Application Reference Number:	2025/0684
Proposal Description:	Erection of a staff shop
Location:	Cranswick Convenience Foods, Valley Park Industrial Estate Meadowgate, Wombwell, Barnsley, S73 0UN

Recommendation:

Approve subject to conditions.

Site Description

The site is located at Cranswick Convenience Foods, Valley Park Industrial Estate Meadowgate, Wombwell, Barnsley, S73 0UN. The site is located in Wombwell, southeast of Barnsley town centre. It is adjacent to the A6195 and is accessible via road routes. The site is part of a wider employment site; the area hosts multiple businesses including this one. The surrounding area is predominantly commercial in nature, however there are residential properties nearby. The closest of which is located on Everill Gate Lane. This property is approximately 87m away from the application site and is shielded by large amounts of trees.

Planning History

- 2020/0781- Variation of condition 2 of planning application 2019/0561 relating to layout and unit 1 – Approved subject to conditions.
- 2020/1431 - Creation of new access road – Approved subject to conditions

Proposed Development

The applicant has proposed for the erection of a staff shop, located at Cranswick Convenience Foods, Valley Park Industrial Estate Meadowgate, Wombwell, Barnsley, S73 0UN. The development site is located away from the main Cranswick building and is located within the company's car park. The proposed structure would be single storey and would be of prefabricated design and would have aluminium guttering, windows and doors. The staff shop itself would have a shop area, WC and a storeroom.

It is noted that the applicant had previously had approval for the whole site, which included the creation of an industrial unit at this site. The Planning Officer enquired why this scheme was not implemented and why the current application had been submitted. The response received was “The client's current priority is the delivery of the shop project. However, please note that the previous permission you refer to has already been partially implemented through the completion of the car park area. Once the client has established a clear strategy for the industrial unit, the existing shop would

be closed and, if required, a planning application for a replacement shop in a more appropriate location would be submitted at that time.

At present, the shop project remains the client's primary focus, whereas the industrial unit is a longer-term aspiration and is not being progressed as a priority at this stage. It will be built eventually so we do not wish for this current application to affect any part of the industrial unit's approval."

As such there is a plan in place for the site in the future to implement the larger scheme and create further jobs and economic benefits.

Relevant Polices

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 it.

The site is allocated as employment site ES20 in the Local Plan. Other policies of relevance are as follows:

- SD1 Presumption in favour of sustainable development
- GD1 General Development
- LG2 The Location of Growth
- E1 Providing Strategic Employment Locations
- E2 The Distribution of New Employment Sites
- E3 Uses on Employment Land
- T2 Safeguarding of Former Railway Lines
- T3 New Development and Sustainable Travel
- T4 New Development and Transport Safety
- D1 High Quality Design and Place Making
- GI1 Green Infrastructure
- GS2 Green Ways and Public Rights of Way
- BIO1 Biodiversity and Geodiversity
- Policy CC1 Climate Change
- Policy CC3 Flood Risk

- Policy CC4 Sustainable Drainage Systems
- Policy CC5 Water Resource Management
- RE1 Low Carbon and Renewable Energy
- CL1 Contaminated and Unstable Land
- Poll1 Pollution Control and Protection

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

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework 2026 sets out the overarching planning framework for England. It has replaced the previous version published in December 2024 and introduced a revised structure comprising national decision-making policies organised by policy code rather than paragraph number. Paragraph 1 confirms that the NPPF is a material consideration of critical importance for making decisions on development proposals in England.

Paragraph 15 confirms that the purpose of the planning system is to contribute to the achievement of sustainable development, and NPPF Policy S3 sets out a presumption in favour of sustainable development, with paragraph 17 setting out the three overarching objectives of sustainable development: economic, social and environmental. Relevant policies have been taken into account throughout the assessment of this application according to the issues raised by the proposal.

The most relevant sections are:

- Section 2 - Achieving sustainable development
- Section 4 - Decision making
- Section 12 - Achieving well-designed places

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.

Consultations

Pollution Control – No Objection, subject to the following conditions:

- 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.

Highways – No objections.

Ward Councillors – No comments received

Representations

The application has been advertised in accordance with Article 15 of the Town and Country Planning Development Management Procedure (England) Order 2015. A site notice was posted at the site. No representations have been received

Assessment

The main issues for consideration are as follows:

- The principle of development
- The impact on the character of the area
- The impact on neighbouring residential properties
- Highways

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale unless the NPPF establishes a specific weight:

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

<u>Principle of Development</u>

The principal consideration is whether the proposed retail floorspace represents an acceptable ancillary use within this allocated employment site.

The application form describes the proposed floorspace as Class E(a) retail. However, the proposal is not intended to operate as a conventional or independently accessible retail unit. Instead, the shop would operate solely for the benefit of employees working at the Cranswick Convenience Foods premises and would remain functionally linked to the principal food manufacturing operation.

The scale of the proposal is modest when considered in the context of the significantly larger established Cranswick manufacturing operation. The proposed 112m^2 building would therefore remain clearly subordinate in both scale and function to the principal employment use of the site.

Importantly, the shop would not have an independent customer catchment, separate public parking provision or a separate commercial function unrelated to Cranswick. Access would be restricted to Cranswick employees, and the shop would not be advertised or made available to members of the general public. It is therefore considered to represent a facility provided as part of the wider employment operation rather than the establishment of a separate retail destination. This would be a condition of approval if granted to ensure that the site remains ancillary to the main use and was for employees only.

In terms of the previous permission, the company has confirmed that this still in their long term plan but that the short term needs are for the staff shop and that this can be easily relocated at that time when the industrial unit is required

Subject to a planning condition restricting its occupation and operation accordingly, the proposed staff shop is considered to represent an ancillary use appropriate in scale within the meaning of Local Plan Policy E3. Consequently, the proposal would not undermine the employment function of ES20 or result in the unacceptable loss of employment land to an unrelated retail use.

Siting

Although the proposed staff shop would not be immediately adjoining the principal factory building, its physical separation from the main building does not, in itself, result in the shop becoming a separate planning use. The nature of an ancillary use is principally determined by its functional relationship, scale and operation rather than whether the facility physically adjoins the principal building.

The proposed location remains wholly within the wider Cranswick operational site and is closely associated with the existing staff parking and internal pedestrian circulation arrangements. Its position adjacent to an area routinely used by employees provides a logical and convenient location for a facility intended exclusively for the workforce.

Locating the shop alongside the staff parking area also enables employees to access the facility without having to move through the more intensive operational parts of the

manufacturing site. The principal factory and its immediate surroundings accommodate the core manufacturing operation together with associated servicing, operational circulation and other infrastructure. Introducing a staff retail facility into those areas would have greater potential to interfere with the efficient functioning of the principal industrial operation and could result in unnecessary interaction between pedestrians and operational vehicle movements.

The proposed position therefore provides a suitable degree of separation from the operational and servicing functions of the factory. The site is still associated with the main use; however it would be ancillary to it. Introducing the staff shop at this point would mean it would not over intensify the main factory use and would mean that the use would not interfere with the principle industrial operation of the remaining of the site. As such it is considered to be acceptable in this position.

Residential Amenity

The scheme is set away from residential properties; the closest property is located adjacent to the site at 79 Wath Road where the access of the site runs along the bottom end. In the previous scheme 2020/1431 an acoustic fence had been provided to ensure privacy is maintained and the noise is reduced; this is still in place. Given the separation distance and the modest scale of the development and the established industrial site, the proposed staff shop would not result in overlooking or loss of privacy. The Council's Pollution Control Officer has been consulted upon, and they have raised no objection to the scheme, subject to the following conditions being attached:

- 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.

Therefore, this proposal would not have a detrimental impact in terms of residential amenity therefore it does not conflict with Local Plan Policies GD1: General Development and Poll1: Pollution Control and Protection. The Council's Pollution Control Officer has been consulted upon, and they had no objections to the scheme. Moderate planning weight has been granted to this.

Visual Amenity

The proposed shop would be set in a large car park to the west of the main site. The car park provides parking for members of staff. The site is commercial in character, and thus the scheme would not have a detrimental impact on the character of area.

As such there would be little to no detrimental impact on visual amenity. The proposal is therefore considered to comply with *Local plan Policy D1: High Quality Design and Placemaking* and would be acceptable regarding visual amenity. Moderate planning weight has been granted to this.

Highways Safety

The Council's Highway Officer previously had concerns with the site regarding the layout as the scheme would have meant that pedestrians would have to walk on the road which is dangerous. Since this, the applicant has provided amended plans showing the site set back. The Highways Officer has been reconsulted upon and has stated that "The amended site layout plan now shows that a tarmac surfaced footway is to be provided around all four sides of the shop, thereby removing the potential for direct pedestrian/vehicle conflict.

The proposals do not affect the current access, parking and turning arrangements of the site or adversely impact upon the highway and are therefore considered acceptable from a highways point of view."

As such they now hold no objections to the scheme. Moderate planning weight has been granted to this.

Planning Balance and Conclusion

For the reasons stated in the report above the proposal is granted approval subject to the conditions. The scheme would have little to no adverse impacts on visual and residential amenity, and highway safety. As such the scheme would comply with the Council's policies.

Recommendation

Approve subject to conditions

Justification

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

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.