Ref 2021/1159

Applicant: Mr G Pardoe

Description: Full Planning Application for the development of 2 No. storage and distribution units (Class B8) with ancillary offices, including creation of access roads, parking, associated landscaping and infrastructure

Site Address: Plot 2, Land to the west of Sheffield Road, Hoyland, Barnsley

Representations have been received from 20 local residents. Tankersley Parish Council object for the reasons explained within the report.

Site Description

The site lies south of Junction 36 of the M1, the centre of Hoyland is approximately 1.5km away to the east with public transport along Sheffield Road.

The site and its immediate surroundings are currently undergoing considerable transformation with the MyHermes building, its associated service and parking yards and the new Hoyland West link road all under construction to the north west on the adjoining land. In addition, significant engineering operations are being undertaken on the application site itself (the land that is known as plot 2) to create the platforms that are necessary for future development to come forward. These works were approved under previous application reference 2020/0647, which also included the application site (see planning history and background parts for further information). Prior to that the majority was in agricultural use with some hedgerows and trees and was previously colliery land.

Roughly rectangular in shape, the site is of 13.71ha in size and abuts Bellground Wood to the south west, Sheffield Road (A6135) to the east, agricultural land and Parkside Farm and Green Belt land to the south and the Hermes site (under construction) granted permission by 2020/0647 to the north and due for completion in 2022.

East of the site beyond Sheffield Road is Parkside ground, which is currently undergoing reconfiguration under planning permission 2020/0999 to create 3 no football pitches to replace those which will be lost to the developments being undertaken as part of planning permission 2020/0647.

The nearest dwellings are located on Sheffield Road, Parkside Road and to the south at Parkside Farm. More distant dwellings are located to the south off Black Lane in the countryside that is located near to Tankersley. The M1 motorway corridor is also located to the south, as are 2 surface water attenuation basins that are being built to serve MyHermes and the application site (planning permission 2021/0637).

There are several listed buildings in the local area that are located within Tankersley, Birdwell and Hoyland. This includes Grade II* Listed St Peter's Church, Tankersley, with a listed sundial and mounting platform within the grounds; Dovecote at Glebe Farm to the north along Tankersley Lane. Within Birdwell there are three Grade II Listed buildings of Stone Bar Farmhouse with Attached Stable and Barn, Tankersley Mine Rescue and Birdwell Obelisk. The closest Grade II Listed building within Hoyland is the Church of St Peter. To the south of the site is a Milepost along Sheffield Road, Tankersley Old Hall and Old Hall Farmhouse and Cottage approximately 0.4km from Site.

Planning History

2020/0647 Hybrid planning application for a development up to 103,086sqm of employment uses (use classes B1/B2 and B8) and associated works including access roads, drainage and landscaping, a) Outline seeking approval over means of access and scale across 2 development plots (plots 2&3) of up to 71,515sqm floorspace; and b) full application for the development of plot 1 (31,571 sqm floorspace for use B8), associated earthworks and creation of access points including new roundabout to link with Hoyland south Masterplan Area (Local Plan references HS68, HS65, HS61, HS58,HS6, SL5) Granted 9th November 2020 which included a S106 agreement to provide off-site biodiversity net gain and replacement sports facilities.

2021/0637 - Provision of drainage attenuation basins and associated earthworks and landscaping, Land south of Bell Ground Woods and east of Black Lane, Black Lane, Tankersley, Hoyland Common, Barnsley. Approved 29th July 2021.

Background

The application site was granted outline planning permission as part of hybrid planning permission 2020/0647 identified above covering an area extending to 53.5ha of land allocated in the Barnsley Local Plan under ES13.

The hybrid planning permission included a number of conditions, *inter alia*, Condition 2 (list of approved plans), Condition 19 (application for approval of reserved matters for Plots 2 and 3), Condition 20 (siting of plots 2 and 3), Condition 21 (height parameters of Plots 2 and 3) and Condition 22 (footprint and use parameters for Plots 2 and 3). Of particular relevance to this planning application is Condition 20, which states:

"*The proposed layout in reserved matters submissions shall substantially accord with the approved masterplan. Buildings shall be located no closer to the southern boundary of the site than is shown on the indicative masterplan 4400 01 P28".*

The application proposal, although in accordance with the outline masterplan referred to in condition 20 in respect of use, height and scale, provides for two buildings, the corners of which are closer to the southern boundary of the site than those in the approved plan, which is therefore not in accordance with condition 20 of the outline permission for this plot. This precluded the Applicant from pursuing the current scheme via a Reserved Matters application. A separate full application has therefore been submitted.

Proposed Development

The application seeks full planning permission for the development of 2 No. storage and distribution units (Class B8) with ancillary offices. Associated works include the creation of access roads, parking, landscaping and infrastructure. The detail for each plot is as follows:-

Plot 2A

- 23,226sqm of floorspace (250,000sqft),
- Height to ridge 18m / height to eaves 15m,
- 169 car parking spaces, 62 HGV spaces, 25 cycles
- 27 docks
- 1,394sqm ancillary office

Plot 2B

- 15,979sqm of floorspace, (approx. 172,000)

- Height to ridge 15.7m / height to eaves 12.5m,
- 120 car parking spaces, 43 HGV spaces, 17 cycles
- 19 docks
- 1,301sqm ancillary office
- Internal estate roads
- Landscaping
- Electricity sub-station

Access is proposed to be from the Hoyland West new link road currently under construction. A landscape scheme has been submitted to comply with the landscaping strategy approved under 2020/0647 to ensure the 10% Biodiversity net gain set out under that permission is achievable. The accompanying planning statement notes that the development could deliver 550-600 new jobs (Based on HCA Densities Guide (3rd Edition) (November 2015) during the operational phase, as well as construction jobs and supply line and indirect employment opportunities.

The proposed development is EIA development and is accompanied by an Environmental Statement, together with a comprehensive list of supporting documents and plans.

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The Local Plan was adopted by the Council in January 2019 and the Council has also adopted a series of Supplementary Planning Documents and the Hoyland West Masterplan Framework, which are other material considerations.

<u>The Local Plan</u>

Site Specific Policy ES13

The development will be subject to the production of a Masterplan Framework including housing site reference HS57. The development will be expected to:

- Provide a link road between the new Birdwell roundabout linking to Tankersley Lane and from there to Sheffield Road.
- Relocate the area of Rockingham Sports Ground that falls within the site boundary to an appropriate location within Hoyland Principal Town. The replacement pitch and associated facilities must be constructed and available for use before development on the existing sports ground site commences.
- Consider impact on residential amenity and include appropriate mitigation where necessary.
- Retain the mature trees and hedgerows.
- Provide a buffer strip at least 10 metres wide along the common boundary with the M1.
- Ensure that development respects the landscape and wider countryside and incorporates appropriate mitigation measures to address impacts on the adjacent Green Belt and countryside, including the planting of a substantial tree belt at the southern boundary in order to define the new Green Belt boundary.
- Undertake necessary drainage works; and
- Provide air quality assessments in accordance with Policy Poll 1.
- Archaeological remains are known/expected to be present on this site therefore proposals must be accompanied by an appropriate archaeological assessment (including a field evaluation if necessary) that must include the following:

1. Information identifying the likely location and extent of the remains, and the nature of the remains.
2. An assessment of the significance of the remains; and
3. Consideration of how the remains would be affected by the proposed development.

GD1 General Development – Proposals for development shall be approved if there will be no adverse effect.

SD1 Presumption in favour of sustainable development – Planning applications that accord with other relevant policies will be approved without delay.

LG2 Location of Growth – Urban Barnsley is the highest priority location to accommodate growth in accordance with the adopted settlement hierarchy.

Policy E3 (Uses on Employment Land) on allocated employment sites the Council will allow the following uses: research and development (B1b) and light industry (B1c); general industry (B2); or storage or distribution (B8). The supporting text to the policy advises that the provision of well-located employment land is key to the Borough's future economic growth and it is therefore essential that both new employment land and land currently in use or last used for employment purposes, is protected and safeguarded from non-employment uses.

Other relevant policies include: -

CC1 - Climate Change
CC2 - Sustainable design and Construction
C3 - Flood Risk
D1 - Design
E1 - Providing Strategic Employment Locations
E2 - The distribution of New Employment Sites
T3 - New Development and Sustainable Travel
T4 - New development and Transport Safety
T5 - reducing the Impact of Road Travel
D1 - High Quality Design and Place Making
CC1 - Climate change
CC2 - Sustainable Design and Construction
CC3 - Flood Risk
CC4 - SUDS
GI - Green Infrastructure
GS2 - Green ways and Public Rights of way
Bio1 - Biodiversity and Geodiversity
HE1 – The Historic Environment
HE6 - Archaeology
RE1 - Low Carbon and Renewable Energy
CL1 - Contaminated and Unstable Land
Poll1 - Pollution Control and Protection
I1 - Infrastructure and Planning Obligations

<u>Hoyland West Masterplan Framework</u>

The Hoyland West Masterplan Framework is relevant to the planning application.
The masterplan was adopted on 24th September 2020 and covers the west of Hoyland, between Sheffield Road and M1, at Junction 36. It consists of two allocated sites: ES13 which will deliver 49.3 ha Employment Land; and the HS57 site of 2.53 ha which will deliver

approximately 101 dwellings and links to the Hoyland South and Hoyland North Masterplan Framework areas of the Local Plan.

The ambition for the Hoyland West Masterplan Framework area is to enable future sustainable, high-quality development on the western edge of Hoyland, that provides a pleasant environment in which to live and work. For this site the key points are:

- The provision of a new link road which will serve Plot 2 and divert trips away from existing residential areas
- Requires full visual assessments to be undertaken to ensure that careful consideration of building massing and ensure that building heights should be commensurate with proposed footprints
- A requirement to provide a minimum of 10% biodiversity net gain
- Promotes a naturalistic colour palette, requires substantial planting along access road and elsewhere on the site
- Expectation that Plot 2 will be B8 use
- Limits building heights
- Requires efficient and logical arrangement of well-designed buildings, sustainable materials and introduction of green infrastructure and greenspace to soften the plots and assimilate the built form in its context.

The masterplan also recognises that even with mitigation in place, development of the site will result in unavoidable harm to landscape character given the need for the site to accommodate larger buildings that generate sufficient value to cover the extensive infrastructure costs.

Supplementary Planning Documents

- Parking
- Residential amenity and the siting of buildings
- Biodiversity and Geodiversity
- Sustainable Travel
- Trees and Hedgerows
- Planning Obligations

NPPF

The National Planning Policy Framework (July 2021) 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.

Paragraph 8 of the NPPF states that there are three objectives to achieve sustainable development: economic, social and environmental.

Paragraph 81 states that 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 93 of the NPPF states that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should (inter-alia) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Para 109 Proposals for new or expanded distribution centres should make provision for sufficient lorry parking to cater for their anticipated use.

Paragraph 111 of the NPPF 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.

Paragraph 119 of the NPPF states that planning policies and decisions should support development that makes effective use of land.

Paragraph 126 of the NPPF states that 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,

Paragraph 167 states that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment.

Paragraph 174 states that planning policies and decisions should contribute to and enhance the natural and local environment by (inter-alia) preventing new and existing development from contributing to unacceptable levels of soil, air, water or noise pollution or land instability. The paragraph also states that decisions should minimise impacts on and provide net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

Paragraph 179(b) states that plans should promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.

Consultations

Comments have been received from the following consultees:-

Air Quality – No objections subject to conditions
Biodiversity – No objections subject to a planning condition
Conservation Officer – No objections. Comments are summarised in the assessment section at the part covering the impact on the heritage assets.
Coal Authority – No objections.
Contaminated Land – No comments, but land contamination issues were identified during the previous outline.
Enterprising Barnsley – Support the application
Forestry Officer – no objections
Highways DC – No objections subject to conditions
Highway Drainage – No objections subject to conditions
Highways England – No objections.
Landscape Architect - Comments are summarised in the assessment section at the part covering landscape and visual impact.
National Grid – No objections but developer should contact national Grid as there is apparatus in the site.
Pollution Control – No objections subject to conditions.
Public Rights of Way – No objections.
Rotherham MBC – No comment.
Sheffield City Council – No comment.

South Yorkshire Archaeology Service – no comment
Superfast Broadband – No objections subject to planning condition
South Yorkshire Mining Advisory Service – No objections subject to Coal Authority standing advice informative being attached to a decision notice.
Tankersley Parish Council – Object due to several reasons which are summarised below in the representations section.
Yorkshire Water – No comments have been received but they didn't object to the previous hybrid application for a larger amount of floorspace for plot 2 and for the attenuation basins which have been purposely designed to accommodate surface water and storm flows arising from the overall Hoyland West developments including the application site and MyHermes.

Representations

The application was advertised by press notice, by seven site notices were posted in the locality and 137 individual letters to neighbours and on the Councils website.
Representations have been received from 20 residents. Issues raised are:

- Increase in traffic/congestion
- Air quality and pollution
- Loss of habitat
- Loss of green belt land and greenspace and access to the countryside
- Construction noise and dust
- Noise impacts after completion
- Health and safety of local residents, especially the school
- drainage
- 2 general objections with no specific concerns
- Loss of view and loss of value of property

Tankersley Parish Council objected /commented on the following grounds:

- Traffic - steps should be taken to stop increasing traffic turning left along Tankersley Lane, HGV's in Pilley, congestion at J36, and ensure safety of pedestrians
- Pollution - air quality, light pollution from headlights, increased noise from traffic
- Inadequate infrastructure around Tankersley and M1 junctions
- Wildlife and Habitat loss
- Global Warming

Assessment

<u>The Principle of Development</u>

The principle of employment use on this site was established through hybrid planning permission reference 2020/0647. Employment use is also in conformity with the allocation of the Local Plan and the site-specific policy (ES13). The adopted Hoyland West Masterplan also identified this site for employment uses subject to requirements and limitations which are discussed in more detail below.

The principle of employment use is therefore well established but the application must be judged against other relevant Local Plan Policies and the adopted Hoyland West Masterplan.

Having established that the principle is acceptable, it is therefore necessary to balance the benefits of social, economic and environmental considerations and against potential adverse impacts that would arise from the proposal. The main issues are therefore set out below.

Comparison to the Outline Indicative Plan and Hoyland West Masterplan

This proposal differs principally from the hybrid permission because the adopted masterplan framework and indicative masterplan outline permission showed plot 2 as being of one unit for B8 use up to 46,154sqm in size, and up to 18m high. In contrast the current proposal is for 2 units that together are for 41,899sqm of floorspace, which is about 9% smaller than permitted under the existing outline planning permission. Unit 2a (the western unit) is 18m to ridge and unit 2B (closest to Sheffield Road) is smaller than permitted in the previous outline, at 15.7m to ridge. In part this is because the electricity pylon and catenary wires crossing the corner of the site have limited the scale and design of the buildings.

The application has been accompanied by landscaping proposals and biodiversity net gain calculations which meet or exceed those set out in the outline permission. The application has also been accompanied by a substantial suite of documents which would have been required at reserved matters to comply with outline planning conditions.

Socio Economic Impacts of the Proposal

Paragraph 81 of the NPPF (2021) states that significant weight should be placed on the need to support economic growth and productivity. As part of the Hoyland West Masterplan site, Plot 2 is in a highly strategic location close to the motorway and key classified roads and therefore has the potential to generate significant numbers of jobs both during construction and operationally.

A key objective of the Local Plan is to provide opportunities for the creation of new jobs and protection of existing jobs. The spatial strategy in the Local Plan seeks to focus growth in Urban Barnsley and the Principal Towns, particularly to the east of the M1. Locating growth in this way was deemed necessary to maintain the viability of these settlements through increased local spending power in the case of residential growth and supply chain and service sector opportunities arising from employment growth on sites allocated for manufacturing and logistics use. Sites ES13 is particularly well placed in this regard being in close proximity to Hoyland Common Local Centre.

Enterprising Barnsley actively support this application in that will help to create much needed new industrial units in a strategically important area of the borough attracting future inward investors and retain growing indigenous local companies. They have also confirmed that the size of the units proposed help to fulfil a clear gap in the development pipeline market, that will help to support a number of enquiries that are currently being turned away due to the limited available stock levels in the proposed development size band.

This development is therefore essential in helping BMBC and Sheffield City Region to create future employment opportunities (jobs) as per the existing strategic economic and corporate plans, as well as contributing to a jobs lead recovery from COVID and is anticipated to generate approximately 550 to 600 jobs. In turn, it is anticipated the jobs growth will improve the level of economic activity of the population within what remains a relatively deprived area. As there are strong links between economic inactivity and health and wellbeing, the proposal will provide social as well as economic benefits and cumulatively, these socio-economic benefits attract substantial weight.

Design

Members will recall that when the Masterplan was being considered it was recognised that, because of its proximity to M1 J36 it is inevitable the site will appeal to the logistics

sector, which is one of the few sectors holding up during a period of unprecedented economic uncertainty. Due to its topography and relationship with the settlement it is better suited for 200,000 to 400,000 sqft (approx. 18,500sqm-37,160sqm) buildings than either the Hoyland North or MU1 sites.

The masterplan states that the existing setting of Hoyland Common is relatively small scale (predominantly two-storey residential) next to a rural landscape (to the west and south). The insertion of large-scale employment units into this setting needs to be done with sensitivity and care in their design and layout. There is a need to visually reduce the scale and massing of the employment buildings through modelling, depth, materials and the sensitive use of colour. The use of soft landscaping to help filter views of the buildings is also an essential element. However, the masterplan acknowledges that even with mitigation in place, development of the site would impact adversely on visual amenity.

In light of the sensitivity of the proposal in respect of design, landscape and visual impact, the application was considered by the Independent Design Review Panel on 6th October 2021. On the whole they considered that two units were more interesting visually and of less impact than one large unit, particularly when viewed from the south. They also considered that as unit 2B was set back from Sheffield Road there was an opportunity for more tree planting and to enhance the pedestrian experience. The Panel also raised the following key issues:

- Materials palette – the panel considered that the graded grey shades initially proposed were too similar to the large areas of tarmac and sought a different colour, suggesting graded petrol blue. In response, the applicant subsequently submitted visuals and CGI with a petrol blue scheme for consideration. This has been assessed as part of the Landscape and Visual Impact Assessment review and considered more acceptable (see below).
- Tree planting – the Panel felt that planting to southern boundary should include some evergreen species to help screen the buildings in winter. In response, the applicant has provided a revised scheme to include 10% native evergreens.

As explained previously, the two units fall within the height threshold of the outline permission and are approximately 9% smaller than permitted in the original permission. Additionally, unit 2B, the unit closest to Sheffield Road, will be of more modest scale, being only 15.7m to ridge / height to eaves 12.5m, instead of the maximum anticipated in the adopted masterplan. It will also be set back from the road compared with what was anticipated in the outline permission. A darker coloured roof requested by the Design Panel on the adjacent Hermes building will help to reduce visual impacts from long distance, as will shaded colour to the elevations which will fades upwards to better blend into the sky. Two storey offices to have 2 storey glazed elements with contrasting colour surrounds.

The plans additionally show that visual impact will be softened by thicket planting of shrubs and trees (feathers up to extra heavy standard) to north, west and east boundaries, some indigenous hedgerow and areas of meadow grass, and woodland planting to the south boundary embankment adjacent Parkside Farm. A 2m high acoustic barrier will sit on the eastern boundary of the service yard behind the landscaping providing additional visual and acoustic screening to the parking areas. Simple dry stone walling approx. 1500mm high will be located along the access splays to provide a coherent local characteristic also incorporated on Plot 1.

Overall, the scale of the two units, set back from the highway and softened and screened with planting would provide modern attractive units of high-quality design mixed and modern finish. The colour shading will enable the units to sit more comfortably within the landscape and reflect some of the characteristics of a modern building. The Design Review Panel therefore consider that proposal represents an improvement over and above the original

single larger unit of the outline permission and would have a reduced visual impact. Taking all of the above into account, the proposal is considered to comply with Local Lan Policy D1 in respect of design considerations.

Landscape and Visual Impact

General Landscape Impact

As with the original hybrid permission (2020/0647), a detailed Landscape and Visual Impact (LVIA) Assessment has been submitted and this has been assessed on behalf of the Council by an Independent Landscape Architect. The submitted LVIA identified Landscape Character, value, sensitivity, potential receptors, and an assessment of the landscape effects at completion and year 15 from 19 different viewpoints and 5 photomontages were provided.

The LVIA concludes that the effect of the development on local residents are considered to be Major and moderate adverse at completion with effects diminishing to moderate adverse at Year 15. Significant landscape change effects are identified from viewing locations including residential properties at Sheffield Road, at Tankersley Lane, Parkside Farm and Green Lane Farm. It was for these reasons that cumulative adverse impacts on visual amenity and the landscape attracted significant weight when the outline application was determined, but ultimately these were deemed to outweighed by the benefits of the proposal and because residential amenity would be adequately maintained (see residential amenity section).

The landscape architect who has assessed the LVIA considers that, overall, the impact on the Landscape Character Area will remain considerable particularly along the scheme / settlement edge which is adjacent to Green Belt, and that there will still be major and major moderate adverse impacts by year 15. However, as the scheme is lower and now comprises 2 buildings rather than one, with an overall reduction in floorspace of 9%, the proposal is considered to have a reduced visual impact for residents compared with what was allowed for within the parameters imposed on the outline permission.

With reference to the elevational treatment, the landscape architect concurs with the Independent Design Review Panel and considers that the blue colour palette is preferrable.

Impact on Historic Landscape

The Conservation Officer has reviewed the Landscape and Visual Impact assessment which accompanied the application to determine if the proposal would harm the heritage significance or impact on the setting of a designated asset or other assets of demonstrable heritage significance.

This includes a study area of 1km and 2km distant as well as several additional assets beyond including Elsecar and Wentworth Conservation Areas, Registered Park and Garden, and Grade II* Keppel's Column and Hoober Stand and Wentworth Woodhouse.

Overall, the Conservation Officer agrees with the results of the assessment, that there will clearly be a change in the landscape, but the distances involved mean the magnitude of the impacts and the significance of the effect will not exceed small / minor and as a result harm to the setting would be likely to be very minor or negligible. In the event of any minor harm to the setting due to distant impacts, any harm would be less than substantial harm, and the Conservation Officer notes this needs to be weighed against the wider public benefits of the proposal. Overall, however, he considers the setting of designated heritage

assets in the vicinity are unlikely to be harmed, as set out in S66(1). 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Consequently, the proposal is in accordance with Local Plan Policy HE1 and the relevant sections of the Planning (Listed Buildings and Conversation Areas) Act 1990.

However, the Conservation Officer goes on to state that there will be negative visual impact on the setting of undesignated assets (some of which are very close – including Lidgett Colliery, and the Tankersley Bell Ground for example), and as a result they will be harmed. He considers the significance of these assets is proportionally lower, but their settings are still vulnerable to change, and the impact should be mitigated. In this respect, the Conservation Officer considers that the proposed elevational treatments of bands that fade to a lighter colour moving upwards are understandable, and concurs that a more appropriate colour than the grey fade would help to mitigate any impacts to the setting.

Landscape and Visual Impact Conclusions

The identified adverse impacts on both the general landscape and the historic landscape result in conflict with Local Plan Policies D1 and GD1. However, this conflict was identified when the outline permission was granted for plot 2 but were deemed to be outweighed by the benefits of the proposal. Both the independent Design Review Panel and the landscape architect appointed to assess the application on behalf of the Council both agree that these latest proposals represent an improvement on the plans that accompanied the outline permission. The cumulative adverse impacts on visual amenity and landscape therefore attract slightly less weight that they did previously.

Residential Amenity

Overshadowing, Overlooking and Loss of Outlook

The adopted Hoyland West Masterplan seeks to ensure adequate levels of amenity are retained for existing residents and that new residents would also enjoy adequate levels of amenity as per Local Plan Policy GD1.

The relationship between the proposed new development and the adjacent existing residential properties has therefore been considered in detail. Guidance is found in the adopted SPD Residential Amenity and the Design of Buildings.

The buildings would be on a level slightly lower than the dwellings at Sheffield Road with cross sections showing the first dwelling on Parkside road to be at 138m and the finished floor level of Plot 2B at 136m AOD. At the closest point Unit 2B would be over 160m to the south west of the nearest property on Parkside Road, and at almost right angles to it so the principle habitable room windows would not be facing towards the building. This would also be the case for the dwellings lying on the west of Sheffield Road beyond the allotments, which would lie over 220m to the north of plot 2, again at right angles to habitable room windows. The nearest properties which would face towards the units would be 123 Sheffield Road, but this would be at an angle facing southwest between the two units on Plot 2 and the Plot 1 Hermes building and some 175m away from unit 2B and would lie beyond the new link road, and as the smallest unit, only 15m to ridge, the scale would by itself not be overbearing and there would be no risk of loss of light due to the distance from these dwellings.

Parkside Farm and Cottages immediately to the south of Plot 2 would be most impacted. However, the dwellings sit at right angles to the site so views from within the properties

would not be directly impacted. Additionally, tall hedgerows around the Parkside Farm site will serve to provide some screening and as the application site lies to the north there would be no overshadowing. Without doubt there would be visual impact as the units would be located on a manmade embankment rising above the farm, which is required due to achieve level development platforms in changing topography. However, substantial indigenous tree planting to the slope will soften the impact which, over time, will serve to screen the majority of the buildings. There would be no overlooking as offices are not proposed to the south side of the buildings and the access road lies behind landscaping.

Construction Phase Impacts (Noise/Dust)

Some objectors have concerns relating to construction impacts of noise and dust. Engineering operations to create development platforms have been ongoing throughout 2021 arising from planning permission reference 2020/0647. A Construction Method Statement was agreed by planning condition tor Plot 1. The same mitigation measures are proposed for units for Plot 2. This is likely to be deemed acceptable subject to the necessary licences and agreements to allow authorisation of works to permit safe working adjacent to or crossing the public highway if necessary. The Pollution Control Officer considers this contains satisfactory mitigation measures to control any impacts arising as a result of noise and dust through construction operations.

Noise – Operational Phase

Local Plan Policy POLL1 seeks to protect residents from the impact of new industrial and warehouse development.

Traffic accessing the site will use the new link road once complete, rather than Sheffield Road. This is further away from residential dwellings than the existing Sheffield Road, and will take traffic straight to the J36 on the M1 or A6195/A61.

Although one resident was concerned about noise impacts of the proposal, in particular with regard to reversing alarms at night and the opportunity to enjoy sitting in the garden, the Pollution Control Officer considers that operational and traffic noise impacts will be no worse than were previously assessed to be acceptable and were consented. For both the daytime and night-time assessment period, there would not be a significant adverse effect from road traffic noise at any receptor.

The assessment of operational noise from Plot 2 indicates that the development proposal would not exceed background sound levels at any of the modelled receptors and therefore no adverse effects are expected. Additional bunds will also be constructed to provide additional screening/landscaping for both visual and residential amenity.

Maximum noise levels from operational HGV activities at night have also been considered and are below the relevant threshold for adverse effects at all receptors except the nearest residential properties to the site on Parkside Road. To reduce the noise impact at this receptor, mitigation is proposed in the form of a 2-metre-high acoustic barrier along the boundary of the service yard of Plot 2B.

Overall, and taken in context that this site is allocated as a strategic employment site, it is considered that noise, dust and light pollution impacts can be adequately controlled during construction and operational of development, subject to planning conditions where appropriate. As a result, the proposal is unlikely to cause significant negative impacts on people’s lives and wellbeing and is considered to accord with Local Plan Policy POLL 1.

Highways considerations

Although some objectors raised concerns about increased traffic and congestion, access will be from the new link road currently under construction which was granted as part of 2020/0647. Once complete, traffic will use the link road rather than Sheffield Road leading to faster journey times avoiding the traffic lights at the crossroads at Tankersley Lane and is anticipated to reduce noise pollution and disturbance to properties on Sheffield Road.

The submitted transport assessment and Framework Travel Plan have been assessed by the Senior Transport Planner who is satisfied that the documents are in keeping with the outline permission granted under application 2020/0647. Although there are two buildings proposed, the overall provision does not exceed the aforementioned approval.

It is noted that noted that the site, and all roads within the application boundary are to be retained in private ownership with no new highway being offered for adoption. There are therefore no objections from a Highway Development Management point of view subject to a number of planning conditions. The application therefore accords with Local Plan policies T3 New Development and Sustainable Travel, and T4 New Development and Transport Safety.

Climate Change and Sustainability Considerations, Including Biodiversity

Ecology/Biodiversity

One of the key objectives of the Local Plan is to protect and enhance Barnsley's natural assets and achieve net gains in biodiversity. The Masterplan Framework therefore requires a minimum 10% net gain to biodiversity, consistent with the Government's Environmental Bill. This is above and beyond our Local Plan requirement, which is for an unspecified net gain to biodiversity.

Although objectors have raised the loss of habitat, greenbelt and greenspace as part of this application, the site has been allocated for employment uses in the Local Plan and the engineering operations to create the development platforms were granted as part of the hybrid application 2020/0647 in 2020. The removal of much of the existing vegetation was required in order to create development platforms, but the proposal will also incorporate replacement detailed landscape planting to achieve the 10% net gain in biodiversity required, utilising two off site areas through a S106 agreement. Significantly, the current proposal replicates as far as possible, the agreed scheme from the outline and the Biodiversity Officer has confirmed that it will contribute more units towards the 10% net gain.

The site design will provide a network of green corridors through and around the proposed commercial development plots, outside of plots, green corridors will buffer existing woodland at the western and southern boundaries will provide broad native structural planting boundaries.

Long term management will be secured through a S106 agreement and variation to the existing S106 agreement for the 2020/0647 site – for on-site biodiversity this will be through a contractor for the duration of the development and for off-site, this will be managed by an experienced landscape contractor for a period of 30 years. This can be secured by planning condition. A Biodiversity Enhancement Management Plan sets out the conservation objectives, management and monitoring objectives.

It is therefore considered that the proposals are in accordance with paragraph 179(b) of the NPPF and technically they go beyond Local Plan Policy BIO1 by providing a scheme to

deliver a minimum of 10% net gain to biodiversity as per the masterplan framework. This is a key environmental benefit that attracts significant weight.

Impact on Trees

The masterplan requires the veteran tree on the edge of Bell Ground should be retained. Site specific policy E13 also requires a substantial tree belt on the southern boundary. A landscape scheme proposing the required buffers has been submitted. The masterplan further requires that trees and native hedgerows will be planted across the wider site. In addition, amenity ornamental shrub planting will be located within the plots. An Arboricultural Impact Assessment has been submitted to support the planning application and confirms that no trees are required to be removed for this proposal. Instead, substantial new planting will have a positive impact both visually and for biodiversity. The proposal is therefore considered to be in accordance with Local Plan Policy BIO1 on this point.

Sustainable Travel

A key aspect of achieving a well-connected development is the objective of promoting sustainable travel and reducing the need to travel by private vehicle including provision for public transport.

A Framework Travel Plan has been submitted which follows the same mechanism of the approved Framework travel Plan for the approved document for the outline permission but tailored to the proposed Plot 2 development. The document sets a framework detailing how sustainable travel will be supported on Plot 2, including how occupiers will engage in their own Travel Plans.

These would be expected to include regular monitoring and review schedules of progress against objectives to ensure that adequate provisions are put in place in relation to the provision of Electric Vehicle charging points, secure cycle parking, shower facilities, car sharing schemes, provide loans in respect of public transport season tickets and prepare and submit monitoring reports via a Travel Plan co-ordinator.

The development is located adjacent to residential areas of Hoyland and is served by a several bus services with stops located along Tankersley Lane, and along A61 Sheffield Road. Bus stops will be provided on the new link road.

Potential users and visitors should be able to access and navigate all appropriate footpaths and areas of each building and surrounding public realm. Appropriate tactile paving, wide footways without obstacles, signage and street lighting will be provided to ensure an attractive pedestrian environment is provided.

New pedestrian infrastructure will be provided, and the new link road has appropriate pedestrian and cycle facilities, and continuous routes through the wider development will be accommodated by means of the proposed internal street network. Covered and secure cycle parking will be provided in accordance with BMBC adopted parking standards.
The early delivery of the link road, and associated bus stops, will ensure that Plot 2 is accessible by bus from the outset. This will also provide a legible network of routes for pedestrians and cyclists

Sustainable Construction

For the full application for plot 2, a BREEAM pre- assessment has been undertaken which demonstrates that the scheme is intended to achieve BREEAM Excellent (new Construction 2018 criteria) which exceeds the requirement of Local Plan Policy CC2. Sustainable

construction measures proposed include improved insulation, direct acting heating, low energy fans and air source heat pumps. It is stated that overall a cumulative reduction in carbon emissions of 49.5% is achieved when the fabric and system efficiency savings are taken into account. It is therefore considered that the proposals are in accordance with Local Plan Policies CC1, CC2, RE1 and POLL1.

Drainage and Flood Risk

The masterplan states that a majority of the employment units created on site will require a large footprint and associated hard standing features, and as such it is important that adequate drainage infrastructure is provided.

The application site (ES13) Flood Zone 1 and is therefore at low risk of flooding. An addendum to the Flood Risk Assessment prepared for the hybrid planning application confirms the conclusions are still relevant and the proposed development will therefore benefit from the same sustainable drainage measures (attenuation basins granted under 2020/0647 and 2021/0637). Although one objector raised concerns relating to potential flood risk and pollution from the development, the highway drainage engineer is satisfied with the proposal which accords with Policy CC3 and CC4, subject to planning conditions.

Air Quality

An operational phase air quality assessment has been submitted in support of this full application.

Previously, the air quality impact of this plot had been assessed within the air quality assessment for the previous hybrid application 2020/0647, however submission of 2021/1159 gave opportunity for a more refined assessment to be undertaken as the final use (B8, distribution) and updated associated traffic flows are now known.

An initial comparison was undertaken of the Plot 2 traffic flow data submitted for both 2020/0647 and 2021/1159. Whilst the comparison showed an overall reduction in traffic flows for the 2021/1159 Plot 2 site compared to 2020/0647, there has been an increase in heavy duty vehicle (HDV) flows for the 2021/1159 development compared to 2020/0647.

As HGVs emissions are proportionally greater than cars etc, an additional air quality assessment was therefore requested for the 2021/1159 application, even though Plot 2 predicted that overall traffic flows for 2021/1159 are less than 2020/0647.

An assessment has therefore been undertaken for predicted year of completion of 2022 and predicts that the impact on local air quality impact will be negligible and not significant. Following careful appraisal of the operational air quality assessment, the Air Quality Officer does not have any objections to the proposed development on operational phase air quality grounds.

In order to mitigate against the air quality impact of the development therefore, an Air Quality Mitigation Strategy will be required by planning condition and the mitigations within the Strategy shall specifically take account of the increased heavy good vehicles emissions as a consequence of the proposed development.

This will be in addition to the provision of EV charging points required by the Council's adopted Sustainable Travel SPD, again secured through a planning condition.

Subject to the above conditions, it is considered that the proposals are in accordance with POLL1 of the Barnsley Local Plan and AQ1 of the Local Plan Policy AQ1.

Archaeology

With respect to Archaeology, Barnsley Local Plan Policy ES13 has a requirement to consider archaeological issues and include an Archaeological Assessment as part of any planning application. A desk-based Archaeological Assessment by Oxford Archaeology (December 2019) was submitted for the hybrid application which determined that no areas of archaeological interest have been found in the site area of Plot 2.

No objections have been received from The South Yorkshire Archaeology Service and it is therefore considered that the proposals are in accordance with Local Plan Policies HE1 and HE3 with respect to Archaeology.

Coal Mining Legacy

The applicant has provided comprehensive Geo-environmental desk top study report, Coal Mining Risk assessment report and Ground investigation reports.

The investigations revealed that significant parts of the site are underlain by opencast backfill materials that comprise overburden materials resulting from the opencast operations comprising soils with varying amounts of gravel to boulder size rock fragments –mudstone, siltstone, sandstone, ironstone and coal. The depth of opencast backfill materials generally increases to the east up to approximately 15m deep. Two main coal seams were opencast mined at the site and also locally encountered in boreholes drilled outside the opencast areas, these were the Dunsil Seam and Swallow Wood Seam. These seams were intact and where not removed by opencast no drilling or grouting works are envisaged. The Coal Authority has confirmed there are no objections, and the South Yorkshire Mining Advisory Service has no objection subject to an informative.

Public Rights of Way

The Public Rights of Way Officer confirms that there is a public footpath running along the south eastern boundary of the site. This appears to be wholly outside the red line boundary and therefore should not be directly affected by the proposals. A temporary closure is currently in place on this footpath, applied for by the developer, to allow works which cross the path. This falls outside the application site and are dealt with under different legislation and do not directly impact on the consideration 'of the planning application

Overall, the proposal is considered to accord with the Hoyland North Masterplan on this point, and Local Plan Policy GS2.

Other matters

- Objectors considered there would be an impact on public health. Such public health impacts were considered at the masterplan stage with a Health Impact Assessment undertaken. No objections have been received from Public Health officers in response to this application and for many residents there will be an improvement as the link road will remove traffic away from Sheffield Road.
- Comments were made in relation to impact on house prices – this is not a material planning consideration and cannot affect the outcome of a planning application.,
- Loss of view – this is not a material planning consideration and there is no legal right to a view.

Sustainable Development

The NPPF (2021) requires new development to be sustainable (paragraph 8). To achieve sustainable development the planning system should give consideration to three overarching objectives – economic, social and environmental.

Economic Objective

The proposal complies with the Local Plan in land use planning policy terms in that the proposed development is B8 use buildings required by site specific allocation policy ES13 and policy E3 'Uses on Employment Sites'. The economic development benefits associated with the proposal in that the development is forecast to yield approximately 550-600 permanent jobs at the operational phase. Other jobs would be created during the construction phases and in supply chain benefits and business rates revenues. The size of the units will help to fulfil a clear gap in the development pipeline market, that will help to support a number of enquiries that are currently being turned away due to the limited available stock levels in the proposed development size band.

Its location so close to the M1 Motorway via the new link road (under construction) ensures it is ideally located in relation to the strategic highway network and will contribute business rates revenue for the authority.

The proposal meets with the aspirations set out in the masterplan and is in compliance Local Plan Policy ES13 and E3 on these points. It is therefore considered that substantial weight can be attributed to the economic benefits that arise from the application proposal.

Social Objective

The site is allocated in the Barnsley Local Plan for employment use (Policy ES13). The proposals represent the second built phase of the development of the Hoyland West site and the delivery of a key employment site. The site will generate employment for local people consistent with the Local Plan objective to provide opportunities for the creation of new jobs. The jobs growth will improve the level of economic activity of the population within what remains a relatively deprived area. As there are strong links between economic inactivity and health and wellbeing, the proposal will provide social as well as economic benefits and cumulatively, these socio-economic benefits attract substantial weight.

The site is in a sustainable location close to public transport links and has good pedestrian and cycle links. This sustainable location will provide people with an alternative to the private car and contribute to improvements in resident's health and wellbeing and support the vitality and viability of the nearby Hoyland Common local centre. This attracts moderate weight in support of the proposal.

However, some temporary adverse impacts to residential amenity are anticipated, principally through unavoidable disruption during the construction phase and the change in outlook from open fields to built development. However, access will be via the new link road instead of Sheffield Road leading to a reduction in noise impacts for the local residents in the medium and long term, particularly along Sheffield Road. The two smaller buildings are of smaller scale than the single larger unit anticipated in the hybrid application, and once well screened with vegetation and careful choice of materials and colour, will result in less visual impact when viewed from nearby at ground level. Links to the countryside via public rights of way will be retained. Having regard to all of the above, the proposal is deemed to also comply with Local Plan objective to improve the conditions in which people live, work, travel and take leisure but as there are some negative impacts to residential amenity, it is considered that moderate weight can be attributed to the social benefits.

Environmental Objective

The development proposals will achieve a 10% net gain in respect of biodiversity mitigation measures both on-site and offsite secured through a s106 agreement. Information has been submitted which indicates that the buildings on Plot 2 are on track to meet BREEAM Excellent and a reduction in carbon emissions of 49.5% These are positive aspects of the proposal.

The Landscape Visual Impact Assessment (LVIA) for the hybrid application concluded that there would be significant long-term impacts on visual amenity and landscape as a result of changes in land levels to form development platforms, and by the very large-scale buildings at indicative (outline) stage. It has been demonstrated that two smaller buildings of slightly smaller scale in total will lessen this impact, despite being sited slightly further south than the approved building line. Tree planting and landscape planting and additional bunds are the only mitigations proposed but will only partially mitigate the impacts after many years. This though, is in addition to careful colour shading of elevations to blend in with surrounding local context, landscape and sky. Nevertheless, the landscape and visual impacts weigh against the proposals and partly offsets the positive benefits associated with the 10% net gain to biodiversity such that overall environmental impacts are deemed neutral.

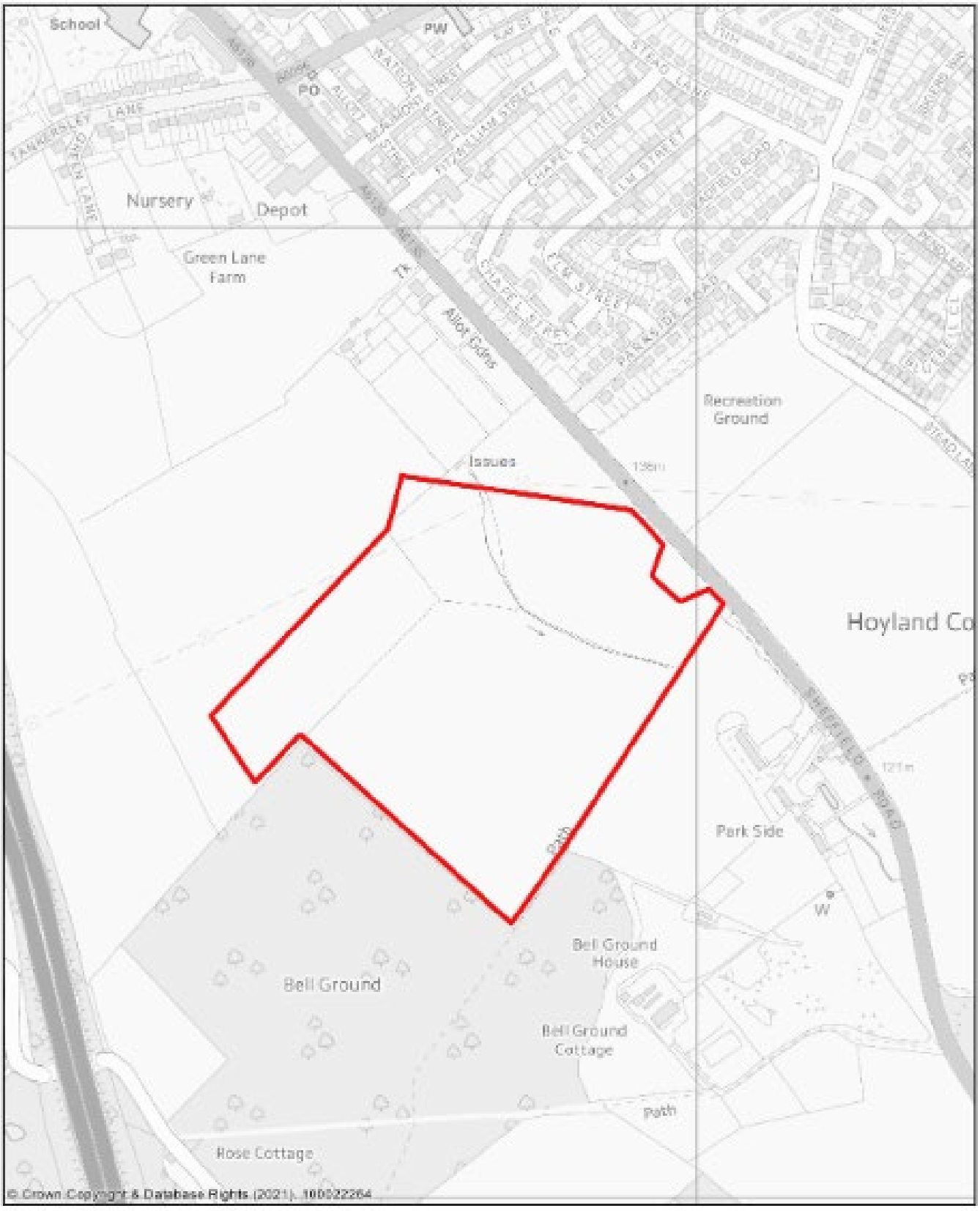
Planning Balance & Conclusion

Substantial weight is attributed to the cumulative socio-economic benefits of the proposal given its compliance with Local Plan policies ES13 and ES3 as well as the adopted Masterplan Framework. There will be some detrimental impacts to residential amenity, but these will be temporary for the most part, although a small number of residents on Sheffield Road and Parkside Farm will experience impacts on visual amenity in the longer term, which will be mitigated to some degree as landscaping matures. The site is in a sustainable location and the positive environmental credentials of the scheme, including a minimum 10% net gain to biodiversity carry weight in favour of the proposal. As highlighted in the Hoyland West Masterplan, negative impacts include visual impacts and wider landscape impacts of the significant built development of this scale in this location due to the prevailing topography. These can however be mitigated to some degree by substantial landscaping, and it is acknowledged that the harm posed by the proposal is likely to be less than the single larger building previously approved by the outline permission under 2020/0647.

Overall, substantial weight is afforded to the socio-economic benefits. Environmental considerations are broadly neutral in that the negative impacts offset the identified positive elements. On this basis, the proposal is deemed a sustainable form of development and is acceptable in planning terms subject to the recommended Section 106 agreement and planning conditions.

Recommendation - Grant subject to conditions and a S106 for Biodiversity offsetting measures to achieve 10% biodiversity net gain and to preclude other development on this site.

PA Reference:- 2021/1159



BARNSLEY MBC - Regeneration & Property

N

Scale: 1:5000