

Application Reference Number:	2025/1073
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Application Type:	Full application
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Proposal Description:	Change of use of warehouse unit to mixed retail (Use Class E) and warehouse, including erection of internal mezzanine.
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Location:	Unit 1, Fall Bank Industrial Estate Fall Bank Crescent, Dodworth, Barnsley, S75 3LS
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Applicant:	Mr Ross Fletcher
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Third-party representations:	None.	Parish:	None.
		Ward:	Dodworth

Summary:
<p>This application relates to the change of use of an existing industrial unit for a part retail/ part warehouse use associated with a charity shop use. The development also includes the erection of an internal mezzanine to create additional floorspace, though no changes externally are proposed.</p> <p>No neighbour representations have been received and there are no outstanding consultee objections.</p> <p>Recommendation: Planning Permission GRANTED subject to conditions.</p>

Site Location & Description

The application site consists of an existing industrial unit at Fall Bank Industrial Estate, off Fall Bank Crescent. The site is the end unit, located closest to the vehicular access into the estate. The building has a gable frontage with a large roller shutter door and a single pedestrian door. To the side, there is a two-storey projection with sloped roof which provides additional office space. The building is finished in cladding with red brick, whilst the side projection is finished in red brick only. To the front there is an area of hardstanding which provides parking/loading area.

The wider estate consists of 4 attached units, arranged in a row, with the application site being Unit 1. A larger unit is located at the northern end, with a two-storey office building opposite. Between the units is an open area of hardstanding.

The surrounding area consists of various employment/industrial buildings arranged off Fall Bank Crescent. The existing Barnsley Hospice Retail Hub unit is located circa 70m to the west of the application site in a larger warehouse unit.

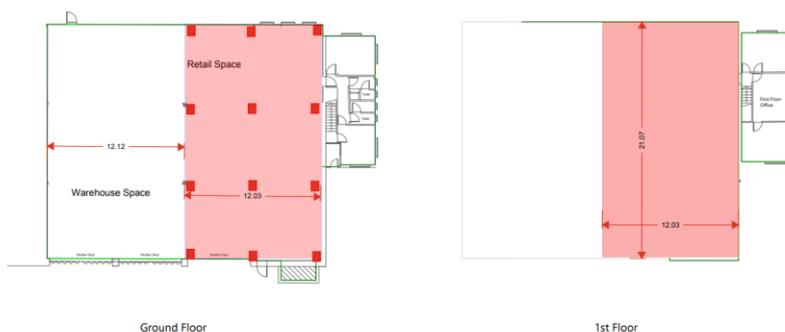
Relevant Planning History

Application Reference	Application Description	Status
B/85/1275/DO	Use of premises as warehouse/distribution centre for commercial stationers	GRANTED - 11/10/1985
B/84/1256/DO	Erection of industrial units	GRANTED - 12/10/1984
B/80/1222/DO	Erection of 20 Nursery Factory and Warehouse Units with associated roads and parking areas	GRANTED - 2/10/1980
B/78/0178/DO	Proposed factory and offices for the manufacture and storage of wire and associated products	HISTORIC RECORDS - determined 22/2/1979

Proposed Development

This application seeks full planning permission to change the use of the existing unit to support retail/warehouse operations associated with a charity shop use. The development includes the erection of an internal mezzanine to provide additional floorspace. The mezzanine would be erected at a height of 3m and extends across circa half the unit, and would be accessed via the existing staircase within the unit.

No external alterations or changes to existing parking layout/provision are proposed.



Policy Context

Allocation/Designations

The site is washed over by Urban Fabric as defined in the adopted Local Plan.

The site lies within a low-risk development area as defined by the Mining Remediation Authority mapping, part of the associated car park and surrounding industrial estate is in a high-risk area. The site lies within Flood Zone 1 as per the Environment Agency maps thus at low risk of flooding.

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 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.

The following Local Plan policies are relevant in this case:

- Policy GD1: General Development
- Policy D1: High Quality Design and Place Making
- Policy SD1: Presumption in favour of Sustainable Development
- Policy T4: New Development and Transport Safety
- Policy E3: Uses on Employment Land
- Policy E4: Protecting Existing Employment Land
- Policy TC1: Town Centres
- Policy TC3: Thresholds for Impact Assessments

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 9 – Promoting Sustainable Transport
Section 11- Making Effective Use of Land
Section 12- Achieving Well-designed Places
Section 6 – Building a Strong, Competitive Economy
Section 7 – Ensuring the Vitality of Town Centre

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 Guidance

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:

- Parking, November 2019
- Sustainable Travel, July 2022
- Shop Front Designs, May 2019

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

Consultations

Enterprising Barnsley – In support of the proposal.

Pollution Control - No response.

Highways DC – No objection based on the existing parking provision, no conditions required.

Local Ward Cllrs – No response.

Representations

This application has been advertised in accordance with the Development Management Procedure Order 2015, as follows:

- Site notice (public interest) displayed adjacent to the application site, consultation period expired: 2/2/2026
- Neighbour notification letters sent to adjoining properties/sites, consultation period expired: 30/1/2026

No neighbour representations have been received in response to the above publicity.

Assessment

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 falls within urban fabric which has no specific land allocation. New buildings and changes of use are considered acceptable where they do not have a detrimental impact on the amenity of surrounding residents, visual amenity or on highway safety and accord with the relevant policies quoted below.

NPPF Paragraph 85 states that planning decisions should create the conditions in which businesses can invest, expand and adapt.

Local Plan Policy E3 states that on land currently or last used for employment purposes the following uses will be supported:

- Research and development, and light industry;
- General industrial; or
- Storage or distribution.

Ancillary uses will be allowed where appropriate in scale.

Local Plan Policy E4 states that land or premises currently or last used for employment purposes will be retained to safeguard existing or potential jobs.

Local Plan Policy TC1 states that a sequential approach will be used to assess proposals for new retail and town centre development. This will help to achieve the spatial strategy for the borough and will focus development on identified centres in the first instance. Edge of centre and out of centre development will only be allowed where it meets the requirements of NPPF. Impact assessments will also be required as laid out in Policy TC3. These should comply with the requirements of the NPPF.

The application seeks permission to change the use of an existing industrial unit to a part retail/part warehouse use. It is recognised that the proposed retail use (Use Class E(a)) does not fall within the uses supported by Policy E3, and is also discordant with the principles of Policy TC1, which directs retail uses to centres. However, this proposal relates to the relocation of an existing charity shop use which currently operates at a nearby unit. The goods being sold at the charity shop are large/bulky goods which predominantly require delivery/pick-up via car or van. Although there may be vacant retail units within existing centres, based on the proposal being a relocation of an existing, nearby occupier, a retail sequential test was not considered to be necessary in this instance. Nevertheless, the retail use will form only part of the proposed use, with circa half of the unit being used for warehouse purposes. The development will retain existing jobs by virtue of the occupier simply relocating to a new premises and will also ensure that existing customers/visitors of the charity shop do not have to travel to an alternative location. Enterprising Barnsley have confirmed their support for the proposal on this basis. Overall, the proposed development is considered to be acceptable in principle subject to the considerations below. This is afforded significant weight in the planning balance.

Design, Appearance and Impact upon Highways

NPPF Paragraph 135 relates to high quality design and states that developments should function well and add to the overall quality of the area; are visually attractive; sympathetic to local character; maintain a strong sense of place whilst optimising the potential of the site and create places which are safe and inclusive and promote well-being.

Local Plan Policy D1 states that development is expected to be of high-quality design and should respect and reinforce the distinctive, local character and features. Development should contribute to place making and make the best use of materials.

NPPF Paragraph 116 states that 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.

Local Plan Policy T4 states that 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. It follows on state if a development is not suitably served by the existing highway or would add to problems of safety or the efficiency of the highway, developers will be expected to take mitigating action to make sure the necessary improvements go ahead.

The proposed development does not include external alterations to the existing unit, and therefore will not impact the appearance or character of the locality. The unit will retain its existing appearance which is characteristic of a small industrial unit. The Applicant should be aware that any future signage will require separate advertisement consent.

The alterations to the unit, including the erection of a mezzanine will be limited to the internal space only, thus is considered to be acceptable. The development is therefore acceptable in terms of the impact upon the character of the area, in accordance with the above policies, and is afforded substantial weight in this regard.

The Highways DC Officer has reviewed the application submission which confirms that the existing unit benefits from 9 parking spaces. Based on the existing operation at the nearby unit, the existing provision is sufficient with the current parking demands not exceeding the associated number of car parking spaces. On this basis, the Highways DC Officer is satisfied that the parking provision is sufficient and that there would no adverse impact upon the surrounding highway network. In summary, the proposal is acceptable in terms of highways, which weighs substantially in favour of the application.

Conclusion

The proposed development relates to the relocation of an existing charity shop operation which is currently located close to the application site. The principle of the proposed retail/warehouse use is considered to be acceptable in this location as it would not substantially alter the function of the existing industrial park or harmfully impact adjoining uses.

There are no concerns regarding the impact upon the highway safety. The development is therefore recommended for approval subject to strict accordance with the approved plans.

RECOMMENDATION: Approve with conditions

Justification

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

It has not been necessary to make contact with the applicant to request amendments to the proposal during the consideration of the application, as it was deemed acceptable.

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.

1. 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.

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

Location Plan, Reference: PP-14559757v3

Proposed Floorplans, Job No: 199, Rev: 01, Received: 8/1/2026

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.

Informative

1. Advertisement consent should be sought in relation to any proposed external signage.