making: Development is expected to be of a high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

E6 - Rural Economy: We will encourage a viable rural economy by allowing development in rural areas if it: Supports the sustainable diversification and development of the rural economy

GD1 - General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

Poll1 - Pollution Control and Protection

Development will be expected to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people.

SD1 - Presumption in favour of Sustainable Development - When considering development proposals, we will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.

T3 - New Development and Sustainable Travel
New development will be 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, mopeds and disabled people set out in the relevant Supplementary Planning Document;

T4 – **New Development & Highway Safety:** 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.

Supplementary Planning Document Parking (Adopted 2009)

Cawthorne Local Neighbourhood Development Plan

Principle of development

Although the site is an established industrial complex, the whole site complex is located within land designated as Green Belt. Whilst development is not prohibited within the Green Belt, extra justification, and compliance with additional local and national policy in relation to the Green Belt is required.

Impact on Green Belt

Any development within land designated as Green Belt must be assessed to see whether it would be classed as inappropriate or not. In terms of this development, when assessed against paragraph 154 of the NPPF it could be considered to fall within the following criteria:

"limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
– not have a greater impact on the openness of the Green Belt than the existing development;"

The site is a well-established commercial works so would be classed a previously developed land. The siting of the building would be within the curtilage of the site in close proximity to other buildings and would be positioned where a previous building stood in 2021 so would be considered as partial redevelopment of the site. It would though need to be considered the impact on the openness of the Green Belt.

On review of this proposal, it would be undeniable to say the proposal would have no impact within the Green Belt but as detailed below, the development could not be considered inappropriate, nor through mitigation would the impact upon the Green Belt be more than insignificant, especially when considered within the context of the whole site complex. The whole Naylor Drainage complex has developed over the multiple decades of operation into the 19-hectare site complex occupied today. It would be difficult and impractical to compare the size of current complex to that of which originally existed, but in relation to this specific proposal, it is possible to compare the proposal to what was originally situated in the development location and the office building, located elsewhere onsite, which it replaces. Firstly, development site for the modular office block and auxiliary development, which would include carparking provision, landscaping and small infrastructure such as electric vehicle charging and cycle parking equipment would have a footprint of just over 1,300 sqm, with a building footprint size of 707 sqm, although internal floor space may be different as it is spread over two floors. In contrast, the old brick works building which stood on the development

site had an actual building footprint of just under 1,300 sqm. As other works have been constructed on within the complex since the demolition of the brickworks, it would be unjust to compare like for like building footprints, but visually, with note of the site location close to the main entrance and the A635, the modular office building would be less impactful than the building which did stand there previously for over a century. For direct impact on the openness and impact within the green belt, following the short grace period of 12 months, which would allow for the transition from the old to new office blocks, the older current office building, excluding auxiliary buildings, car parking and landscaping would be demolished. Although a modest decrease, in comparison to the whole site complex, the new modular office building would have a like for like principal building footprint size deficit of 1466m compared to the office block it replaces.

With no net increase of building size, and whilst the parking and landscape development aspect of the scheme remains as development, this is redevelopment of former industrial land within a large industrial complex and is predominantly ground development which would be either unseen from a distance, or if seen be more visually pleasant than the current derelict area used for storage following the demolition of the brick works. Existing site mitigation including trees surrounding the site would assist in mitigation of the modular office building by shielding or at least diffusing the view of the office from outside of the site complex, both close by and from a distance. It would there for be deemed that the proposal would comply with NPPF and local polices by not being inappropriate development but by being an infill development on previously developed land and not having any detrimental impact on the openness of the green belt.

Residential Amenity

Except for a small cluster of dwellings located at approximately 140m away from the proposed office block, although only 60m from the boundary of the large complex, the area around the proposed office block is predominantly the large complex the block would be located within or agricultural land. With no current plans to increase the workforce and the potential demolition of the existing office block, as detailed within the design and access statement, there should be limited impact upon the residential amenity of neighbours. Breaking this down further is the constant number of employees and subsequent vehicles using the site for post construction would be of a similar amount. Due the location of the proposed office block, there would be no overshadowing or overlooking issues, and unlike the remainder of the site, the office block would be for administrative work which would not be expected to cause a significant increase in noise levels once construction had been completed. During the works to install the modular offices, complete car parking provision, landscaping, and any other associated works, and for demolition of the original offices; a noise management plan has been submitted and the hours of activity have been limited by a planning condition. The Condition allows activity in relation to construction/installation, and for demolition works to be carried out between the hours of Monday to Friday 0800 – 18.00, Saturday 0900 to 1400, and no activity on Sundays or bank holidays.

Visual Amenity

Within a predominantly industrial based complex, there are a vast quantity of buildings of various styles and sizes, many not prominently visible from outside of the site. The proposed modular office block appears to be a contemporary incarnation of the 1960's precast concrete block which is

currently used for offices, and like the proposed contemporary counterpart, was probably also distinct from the existing buildings within the complex at the time of its construction. With the office block having been delivered to the site, a view of the principal element of the proposed development was able to be seen within the context of the site. The visit was during winter, with the boundary trees not in full leaf, however even as such, when viewed from outside of the site the trees still provided a distinct diffusion of the office block, helped by the dark coloured design of the block itself. To assist in reducing the visual impact within the site complex, the landscape plan indicates that raised planters are proposed to run along the extent of the front elevation, excluding the area of the pod extension.. Overall, the choice and location of the office block appears to be acceptable and would not cause significant harm to the visual amenity of the area.

Rural Economy

The Naylor Industries site is recognised within the Cawthorne local Development Plan as being a major employment site within the area and Policy E6 allows for development which supports the local economy. Whilst at present there are no proposals to increase the workforce, the proposed development provides improved facilities for existing employees at the site, whilst also provided a replacement, contemporary and sustainable office building with the potential for increase in office-based employment in the future.

Flood Risk

The area has been identified as being within Flood Risk Area Zone 1. A comprehensive flood risk assessment was provided by the applicant and concluded the following:

The report demonstrates that the development site;
- is located within Flood Zone 1.
- is considered to pass the requirements of the Sequential test.
- is not subject to the Exception test during the planning process.
- Does not increase the impermeable area and will utilise the existing managed surface water system discharging to a series of settlement ponds before discharging to Tanyard Beck over a weir and spillway in accordance with the discharge agreement with the Environment Agency

Additionally, Yorkshire water provided no comments in relation to the application and Highways DC Drainage have reviewed the full drainage plans and are satisfied with the proposals.

Highway Safety & Sustainable Travel

A full transport plan was provided within the application's documentation. There are no proposed changes to access to the site complex or an expected increase in the number of staff at the site. Internally within the site, a total of sixteen new parking spaces would be provided, this would include six electric vehicle charging bays, six accessible (disabled) parking bays and four visitor parking spaces. Despite the site's location outside of the village center, it would be feasible to walk from the village to the site or cycle from the village or neighbouring villages or urban areas. There is also a local bus service which serves a bus stop opposite the site complex and runs to Cawthorne and Barnsley Town Centre. Policy requirements outlined in Parking SPD require that a minimum of 4 long stay, 2 short stay and 1 powered two-wheel vehicle parking spaces to be installed for a

proposed development of this size, based on gross m2 of floor space (circa 1400sqm)**,** as outlined in the Supplementary Planning Document: Parking. Following approval, details of the spaces to be provided should be submitted and approved in writing by the local authority.

Summary

Overall, the development provides a sustainable new office building within a large industrial site complex of various buildings and storage areas, so would have limited impact on the visual amenity of the area or the residential amenity of residential dwellings within the area. Unlike other manufacturing purposes within the site complex, the office block, and car park, once fully installed would have minimal impact on noise within the and a planning condition limits the noise during construction. As the proposed location site is within the Green Belt, consideration has been given to the proposals impact, but it is considered the building is neither inappropriate nor would cause more than negligible harm to the openness of the Green Belt. The applicant has provided documentation that the site only at low risk of flooding, Highways have confirmed they have no objections or concerns in relation to highway safety and full mining reports and investigations have been conducted and approved by SYMAS and the Coal Authority. Infrastructure for cycle parking or storage would be installed and proposed by way of condition, a grace period again by way of condition would allow the existing office block to be retained for a maximum period of 12 months to allow for transition to the new office block but in the interests of the Green Belt would require subsequent demolition.

Recommendation: Approve with conditions