

Application reference number	2025/0230
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Application Type	Full Planning Permission
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Proposal Description:	Demolition of existing single garage together with single storey brick outbuilding and construction of new single storey retail unit
Location:	107 Houghton Road, Thurnscoe, Barnsley, S63 0NG

Applicant	Mr James Wallis
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Number of Third Party Reps	none	Parish:	n/a
		Ward:	Dearne North

SUMMARY

The proposal seeks full planning permission for the demolition of an existing single garage together with a single storey brick outbuilding and the construction of a new single storey retail unit.

The proposal is situated on the edge of Thurnscoe - Houghton Road Local Centre as defined in the Local Plan and in close proximity to a number of houses outside the Local Centre. It is located off a narrow rear access/service road which lacks any footways and where there are no other shops or services trading. The access and parking provision is considered inadequate.

The proposal is considered to be unacceptable and in conflict with national and local policies related to residential amenity and highway safety and the harm is not outweighed by the benefits of the proposal.

Recommendation: **REFUSE Planning Permission**

Introduction

- The proposal is to build a small retail unit measuring 7.58 metres by 2.86 metres by 2.75 metres to eaves and 3.57 metres to apex
- The site is on the edge of Thurnscoe - Houghton Road Local Centre as designated in the Local Plan.

Site Description

The application site currently accommodates a single storey pre-cast concrete panel and flat roof garage with a white up and over door, and single storey brick outbuilding. The application clarifies that these have been used for storage in connection with the use of the existing retail unit fronting onto the B6411 Houghton Road.

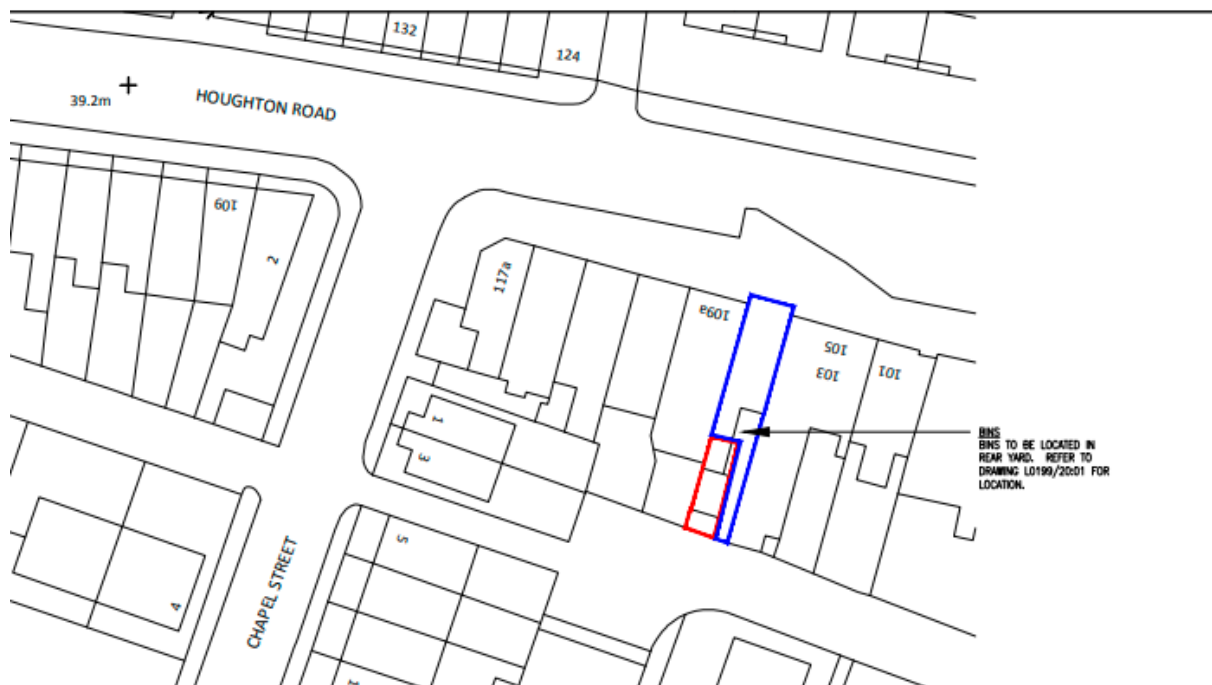
Access to the application site is gained down an access road serving the rear of premises fronting onto the B6411 Houghton Road. This rear access road also appears to be named Houghton Road. It has no footways and limited street lighting.

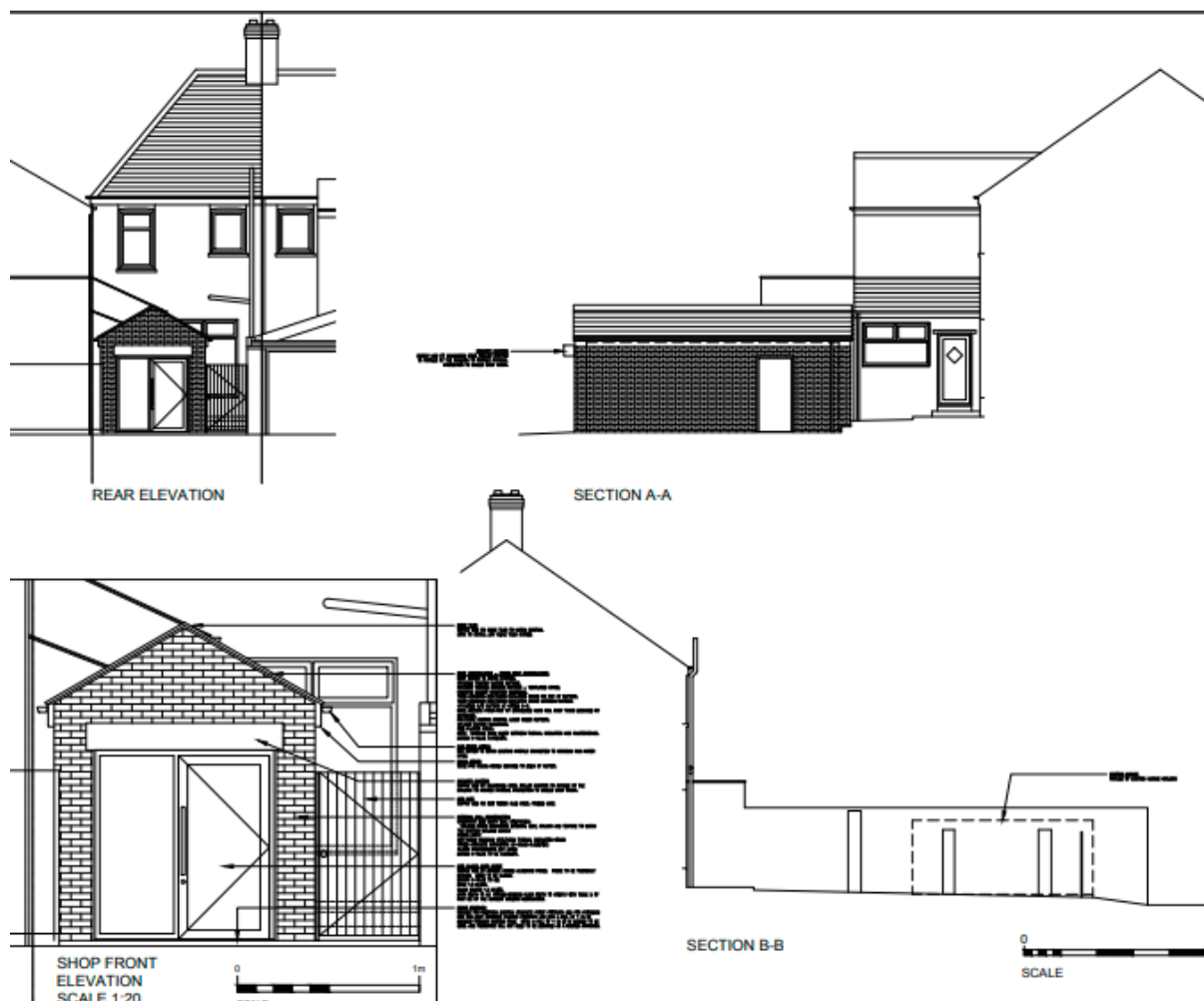
The properties to the north of the access road, fronting onto the B6411 Houghton Road are all within the designated Houghton Road Local Centre. The properties to the south of the access road are all residential. In the immediate vicinity of the proposal, they comprise terraced housing sited at right angles to the access road. Further to the east, the properties back onto the access road with hit and miss privacy fencing on their rear boundary.

Proposal

The proposal seeks full planning permission for the erection of a single storey retail unit (falling within class E(a)). The proposed unit will be 7.58 metres by 2.86 metres and 2.75 metres to eaves and 3.57 metres to the apex of the pitched roof and will be built of bricks and tiles to match the existing surrounding buildings. The proposed unit will have an aluminium shopfront, powder coated to a colour to be agreed.

Site Plan and Elevations:





The application is supported by a design and access statement which indicates that the proposed opening hours will be 9am to 7pm Monday to Saturday and 11am to 5pm on Sundays and that the unit would provide additional employment for 1 full time member of staff and 1 part time member of staff. The statement also indicates that while there is limited on street parking on Houghton Road it is believed most customers will be local to Thurnscoe and will approach on foot.

Relevant Site History

Application Reference	Application description	Status
B/78/1436/DE	Alterations to shop front, extension to dwelling and erection of private garage	Predates electronic working

Policy Context

Planning decisions should be made in accordance with the current development plan policies unless material considerations indicate otherwise; the National Planning Policy Framework (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 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 which are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting held 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.

Local Plan

The site is identified as Thurnscoe – Houghton Road Local Centre within the Local Plan and as such the following policies are considered to be relevant to this application:

Policy SD1 Presumption in favour of Sustainable Development – indicates that we will take a positive approach reflecting the presumption in favour of sustainable development in the National Planning Policy Framework and that we will work proactively with applicants to find solutions to secure development that improves the economic, social and environmental conditions in the area

Policy GD1 General Development – sets a range of criteria to be applied to all proposals for development.

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 of cycles. Also sets criteria in relations to minimum levels of parking, provision of transport statements and of travel plan statements.

Policy T4 New development and Transport Safety – expects new development to be designed and built to provide safe secure and convenient access and to not cause or add to problems of highway safety or efficiency.

Policy TC1 Town Centres – indicates that new retail and town centre development will be directed to centres in order to maintain and enhance their vitality and viability and that a sequential approach will be used to assess proposals for new retail and town centre development outside the designated centres.

Policy D1 High Quality Design and Place Making – indicates that development is expected to be of high quality design and to reflect the distinctive, local character and features of Barnsley.

Policy Poll1 Pollution Control and Protection – sets criteria to ensure that new development does not unacceptably affect or cause nuisance to the natural and built environment or to people; or suffer from unacceptable levels of pollution

Adopted Supplementary Planning Documents relevant to this application:

Parking

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. NPPF policy of relevance to this application includes:

Paragraph 85 Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

Paragraph 90. 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.

Paragraph 116 - Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Paragraph 124 – planning decisions should promote the 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 125 – planning decisions should give substantial weight to the value of using suitable brownfield land with settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.

Paragraph 129 states that planning policies and decisions should support development that makes efficient use of land.

Paragraph 131 – 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

Paragraph 135 – planning decisions should ensure that developments function well, add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character, establish a strong sense of place, optimise the potential of the site and create safe, inclusive and accessible places that promote health and well-being.

Paragraph 198 – Planning decisions should ensure that new development is appropriate for its location taking into account the likely effects of pollution on health, living conditions and the natural environment.

Relevant Consultations:

Highways DC – Object to the proposal on grounds of pedestrian safety and lack of suitable parking.

Drainage – confirm happy for details to be checked by building control.

Yorkshire Water – don't object but note that a small sewer crosses the site and would look for this matter to be controlled by Building Regulations

Pollution control – recommend approval with conditions

Ward Councillors – no comments received

Representations

Neighbour notification letters were sent to 40 surrounding properties, and a site notice was placed nearby.

No representations were received.

Assessment

The main issues for consideration are as follows:

- The acceptability of retail development
- The impact on nearby residential properties
- The impact on the character of the area.
- The impact on the highway network and highways standards
- Drainage issues

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 proposal is sited in a designated local centre where the principle of retail development is acceptable subject to assessment of details. The proposal offers a new business and employment opportunity which will provide economic benefits which attract modest weight in favour of the proposal.

Residential Amenity

Although as noted above the proposal is sited in a designated local centre, it is sited on the edge of the centre, to the rear of properties fronting onto the main Houghton Road shopping centre. The siting to the rear of these properties would bring a new independent, albeit small, retail use in close proximity both to the residential uses above the shops and also to the residential properties that sit at right angles to the rear access road and in a location where residents will be accustomed to having only ancillary storage and servicing access uses.

The proposed retail unit will be a modest building which is not by reason of its size expected to have any unreasonable impact in terms of dominating or overshadowing nearby residential property. Nor will it cause any unreasonable overlooking, having only the proposed shopfront on the front elevation, facing the terraced dwellings to the south which

sit at right angles to the shopfront; and a single door in the east facing elevation facing the blank wall of the neighbouring property's rear outbuilding.

However, the introduction of a new retail unit in this rear servicing area will be likely to result in additional comings and goings, from customers, employees, including by car, and also from any servicing vehicles. This is considered likely to result in additional noise and disturbance for local residents to an unreasonable degree and contrary to Local Plan policies GD1 General Development and Poll1 Pollution Control. This harm weighs against the proposal to a significant degree.

Visual amenity

The design of the proposed retail unit, being of a scale similar to the garage currently on site and constructed of brick and tile, is considered to be acceptable in this location noting the existing garage on site which does not positively contribute to the character of the area. The proposal is therefore concluded to be in conformity with local plan policy D1 and this weighs in favour of the proposal to a moderate degree.

Highway Safety

Advice from Highways Development Control expressed concern at the layout and location of the proposal for reasons including the apparent stepped route for bins to be brought to a suitable collection point and the lack of details about where bins will be presented on collection day; the lack of off street parking for either customers or staff and the loss of a garage which could provide parking provision for the existing site; and the lack of safe pedestrian route to the site given the lack of footway on the service road; and the lack of cycle storage.

The Council's Parking SPD indicates that for a use of this scale, at minimum of one parking space and two cycle parking spaces would be expected to be delivered. While it may be possible to overcome the concerns over bin storage and presentation, there appears to be no means for the concerns relating to the lack of off street parking provision and lack of safe pedestrian route to the site to be resolved. The proposal will be likely to result in additional vehicles driving and parking on a service road that is of insufficient width to accommodate such demand. It will also be likely to result in conflict between pedestrians seeking to access the site and vehicles using the service road given the lack of a safe pedestrian route to the proposed shop. The harm to pedestrian safety and lack of parking provision is in conflict with Local Plan policies T3 New Development and Sustainable Travel and T4 New Development and Transport Safety and this harm attracts significant weight against the proposal.

Drainage

Reflecting the advice of Yorkshire Water and Drainage Engineer it is concluded that adequate drainage could be achieved and controlled under the Building Regulations. This material consideration attracts little or no weight in support of the proposal.

PLANNING BALANCE & CONCLUSION

In accordance with Paragraph 11 of the NPPF (2023) the proposal is considered in the context of the presumption in favour of sustainable development. The proposal is considered to be located within a sustainable location but in a location that is not suitable for the proposed retail unit because of harms relating to residential amenity and highway safety and the harms are not outweighed by the benefits of the scheme.

The proposal is therefore, on balance, recommended for refusal.

RECOMMENDATION

REFUSE PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT

The above objections, consideration and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

In dealing with the application referred to above, despite the Local Planning Authority wanting to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application, in this instance this has not been possible due to the reasons mentioned above.