November 2021

Planning Statement

Proposed extension to Plastic Extrusion Factory
Naylor Drainage, Clough Green, Cawthorne, Barnsley, S75 4AD.

On behalf of

Naylor Drainage Ltd

Prepared by

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1. Introduction

1.1 This Planning Statement has been prepared on behalf of Naylor Drainage in support of an application seeking full planning permission for the proposed extension to the existing Plastic Extrusion Factory at Naylor Drainage, Clough Green, Cawthorne, Barnsley.

1.2 This Statement describes the application site and proposed development before assessing the proposal against provisions of the development plan and relevant material considerations so far as they relate to wider planning policy considerations.

1.3 Material considerations include the National Planning Policy Framework (NPPF) and associated guidance contained in the online Planning Policy Guidance (PPG).

1.4 The report proceeds as follows

- Section 2 describes the site, surrounds and its planning history;
- Section 3 sets out more detail about the proposed development;
- Section 4 provides an overview of planning policy;
- Section 5 provides our assessment of planning merits; and
- Section 6 sets out our conclusions.

1.5 The planning application is supported by a comprehensive package of information including:

- Completed application forms with all certificates signed and dated;
- Architectural plans and Design and Access Statement prepared by Martin Walsh
- Planning Statement prepared by ID Planning;
- BREEAM Pre Assessment Report by ARB Consulting
- Coal Mining Risk Assessment by HHA
- Ecological Report by Brooks Ecological
- Flood Risk Assessment by HHA
- Geo-environmental Report by HHA
- Noise Impact Assessment by ENS
- Transport Statement by Paragon Highways
- Tree Survey by James Royston

1.6 The submitted technical information is considered sufficient to enable the Local Planning Authority to determine the application.

2. Site Description & Planning History

Site Description

2.1 Naylor Drainage are a manufacturer of building and construction products and currently occupy an established site extending to 18.9hecatres on land south of the A635, west of Cawthorne and Barnsley

2.2 The site is roughly square, fronting onto Lane Head Road (A635) and North Lane. The site comprises a number of buildings the largest of which extends to circa 19,000m^2 and contains the clay pipe production and plastic extrusion operations. The existing plastic extrusion occupies 1,325m^2 of the main factory building. The existing factory is a rectangular building which extends diagonally from the north west corner of the site eastwards to a central position on the site. The triangular corner of the site, to the north west of the existing building is currently vacant, underused land.

2.3 Areas of external storage are located to the south and east of the main factory building. Further storage and a number of smaller buildings and car parking occupy the areas to the north of the main factory block.

2.4 The western and southern boundaries of the site are defined by tree planting with open agricultural fields beyond. The northern boundary is formed North Land and Lane Head Road with tree planting to the boundaries. Part of the eastern boundary is defined by a tree line with the southern part of the boundary have a smaller, hedgerow boundary. Agricultural fields surround the site with Cannon Hall Farm situated approximately 1km north of the site and Cawthorne village approximately 1km to the north east of the site.

Planning History

2.5 The online planning register identifies a number of historic applications dating back to 1990 on the site. The applications relate to the erection of buildings associated with the operation of the site and a Hazardous Substance Consent for the site.

2.6 The most recent applications are listed below:

- 2006/1369 – Erection of extensions to existing buildings and crane track and enclose crane track. Approved 18/9/2006

- 2021/0205 – Installation of combined head and power unit, associated transformer and grp station. – Application Undetermined.

3. Proposed Development

3.1 The following section provides a description of the proposed development. This text should be read in conjunction with the architectural plans submitted as part of the application.

3.2 The proposed development seeks to extend the existing building to provide additional space for the plastic extrusion business element. The scheme would extend the building to the north west to occupy the currently underused north west corner of the site. The application site is roughly triangular and the proposed extension to the existing building would adopt this shape.

3.3 The proposed development will utilise the existing access and has been designed specifically to meet the clients requirements to enable growth and operation efficiencies.

3.4 The triangular extension would occupy a gross external footprint of 2162m^2. The minimum distance of the external elevations of the proposed extension from the site boundary is 5.3 metres on the eastern side and extending to 10m on the western side

3.5 Internally the existing factory will be remodelled, removing an existing office block and installation of further production lines. At the ground floor of the extension there will be further production lines and an access road will be created around the extension to allow for the movement of materials. At first floor the plans show an office/ amenity block for staff. A stair core leads to the first floor providing 4 offices, a meeting room and store.

3.6 The proposed extension will provide a gross internal area of 2162m^2. The extension maintains the same internal ground for level as the existing factory, achieved by excavating the existing land and creating a retaining wall, so that most of the extension external walls are below the ground level of the surrounding land to the north and west as shown on the site sections in the Design and Access Statement.

3.7 The plastic extrusion operation has been on site since 1999, (the manufacturing facility (clay pipes) has been on site since the 1950's). The proposed extension is necessary to expand the plastics operation and increase efficiencies. The proposed extension will facilitate the introduction of longer lines in the factory which increase speed and capacity of production to meet demand.

4. Planning Policy Review

Statutory Development Plan

4.1 Relevant elements of the 'Development Plan' for Barnsley includes the:

- Barnsley Local Plan and Policies Map, Adopted January 2019.

Barnsley Local Plan Policies Map

4.2 The site is identified on Map 26 of the Policies Map, located just south of the A635 west of Cawthorne. The site and surrounding areas are washed over by Green Belt.

Barnsley Local Plan

4.3 Barnsley adopted their Local Plan in January 2019. The document provides the local planning policy for future development in the district to 2033. The vision of the plan is to enhance Barnsley as a location to do business and a place that will improve the quality of life for residents.

4.4 The Local Plan objectives include:

- Provide opportunities for the creation of new jobs and protection of existing jobs;
- Improve the conditions in which people live, work, travel and take leisure;

To be achieved by:

- Providing the opportunity to grow the economy by 28,840 jobs,
- Encouraging significant inward investment to generate additional employment;
- Providing the space to allow existing businesses to grow;

4.5 Part 5 of the Local Plan sets out the Spatial Strategy for Barnsley and states that development will be focused in Urban Barnsley, then the Principal Towns. Development in villages is encouraged where it meets local needs and support the local economy and viability of the local community.

4.6 The Key Diagram in the Plan shows the majority of the area to the west of the M1 to be Green Belt. As detailed above the application site lies within land washed over by Green Belt.

4.7 Relevant policies in the Local Plan are:

- SD1 – Presumption in favour of Sustainable Development
- GD1 – General Development
- E3 - Uses on employment land
- E6 Rural Economy
- D1 High Quality Design and Place Making
- BIO1 Biodiversity and Geodiversity
- GB1 Protection of Green Belt
- GB2 Replacement, Extension and alteration of existing buildings in the Green Belt
- T3 New Development and Sustainable Travel.
- CC2 Sustainable Design and Construction

- CC3 Flood Risk
- CC4 Sustainable Drainage Systems (SuDS)

Supplementary Planning Documents (SPDs)

4.8 Relevant SPD for Barnsley:

- Biodiversity and geodiversity – Adopted May 2019

Material Considerations

National Planning Policy Framework (2021)

4.9 Material considerations include the fourth edition of the National Planning Policy Framework (NPPF), published in July 2021. The framework sets out the Government's planning policies for England and how these are expected to be applied.

4.10 The NPPF identifies three overarching objectives that contribute to achieving sustainable development including economic, social and environmental.

4.11 Paragraph 8 confirms that the purpose of the planning system is to achieve sustainable development. Paragraph 10 goes on to state that there should be a presumption in favour of sustainable development.

4.12 Paragraph 120 promotes the effective use of land and seeks to encourage the benefits from both urban and more rural land and gives substantial weight to the use of underutilised land and buildings.

4.13 Paragraph 126 supports the creation of high quality sustainable buildings and indicates planning decisions should ensure developments function well and add to the overall quality of the area and are visually attractive in terms of design, layout and landscaping.

4.14 Section 12 provides guidance on good design principles and states that developments should add to the quality of the area over the lifetime of the development and are visually attractive. Places should promote health and well being and provide a high standard of amenity for existing and future users.

4.15 Specific advice is offered in relation to Green Belts in chapter 13. Paragraph 147 states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

4.16 Paragraph 149 states that certain forms of development are not inappropriate in the Green Belt provided they preserve the openness and do not conflict with the purposes of including land within it. These include the extension of a building providing that it does not result in disproportionate additions over and above the size of the original building and limited infilling or redevelopment of land which would not have a greater impact on the openness of the green belt.

4.17 Paragraph 154 of the NPPF confirms that development should be directed to areas with the lowest probability of flooding. The site lies within Flood Zone 1 and therefore accords with this aim.

5. Planning Assessment

5.1 Under Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990, applications are to be determined in accordance with the development plan unless material considerations indicate otherwise.

5.2 The development plan for Barnsley comprises the policies contained within the Local Plan.

5.3 Before addressing key aspects of the development plan, the NPPF is an important material consideration. Paragraph 11 highlights a presumption in favour of sustainable development at the heart of the Framework, to ensure that sustainable development is pursued in a positive way.

Sustainable Development

5.4 The NPPF identifies three dimensions to sustainable development including economic, social and environmental. We consider the proposed development contributes to all three roles.

5.5 In relation to '**economic'** factors, the proposal represents investment to an existing business to extend the factory to increase capacity, efficiency and enable business growth in the district.

5.6 The proposed development provides a '**social'** role by extending the factory to allow for future growth, securing the existing 176 jobs on the site and enabling growth of circa 30 additional jobs on the site. The site provides a range of jobs for local people, including high skilled engineers and technical staff in accordance with the Strategic priorities of Barnsley to provide More and Better Jobs.

5.7 In relation to the '**environmental role'**, a key benefit of the proposal is the high quality design which is dug into the ground so that the visual impact is reduced. The site makes efficient use of a currently underused area of the site.

5.8 In our view we consider the proposal would deliver sustainable development in line with the objectives of the NPPF and policy SD1 and GD1 of the Local Plan.

Principle of Development

5.9 Having established that the scheme would deliver sustainable development it is then helpful to consider if the principle of development on the site is acceptable. The proposed development seeks to extend existing Plastic Extrusion business (General Industrial) on site and complies with Policy E3, Uses of employment land and E6, Rural economy of the Local Plan.

5.10 The site is an existing employment site located to in the rural west of the district, 1km south west of Cawthorne. The business has been in situ since the 1950's supports the rural economy in accordance with Policy E6 of the Local Plan.

5.11 The proposed development seeks to extend the existing Plastic Extrusion element of the main building on site to enable growth of the business through increasing the

efficiency and capacity of the site to grow the business and product offering in accordance with Policy E6.

5.12 The development proposes a triangular extension to the north of the existing main factory building providing a gross internal area of 2162m^2. The scheme makes efficient use of a currently underused corner (north west) of the existing employment site to provide a bespoke area for the plastic business to expand and increase efficiency to ensure the long term viability of the business in accordance with policy E6 of the Local Plan.

5.13 The extension is of a high quality design and maintains the same finished ground floor level as the existing factory, achieved by excavating the existing land and creating a retaining wall, so that most of the extension external walls are below the ground level of the surrounding land to the north and west.

5.14 The existing main building on site extends to circa 19,000m2, the proposed extension provides 2,162m2 of floorspace. In accordance with Policy E6, it is considered this is a proportionate extension which will deliver up to 30 new jobs on the site and secure the long term viability of the site.

5.15 The proposed extension to the building on an existing employment to provide additional industrial space complies with policy E3 of the Local Plan.

5.16 The proposed design and scale of the extension is proportionate to the existing building and as discussed later in this statement, will not have a harmful impact on the Green Belt or landscape character. The extension supports the viability of the rural economy and facilities growth of the existing business in accordance with Policy E6, Rural Economy of the Local Plan.

5.17 It is therefore concluded that the principle of development is acceptable and in accordance with the Local Plan policies.

Impact on the Green Belt

5.18 The site is located in the Green Belt it is therefore necessary to consider the proposed development against Green Belt policies. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open, the essential characteristic of Green Belts being their openness and permanence.

5.19 Within the Green Belt there is a presumption against inappropriate development. The NPPF (2021) outlines the construction of new buildings in the Green Belt is inappropriate, subject to a list of exceptions set out under paragraph 149 which includes;

c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building; and

5.20 Policy GB2 of the Local Plan states that;

Provided it will not have a harmful impact on the appearance, or character and will preserve the openness of the Green Belt, we will allow the following development in the Green Belt:

- *…..*

- *Extension or alteration of a building where the total size of the proposed and previous extensions does not exceed the size of the original building.*
- *….*

All such development will be expected to:

- *Be of a high standard of design and respect the character of the existing building and its surroundings, in its footprint, scale and massing, elevation design and materials; and*
- *Have no adverse effect on the amenity of local residents, the visual amenity of the area, or highway safety.*

5.21 The proposed extension seeks to provide an additional 2,162m^2 GIA to the existing building. The original building comprised 17,456m^2 and has a previous extension of 1,325m^2.

5.22 Therefore the proposed development is in accordance with policy GB2 of the Local Plan as the proposed and previous extensions comprising 3,487m^2 do not exceed the size of the original building which comprises 17,456m^2.

5.23 Paragraph 18.6 of the Local Plan states that the Local Planning Authority will allow extensions that cumulatively would not amount to more than a doubling of the size of the original building. The proposed extensions to the original building amount to a 20% increase in the size of the building which is not considered to amount to disproportionate extension to the building and therefore complies with policy GB2 of the Local Plan and NPPF paragraph 149c.

5.24 In accordance with NPPF and policy GB1 of the Local Plan, it is therefore concluded that the proposed extension is not disproportionate above the size of the original building and therefore the proposed scheme falls within the exceptions outlined in paragraph 149 and is not therefore inappropriate development in the Green Belt.

5.25 Returning to Policy GB2 of the Local Plan, the second part of the policy requires development to be of a high standard and have no adverse effect on the amenity or local residents, visual amenity or highways safety. Each of these expectations is considered in turn below.

Be of a high standard of design and respect the character of the existing building and its surrounding, in its footprint, scale and massing, elevation design and material;

5.26 The proposed extension provides a high standard of design which has been carefully considered to meet the client requirements to enable efficient growth of the business, whilst being sympathetic to the local environment. The proposed extension respects the character and proportions of the existing building and the design and materials match the existing materials.

5.27 The height of the extension will have an eaves height and roof ridge that align with the existing building. The new pitched roof maintains the proportions of the existing building, the new roof ridge being approximately 50mm higher than the existing building.

5.28 The scheme maintains the same finished ground floor level as the existing factory as a result of the excavation of the existing area required for the proposed building extension. Therefore, most of the external walls of the proposed extension are underground, below the levels of the immediately adjoining land.

5.29 The plans submitted with the application and the Design and Access Statement provide further details of the design and materials. It is considered that the proposed extension complies with this first bullet point of the second part of Policy GB2 of the Barnsley Local Plan.

Have no adverse effect on the amenity of local residents, the visual amenity of the area, or highway safety.

5.30 The proposed scheme uses the existing vehicular access into the site so that there is no effect on highway safety.

5.31 As detailed above, the extension of the building has been designed to have a minimal effect on the visual amenity of the area. The development area will be created by excavating approximately 5,836m^3 of land adjacent to the existing building and will comprise a retaining wall as part of the exterior wall construction.

5.32 The excavation of land enables the building extension to maintain the same internal floor level and ridge height as the existing building. This results in most of the extension external walls being underground and hidden, so that there is no adverse effect on visual amenity of the area.

5.33 The proposed levels of the building also ensure that the proposal has no adverse effect on the amenity of local residents, both visually or acoustically. The application is supported by a noise impact assessment which is discussed in more detail later in this Statement and concludes that low noise impacts are anticipated.

5.34 It is considered that the proposed development complies with the second bullet point of the second part of Policy GB2.

5.35 Overall therefore it is considered that the proposed extension does not exceed the existing (original) building and is not disproportionate, it is therefore acceptable and not considered inappropriate development in the Green Belt, in accordance with Policy GB2 and NPPF.

5.36 In addition, the excavation of land to facilitate the extension, maintains existing internal floor levels and ridge heights. This results in the proposed extension sitting below the adjacent ground levels to the north and west. The building sits within the landscape and maintains the same form, scale and design as the existing building, as a result there is not considered to be any adverse visual effect on amenity or on the character of the area.

5.37 It is considered that the proposed development is appropriate in the Green Belt and complies with the local plan policies GB1 and GB2 and NPPF paragraph 149c.

5.38 The following paragraphs consider other relevant policies and material considerations to inform the planning balance.

Design and Sustainability

5.39 The design approach is set out in the accompanying design and access statement. The design of the extension maintains the internal floor level, eaves height and roof ridge of the existing building by excavating the site so that the extension sits within

the land. By taking advantage of the topography of the site the design respects and the landscape and reduces the visual effect of the proposed extension.

5.40 High quality materials are proposed to match the existing. The existing access into the site will not be affected. Access into the extended building is proposed via existing openings and new openings on the north east and north west elevations. Wrapping around the exterior of the proposed extension, the existing vehicle route for the movement of materials will be resurfaced.

5.41 The proposed design makes a positive contribution to the employment site, providing a high quality and efficient extension and enhanced external area to make the best use of the site whilst respecting the existing local area in accordance with policy D1 of the Barnsley Local Plan.

5.42 The application is accompanied by a BREEAM pre assessment in accordance with policy CC2 of the Local Plan.

Highways, Access and Parking

5.43 The application is supported by a Transport Statement in accordance Policy T3. The Statement concludes that the site is in a sustainable location, served by existing bus services which provide connections to Barnsley and neighbouring settlements. There are four railway stations within cycling distance of the site and grass verges and footways provide suitable footways for walking.

5.44 The Transport Statement concludes that the proposed increase in staff associated with the proposed extension can be accommodated within the existing parking provision on the site.

5.45 The statement considers the potential traffic impact assessed with the traffic generation related to the factory extension and concludes that the increased traffic would not be discernible in the daily flows of the network.

5.46 The Statement concludes that the level of traffic generated by the proposals can be accommodated and will not impact the safe operation of the local highway in accordance with policy T3 of the Local Plan.

Biodiversity

5.47 Policy BIO1 of the Local Plan states that development will be expected to conserve and enhance the biodiversity and geological features of the borough. The application is supported by a Preliminary ecological assessment which finds that the site is of negligible ecological value. Baseline habitats are assessed as delivering 0.00 habitat units through the DEFRA Biodiversity Metric. As a result of the baseline, the proposed development will result in no net loss. Impacts on protected or notable species are not envisaged and further assessment is not considered necessary.

5.48 Due to the constrained nature of the site, the proposed scheme does not propose to deliver net gains to habitat. However, enhancements to birds and bats are proposed through the provision of bird and bat boxes on the proposed extension.

5.49 It is considered the proposed development is consistent with the aims and objectives of policy BIO1 of the Local Plan.

Flood Risk

5.50 Policies CC3 and CC4 of the Local Plan are relevant. The application is supported by a Flood Risk Assessment in accordance with policy CC3. The site is in Flood Zone 1 and is not at risk of flooding form river or tidal water and the site is therefore acceptable for the proposed use.

5.51 In terms of surface water drainage it is proposed to connect to the existing system and to provide suitable attenuation and sustainable drainage systems in accordance with the policy requirements.

Economic benefits and material considerations to support the proposed extension.

5.52 The paragraphs above have touched on the need to extend the existing building at the Naylor Drainage site to facilitate future growth and implement efficiencies and increase capacity on site. The following paragraphs provide further information and material considerations relevant to the assessment of the scheme in the planning balance.

Why the new facility is needed.

5.53 The existing employment site at Cawthorne has been operating since cicra 1950 manufacturing clay pipes for the construction industry. In 1999 the was a need for the business to diversify and Cawthorne Plastics was established on the site, occupying the northern part of the existing building on site. Naylor Drainage currently employ 176 people on the site, the wider company associated with additional sites in the region employ over 400 people.

5.54 The existing plastics operation on site has expanded over recent years and the current premises is at capacity and constrained. The proposed extension will enable longer lines to be implemented, incorporating more cooling and therefore increasing the speed and efficiency of the process. In addition, the existing building is constrained so there is no capacity for additional lines to increase capacity.

5.55 The proposed extension and associated increased number of lines and efficiency will increase the capacity of the site and extend the product offering resulting in growth of the business.

5.56 In addition, the proposed extension will enable the consolidation of parts of the supply chain, currently caried out at the Naylor Drainage site in Wombwell. The consolidation of this part of the supply chain will have sustainability benefits, reducing the movement of parts between the Cawthorne and Wombwell site.

How many jobs will be created

5.57 The Cawthone site currently employs 176 people of which approximately 70 are associated with the existing plastics extrusion. The proposed extension is anticipated to create an additional 30 jobs over a three year period.

5.58 The plastics operation on the site, accounts for a substantial proportion of the wider groups revenue and success of the Cawthrone site. The proposed extension, increased capacity and efficiency will provide investment, security and growth to the Cawthorne site.

Local Employer

5.59 The longstanding presence of manufacturing on the site means that a large proportion of the workforce are local, living within 10 miles of the site. There are a variety of jobs on the site including an element of highway skilled employees. The range of jobs provides a succession opportunities within the Cawthorne site and across the wider group business.

The value of the business to the local economy

5.60 The Cawthorne site provides over £200,000 per year in business rates to Barnsley Council. As discussed above, the site currently employs 176 staff in a range of roles provides millions in salaries in the region. The contribution the existing business makes to local supply chains is estimated to exceed £7million, this would significantly increase as a result of the proposed extension.

Alternative options to expanding the Cawthorne Site.

5.61 Naylor Drainage have others sites across the country which would have the potential to absorb the proposed expansion. However, the expansion of the Cawthorne site will provide sustainable benefits associated with enhanced efficiency of the existing operation.

Planning Assessment Summary

5.62 The paragraphs above have assessed the proposed development against NPPF and Local policies and conclude that the development accords with the relevant policies. In particular, having regard to the location of the site in the Green Belt, the proposed development is considered to be not inappropriate in accordance with NPPF which allows for the extension of existing buildings which are not disproportionate to the existing building.

5.63 This conclusion is explored further in considering policy GB3 of the Local plan and the criteria within it which concludes that the proposed development meets the criteria providing an extension which provides economic benefits, is of a high standard of design which respects the character of the area.

6. Conclusions

6.1 The proposed development seeks to extend a building on an existing employment site to provide additional space for the plastic extrusion business element. The scheme would extend the building to the north west to occupy the currently underused north west corner of the site. The application site is roughly triangular and the proposed extension to the existing building would adopt this shape.

6.2 The proposed extension seeks to provide an additional 2,162m^2 GIA to the existing building. The assessment concludes that, in accordance with NPPF and policy GB1 of the Local Plan, the proposed extension is not disproportionate above the size of the original building and therefore the proposed scheme falls within the exceptions outlined in paragraph 149 and is not therefore inappropriate development in the Green Belt.

6.3 The proposed extension is dug into the ground to maintain the existing internal floor area. This bespoke design provides a high standard of design which has been carefully considered to meet the client requirements to enable efficient growth of the business, whilst being sympathetic to the local environment. The proposed extension respects the character and proportions of the existing building and the design and materials match the existing materials.

6.4 The proposed extension provides economic benefits in accordance with the economic strategy, providing growth of an existing business, additional jobs and enabling a more efficient and sustainable operation.

6.5 Our assessment concludes the proposal accords with the requirements of the development plan when read as a whole and relevant material considerations, in particular the NPPF and a presumption in favour of sustainable development can be applied and maintained to this development proposal.