

Application Reference Number:	2025/0961
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Application Type:	Change of Use
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Proposal Description:	Change of use of vacant chapel (Use Class F1) to self-storage (Use Class B8)
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Location:	Old Wesleyan Chapel, Hoyland Road, Hoyland Common, Barnsley, S74 0LT
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Applicant:	Mr Phil Thompson
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Third-party representations:	Two	Parish:	None
		Ward:	Rockingham

Summary:

This planning application seeks a change of use of a vacant chapel (Use Class F1) to self-storage (Use Class B8). The chapel is a non-designated heritage asset of some local value (NDHA).

The site falls within Hoyland Common Local Centre as allocated by the adopted Local Plan. Development comprising a change of use is considered acceptable in principle if proposals are a suitable location for the use class and would not significantly adversely affect residential and visual amenity and highway safety.

The proposal would have no adverse impact on highway safety, residential or visual amenity and is considered acceptable in policy terms. The proposal is therefore considered to be an acceptable and sustainable form of development in accordance with Section 2 of the National Planning Policy Framework (NPPF, 2024).

Recommendation:

Approve subject to conditions

Site Description

The site is located along the B6096 Hoyland Road in Hoyland Common and is occupied by a former Wesleyan Chapel. Externally, the chapel has an imposing stone-built frontage facing north onto Hoyland Road. This elevation retains much of its original detail, including a three bay / two storey façade with a Flemish Gable, and a pediment at its apex. Smaller carved pediments top openings at ground floor level and there is a later porch (with pedimented inscribed date stone) covering a large three light mullioned opening. At first floor level the windows are arched with voussiors and the original frames and stained glass appear to be in situ. The side and rear elevations are much plainer and forgo ornamental detail for a robust but simple vernacular style in coursed stone with stone heads and cills. The roof retains its original Welsh Slate Covering.

The interior appears to retain its original auditorium, stage, and upper seating areas within. In terms of its character and quality the building is classed as a non-designated heritage asset of some local value (NDHA). The chapel is unlikely to be worthy of national listing; however, the front elevation is clearly of some quality and despite its condition contributes positively to the street scene. The building appears to have been vacant for some time following its former use as a kitchen showroom.



Planning History

There is one planning application associated with the site.

Application Reference	Description	Status
B/88/1087/HN	Change of use from church to retail of household furnishings and general goods	Approved with Conditions

Proposed Development

This application requests permission to change the use of the former Wesleyan Chapel on Hoyland Road, Hoyland Common from a place of worship (Use Class F1) to self-storage (Use Class B8). The proposal proposes no external alterations, but internally the auditorium and worship space will be demolished with a first and second floor inserted to provide storage space.



Relevant Policies

The Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan for Barnsley consists of the Barnsley Local Plan (adopted January 2019). 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.

Local Plan Allocation – Hoyland Common Local Centre

To the extent that development plan policies are material to an application for planning permission the decision on the application must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004). In reference to this application, the following policies are relevant:

Policy SD1: Presumption in favour of Sustainable Development – States that proposals for development will be approved where there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land. Policy GD1 below will be applied to all development.

Policy 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. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land.

Policy 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.

Policy TC1: Town Centres – Support will be given to maintaining and enhancing the vitality and viability of the following hierarchy of centres:

Town: Barnsley Town Centre

District: Cudworth, Hoyland, Wombwell, Goldthorpe, Penistone, Royston

Local: Athersley, Bolton on Dearne (St Andrew's Square), Darfield, Darton, Dodworth, Grimethorpe, Hoyland Common, Lundwood, Mapplewell, Stairfoot, Thurnscoe (Houghton Road), Thurnscoe (Shepherd Lane)

Barnsley Town Centre is the dominant town centre in the borough. To ensure it continues to fulfil its sub regional role the majority of new retail and town centre development will be directed to Barnsley Town Centre.

The District Centres have an important role serving localised catchments and meeting more local needs. To ensure they fulfil this role and continue to complement and support the role of Barnsley Town Centre new retail and town centre development will also be directed to the District Centres.

The Local Centres serve smaller catchments and development here will be expected to meet the needs of the local area and not adversely impact on the vitality or viability of other nearby centres. All retail and town centre developments will be expected to be appropriate to the scale, role, function and character of the centres in which they are proposed.

Policy I2: Educational and Community Facilities – We will support the provision of schools, educational facilities and other community facilities. New schools, educational and community facilities such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship, should be located centrally to the communities they serve, in places where they will be accessible by walking, cycling and public transport. Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing or an alternative community facility.

Policy LG2: The Location of Growth – Priority will be given to development in the following locations:

- Urban Barnsley;
- Principal Towns of Cudworth, Wombwell, Hoyland, Goldthorpe (which includes Thurnscoe and Bolton on Dearne), Penistone and Royston; and
- Villages.

Urban Barnsley will be expected to accommodate significantly more growth than any individual Principal Town, and the Principal Towns will be expected to accommodate significantly more growth than the villages, to accord with their place in the settlement hierarchy.

Policy 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.

Policy T3: New development and Sustainable Travel – Expects new development to be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cycles. Also sets criteria in relation to minimum levels of parking; provision of transport statements and of travel plans.

Policy T4: New Development and Transport 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.

Policy HE1: The Historic Environment – Positively encourage developments that help in the management, conservation and understanding of the historic environment.

Policy HE3: Developments affecting Historic Buildings – Proposals involving historic buildings should conserve and where appropriate enhance, respect historic precedents, and capitalize on opportunities to reveal significance.

National Planning Policy Framework (NPPF) and the National Planning Practice Guidance

In December 2024, The Government published a revised National Planning Policy Framework ("NPPF") which is the most recent revision of the original Framework, published first in 2012 and updated a number of times, providing the overarching planning framework for England. It sets out the Government's planning policies for England and how they are expected to be applied.

The NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. This revised document has replaced the earlier planning policy statements, planning policy guidance and various policy letters and circulars, which are now cancelled.

Central to the NPPF is a presumption in favour of sustainable development which is at the heart of the framework (paragraph 10) and plans and decisions should apply this presumption in favour of sustainable development (paragraph 11). The NPPF confirms that there are three dimensions to sustainable development: economic, social and environmental; each of these aspects are mutually dependent.

The most relevant sections are:

- Section 2 - Achieving sustainable development
- Section 4 - Decision making
- Section 12 - Achieving well-designed places
- Section 16 - Conserving and enhancing the historic environment

The National Design Guidance (2019) is a material consideration and sets out ten characteristics of well-designed places based on planning policy expectations. A written ministerial statement states that local planning authorities should take it into account when taking decisions.

Supplementary Planning Documents:

In line with the Town and Country Planning (Local Planning) (England) Regulations 2012, Barnsley has adopted twenty eight Supplementary Planning Documents (SPDs) following the adoption of the Local Plan in January 2019.

The most pertinent SPD's in this case are:

- Biodiversity
- Heritage Impact Statements
- Parking
- Sustainable Travel

The adopted SPDs should be treated as material considerations in decision making and are afforded full weight.

Consultations

Biodiversity - No objections subject to conditions

Conservation - No objections

Enterprising Barnsley - No objections

Highways Development Control - No objections

Pollution Control - No objections subject to conditions

Rockingham Ward Councillors - No objections

Representations

The application has been advertised in accordance with Article 15 of the Town and Country Planning Development Management Procedure (England) Order 2015.

Neighbour notification letters were sent to surrounding properties, and a site notice was erected at the site. One objection and one comment were received and in summary raised the following material planning considerations.

- Delivery, drop-off and traffic concerns
- Local disruption
- Parking across existing access

Assessment

The main issues for consideration are as follows:

- The acceptability of the change of use
- The impact on the character of the area and NDHA
- The impact on residential amenity
- The impact on highway safety
- The impact on biodiversity

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

Principle of Development

The site is set within the Local Centre of Hoyland Common. The Local Centres serve smaller catchments, and development here will be expected to meet the needs of the local area and not adversely impact on the vitality or viability of other nearby centres. All town centre developments will be expected to be appropriate to the scale, role, function, and character of the centres in which they are proposed.

The church building itself will remain as existing eternally with all the proposed alterations to be internal to support the change of use to storage space. It must be noted the building was last used for retail which is an acceptable town centre use.

Policy I2 of the Local Plan seeks to protect local services and community facilities where possible. It does state that planning permission for the change of use of local services and community facilities such as meeting places, cultural buildings and places of worship, will only be allowed if the business cannot be economically successful or the change of use would not have a significant effect on the ability of local people to access local services.

The church closure date cannot be confirmed but planning application B/88/1087/HN was granted for the change of use from church to retail of household furnishings and general goods. Given the date of that application and that last known use being a kitchen showroom with the church since being vacant, it is not considered that the change of use would have a significant effect on the ability of local people to access a similar service elsewhere. The change of use is acceptable in principle where it will not have a detrimental impact on the amenity of surrounding residents, visual amenity and highway safety. This weighs significantly in favour of the proposal.

Design, Heritage and Visual Amenity

There will be no harmful impact to visual amenity and the character of the local area from the proposed alterations. There are no major structural or external alterations proposed to the building. Internally the lack of structures and features associated with the former place of worship and the obvious structural issues, subsidence and dilapidation including cracking, propping, internal decay (tongue and groove) is of note. Whilst the superstructure and general arrangement remain, it is noted the internal alteration including the removal of the floors and internal structures could be carried out under permitted development.

The existing internal arrangement and some surviving fabric remains, but it has been altered and some has been removed eroding the significance of the NDHA. Ultimately, whilst there is some harm in allowing the removal of floors etc. the importance of the need for a new use for this building is understood because without it, it may be lost completely. As such, on balance the internal alterations are justified in order to retain the envelope and in particular the façade of this former chapel. The proposal is therefore acceptable in terms of heritage, visual amenity and impact upon the street scene in accordance with the policies GD1, D1 and HE1 of the Local Plan. This weighs significantly in favour of the proposal.

Residential Amenity

Whilst an objection has been received regarding impacts and on existing residents, there will be no significantly detrimental impact upon residential amenity and conditions are proposed to control construction impacts which are of a temporary nature, together with a condition limiting opening hours. The proposed use is at low risk of having an adverse impact on health and quality of life of those living and/or working in the locality. There does not appear to be any external plant or other significant noise source associated with the proposed development. The proposal is considered to be in compliance with Local Plan Policy GD1: General Development and is acceptable in terms of residential amenity. This weighs significantly in favour of the proposal.

Highways Safety

Whilst an objection has been received relating to disturbance due to parking issues, there will be no significantly detrimental impact upon highway safety. The site is located along the B6096 Hoyland Road in Hoyland Common and is occupied by a former Wesleyan Chapel. There is an existing vehicular access to the eastern side of the building which leads to a driveway of sufficient length to accommodate at least four vehicles.

The driveway is of single vehicle width and there is no scope to provide turning facilities within the site. Given that Hoyland Road is classified, there is a general requirement for vehicles to enter and exit in a forward gear in the interests of highway safety. Classified roads by their very nature are busier roads and it is considered that vehicles reversing to/from the access could have a detrimental impact on highway safety for oncoming vehicles on Hoyland Road. In addition, the on-street parking that occurs along the site frontage only serves to further exacerbate highway safety issues by impeding visibility to the drivers of vehicles when exiting the driveways. Therefore, it would not be acceptable for the proposed use to result in an intensification of use of the site which increased the propensity of visitors to the site to utilise the access/driveway.

The Design and Access Statement contains a reasonable assessment of the likely number of visitors that the self-storage use would generate by utilising data available from the analysis of existing self-storage units; the information looks at occupancy rates and the percentage of daily visitors etc. and arrives at a number of 13 visits per day on average for the proposed 105-unit facility. The current F1 use classification of the site covers a multitude of different uses including nurseries and training centres which have the potential to generate significant levels of vehicular traffic movements.

As such, the anticipated number of 13 two-way trips per day indicates that the proposed use of the site for self-storage purposes would be a less intensive use than is currently possible without the need for planning approval. Also, it is noted that visitors to the proposed self-storage unit would have a preference to park within the on-street parking bay along the property frontage whenever possible and that the demand for parking on the driveway would not be at a level that exceeds that of the permitted use classification.

It is stated that there would be no regular parking at the site or daily staff movements because the site is to be unmanned. In view of the above, it is considered that the proposed change of use would not result in an unacceptable impact on highway safety, nor would the residual cumulative impact on the road network be severe. It is therefore considered that the proposals won't adversely impact upon the highway and are acceptable from a highway's perspective. This weighs significantly in favour of the proposal.

Impact on Biodiversity

A bat survey report has been provided to support the application. The reports details the findings of a daytime building inspection and two dusk emergence surveys. No bats or evidence of roosting bats were recorded during the daytime inspection. However, given the presence of several potential roosting features the building was afforded moderate potential to support roosting bats and two dusk emergence surveys were undertaken.

The dusk emergence surveys found no bats to emerge from the building; however, a large house sparrow nest was recorded within dense ivy cladding and feral pigeon were noted to be nesting within the roof of the building. Recommendations have been made within the report to ensure the works are undertaken in accordance with a non-licensed method statement for bats, detailed within Appendix 1 of the report. These are deemed acceptable along with the proposals to include integrated bat and bird boxes within the scheme. This weighs moderately in favour of the proposal.

Planning Balance and Conclusion

Having balanced all material planning considerations, the proposal will not be significantly harmful to residential and visual amenity, nor will it negatively impact upon highway safety. As a consequence, the positive aspects of the proposal outlined above are not outweighed by any other material planning considerations. The proposal is therefore, on balance, recommended for approval.

Recommendation

Approve subject to conditions

Justification

STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

In dealing with the application, the Local Planning Authority has worked with the applicant to find solutions to the following issues that arose whilst dealing with the planning application:

- Heritage statement and justification

Due regard has been given to Article 8 and Protocol 1 of Article 1 of the European Convention for Human Rights Act 1998 when considering objections, the determination of the application and the resulting recommendation. It is considered that the recommendation will not interfere with the applicant's and/or any objector's right to respect for his private and family life, his home and his correspondence.

Conditions

The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.

Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.

The development hereby approved shall be carried out strictly in accordance with the approved plans:

Parking Plan received 23.11.2025

Proposed Basement, Ground & First Floor Plan received 04.11.2025

Proposed Second Floor Plan 04.11.2025

Proposed Sections 04.11.2025

and specifications as approved unless required by any other conditions in this permission.

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy D1 High Quality Design and Place Making.

The development shall be completed in line with the Bat Survey Report and the conditions of the planning permission. All the recommendations, specifically in relation to the works proceeding under a non-licensed method statement and the provision of integrated bat and bird boxes within the building shall be implemented in full according to the timescales laid out, unless otherwise agreed in writing by the Local Planning Authority, and thereafter permanently maintained.

Reason: For the purposes of biodiversity conservation.

The access and parking facility, indicated on the submitted plan, shall be surfaced in a solid bound material (i.e. not loose chippings) and made available for the access and parking of motor vehicles prior to the development being brought into use, and shall be retained for said purposes at all times. Adequate measures shall be so designed into the proposed vehicular areas to avoid the discharge of surface water from the site on to the highway.

Reason: To ensure that there are adequate parking facilities to serve the development which are constructed to an acceptable standard; to ensure adequate provision for the disposal of surface water and to prevent mud/debris from being deposited on the public highway and to prevent the migration of loose material on to the public highway to the detriment of road safety and in accordance with Local Plan Policy T4 New Development and Transport Safety.

There shall be no burning of any material on the development site during the demolition and construction phases.

Reason: To reduce or remove adverse impacts on health and quality of life, especially for people living and/or working nearby, in accordance with Local Plan Policy POLL1.

The development shall operate the opening hours of 07:00 – 23:00 Monday to Saturday and 09:00 – 23:00 on Sundays and bank holidays.

Reason: To reduce or remove adverse impacts on health and quality of life, especially for people living and/or working nearby, in accordance with Local Plan Policy POLL1.

During works, construction or demolition related activity shall only take place onsite between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.

Reason: To reduce or remove adverse impacts on health and quality of life, especially for people living and/or working nearby, in accordance with Local Plan Policy POLL1.

Informatives

The granting of planning permission does not in any way infer that consent of the landowner is given. Therefore, the consent of all relevant landowners is required before proceeding with any development, including that of the Council as landowner.

If it should transpire that the applicant does not own any of the land included in this consent, then it is the responsibility of the applicant to seek all necessary consents and approvals of the landowner.

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If a bat or evidence of the presence of bats is discovered on site prior to or during development all work should stop immediately. A licensed bat consultant or Natural England must be contacted and works implemented only in accordance with methods advised by them. This advice note should be provided to any persons/contractors carrying out the development along with the contact details of a relevant ecological consultant. This action is necessary to avoid possible prosecution and ensure compliance with the Wildlife & Countryside Act 1981 (as amended), The Conservation of Habitats and Species Regulations 2017.

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The works should be undertaken outside of the bird nesting season (March-August inclusive). Should this not be possible then a suitably qualified ecologist should undertake a nesting bird check no more than 48 hours prior to the start of works. Should active nests be found, works should cease until the nests are no longer active and the chicks have fledged and the ecologist has deemed the area to be free of nesting birds.

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It is recommended that measures are taken to prevent a nuisance/or affect the quality of life of local residents. Please note that the Council's Pollution Control Team have a legal duty to investigate any complaints about noise, smoke, odour, light or dust. No waste should be burnt. If a Statutory Nuisance is found to exist, they must serve an Abatement Notice under the Environmental Protection Act 1990. Failure to comply with the requirements of an Abatement Notice may result in a fine of up to £20,000 upon conviction in Magistrates' Court. It is therefore recommended that you give serious consideration to the steps that may be required to prevent a noise, light, odour, dust or smoke nuisance from being created.