Application Reference: 2024/0539

Site Address:

Former Depot, Storage Building/Fishing Supplies Shop, Park House, Clear View, Grimethorpe, Barnsley, S72 7HD

Introduction:

The proposal involves the erection of 2no. dwellings and a change of use of an existing storage building to a dwelling including extension.

Relevant Site Characteristics

The site is located within the curtilage of the combined Park House and Fishing supplies site off clear view which is set on the edge of the village of Grimethorpe. The site is bounded on the north, north west and west sides with a mixture of private and social housing. The site currently contains a large former machinery storage building with roller shutter doors to the frontage, surrounded by areas of hardstanding and has a gated access. The access forms part of Public Right of Way Brierley Footpath no.17 for approx. the first 20m into the site.

The site itself forms part of an overall larger site which is occupied by the former Welfare Hall along with a single dwelling (Park House) and outbuildings. The former Welfare Hall is now utilised as a shop selling angling supplies having previously been used as a children's day care nursery.

The site is bounded on the south side with a park and bowling green area including adjoining open Greenspace. The site is bounded on the east and south east areas with further greenspace and a fishing pond, on land known as The Dell. The site is separated from the adjacent Greenspace by existing steel 1.8m high palisade fencing and from the public footpath which runs to the north of the site by a brick wall and a hedge.

The agent states that the proposed development site has previously been part of the Grimethorpe Park House, Grounds Maintenance Depot and Welfare Hall.

Aerial photo 2025



Site History

No planning history. The site was sold by BMBC to the applicant in 2019. It was allocated as Urban Greenspace in the Unitary Development Plan, which was then carried over to the Local Plan Proposals Maps as Greenspace.

Aerial Photo 2002





Aerial Photo 2013

Proposed Development

The application proposes the erection of 2no. dwellings and a change of use of an existing storage building to a dwelling including extension.

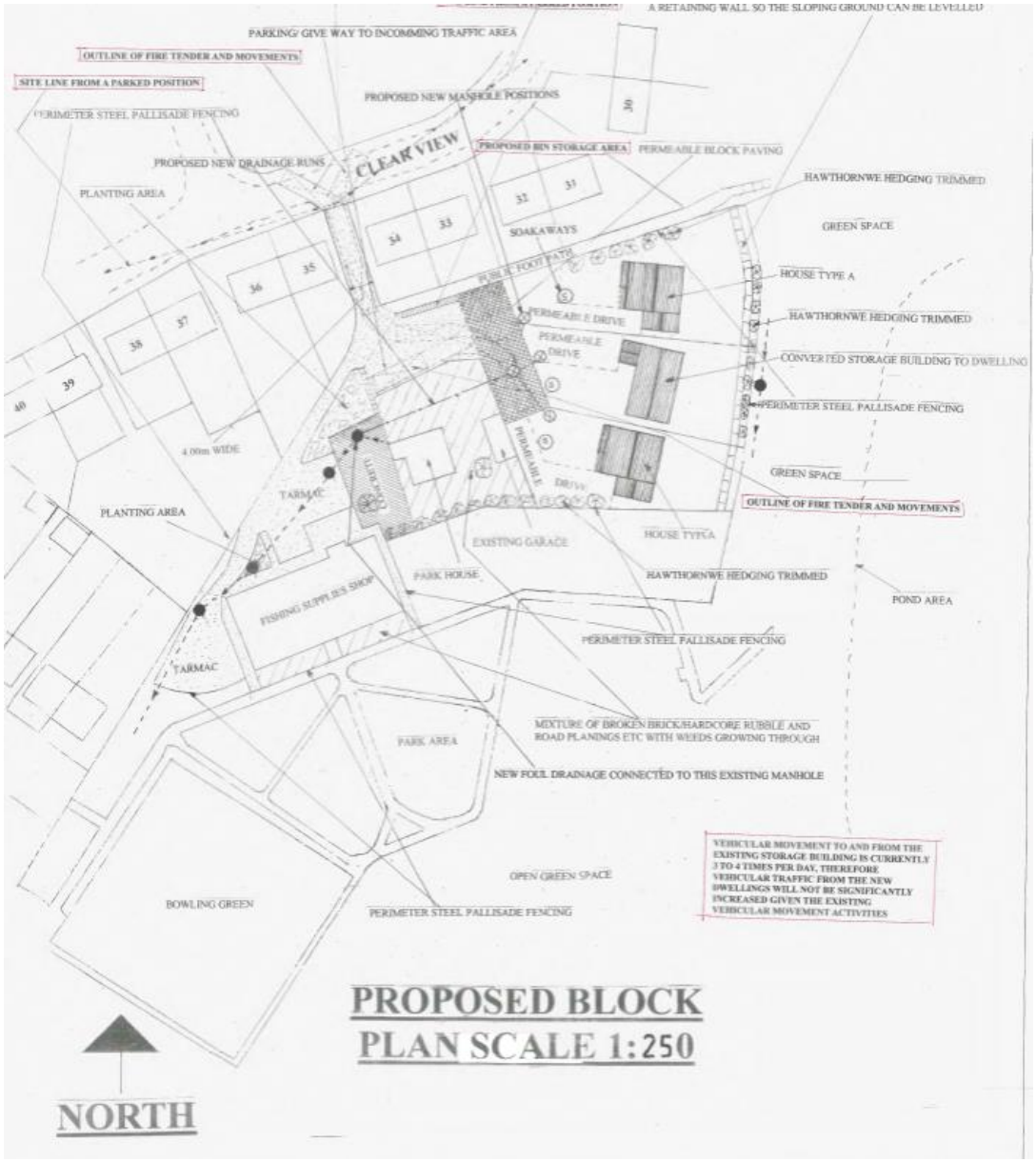
The proposal is for 3 x 4 bedroom detached dwellings with pitched rooflines, all finished in brickwork with grey Marley Modern concrete tiles and UPVC window and door frames.

The proposed converted and extended former machinery store building would provide a lounge, kitchen/diner, sitting room, utility and integral garage at ground floor, 4 bedrooms (one with en-suite) and a family bathroom at first floor level. The building would be increased in height to allow for sufficient head height internally. The proposed new builds (noted as house type A on the plan) have been designed to provide a side attached garage, lounge, kitchen/diner and utility at ground floor and at first floor, 4 bedrooms (one with ensuite) and a family bathroom.

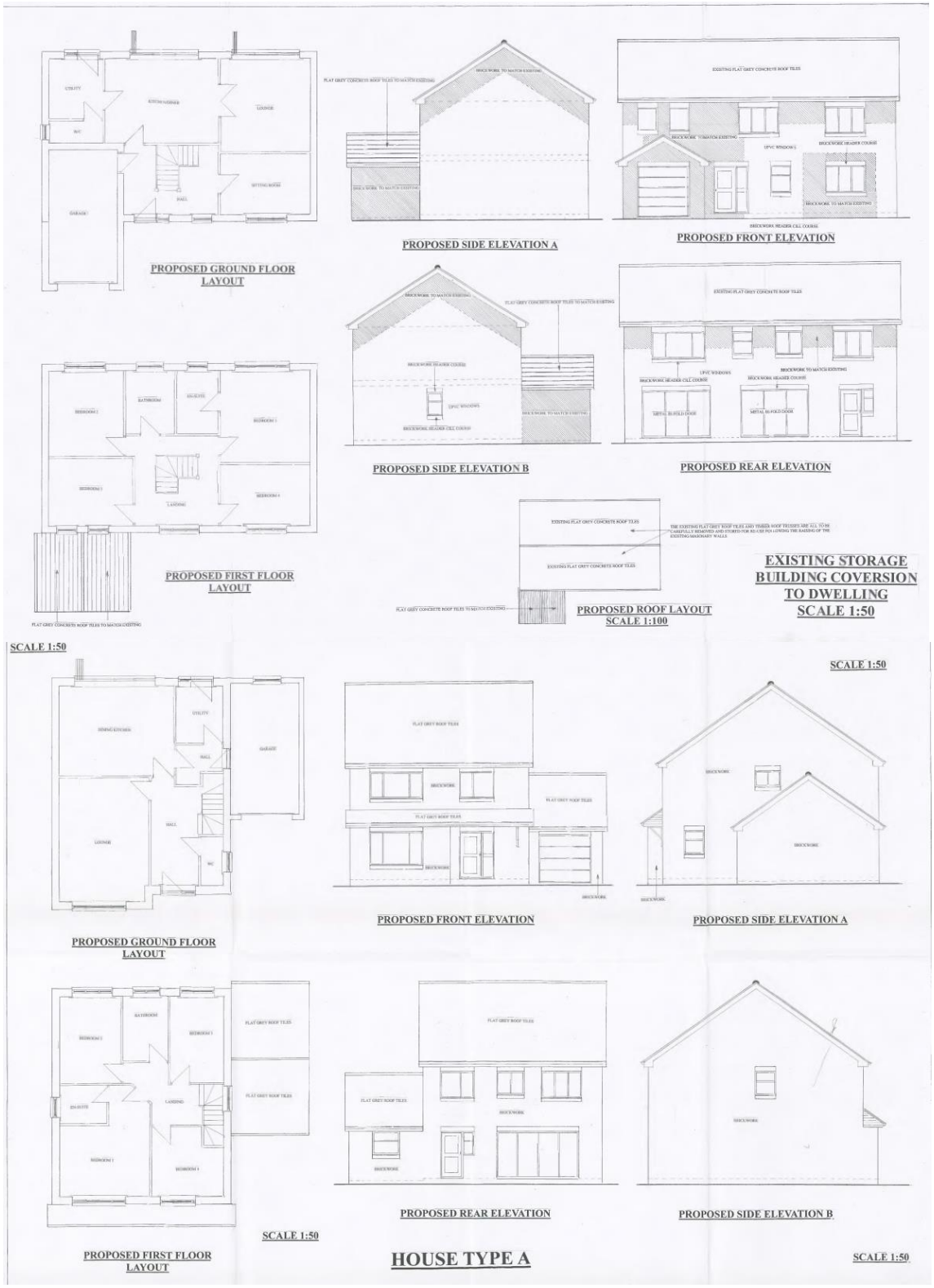
The development is also to incorporate parking areas, front and rear garden areas and an associated landscaping scheme in which new green garden areas are to include small shrubs and bushes. The proposed dwellings will be accessed directly off Clear View via the existing 4m wide tarmac access road. Access drives and parking areas will be formed within the boundaries of each dwelling including turning areas. To the rear of the gardens, stone gabions will be used along the boundary to form a safe retaining structure in order to level out the rear gardens. The Hawthorne hedge along the boundary will be retained and trimmed as required in the submitted Arboricultural Report.

The plans have been amended during the course of the application at the request of the Highways Officer. The following amendments have been made:-

- Proposed bin storage area
- Site visibility lines along clear View from a parked position when leaving the site, 2m visibility splays and various fire tender movements which outlines and movements in/out and within the proposed site
- Give way only parking spaces as indicated on the drawing will be marked up on site with no parking allowed but only usable when exiting the site while waiting and giving way to vehicles entering the site
- The steel security gates are to be removed totally in order to facilitate the movement of vehicles in and out of the site
- Further Ecology information at the request of the Ecology Officer



Amended site plan



Proposed plans and elevations

Policy Context

Planning decisions should be made in accordance with the current development plan policies unless material considerations indicate otherwise; the National Planning Policy Framework (NPPF) does not change the statutory status of the development plan as the starting point for decision making.

The Local Plan was adopted in January 2019 and is accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment, and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies which are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting held 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means, no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027, or earlier, if circumstances require it.

Local Plan

The site is allocated as Green Belt and Greenspace within the Local Plan and as such the following policies are considered to be relevant to this application:

SD1 – Presumption in Favour of Sustainable Development
GD1 – General Development
GS1 – Green Space
LG2 – The Location of Growth
H4 = Residential Development on Small Non-allocated Sites
T3 – New Development and Sustainable Travel
T4 – New Development and Transport Safety
D1 – High Quality Design and Place Making
BIO1 – Biodiversity and Geodiversity
GB1 – Protection of the Green Belt
GB3 - Changes of use in the Green Belt
CL1 -Contaminated and Unstable Land
Poll 1 – Pollution Control and Protection
I1 – Infrastructure and Planning Obligations

SPD's

SPD - Parking
SPD – Design of Housing Development.
SPD- Biodiversity and Geodiversity
SPD – Development on land affected by contamination
SPD- Open Space Provision on New Housing Developments
SPD- Trees and Hedgerows

Other

South Yorkshire Residential Design Guide

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

In December 2024, The Government published a revised National Planning Policy Framework ("NPPF") which is the most recent revision of the original Framework, published first in 2012 and updated a number of times, providing the overarching planning framework for England. It sets out the Government's planning policies for England and how they are expected to be applied. The NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. This revised document has replaced the earlier planning policy statements, planning policy guidance and various policy letters and circulars, which are now cancelled.

Central to the NPPF is a presumption in favour of sustainable development which is at the heart of the framework (paragraph 10) and plans and decisions should apply this presumption in favour of sustainable development (paragraph 11). The NPPF confirms that there are three dimensions to sustainable development: economic, social and environmental; each of these aspects are mutually dependent. The most relevant paragraphs are:

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. NPPF policy of relevance to this application includes:

Paragraph 115 - In assessing specific applications for development, it should be ensured that sustainable transport modes are prioritised taking into account the type of development and its location; safe and suitable access to the site can achieved for all users; and any significant impacts from the development on the transport network (in terms of capacity or congestion) , or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach.

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

Paragraph 131 – Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities

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

Paragraph 136 – trees make an important contribution to the character and quality of urban environments. Planning policies and decision should ensure that opportunities are taken to incorporate trees in developments and that existing trees are retained wherever possible.

Paragraph 139 – development that is not well designed should be refused. Conversely, significant weight should be given to development which reflects local design policies and/or outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area

Paragraph 148 – Where it is necessary to release Green Belt land for development, plans should give priority to previously developed land, then consider grey belt which is not previously developed, and then other Green Belt locations.

Paragraph 153 – Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances

Paragraph 155 – Development of homes, commercial and other development in the Green Belt should also not be regarded as inappropriate where the development would use grey belt and not fundamentally the purposes of the remaining Green Belt; there is demonstrable need for the development proposed; the development would be in a sustainable location; and where major housing development is proposed it meets the Golden Rules set out in paras 156-7

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.

Relevant Consultations:

Biodiversity - No objections subject to conditions

Highways DC – No objections to amended plans subject to conditions

Drainage – No objections subject to conditions

Yorkshire Water – No objections subject to conditions

Pollution control – No objections subject to conditions

Ward Councillors – No comments received

Tree Officer – No comments received

Representations

Neighbour notification letters were sent to surrounding properties and a site notice was placed nearby. The following comments have been received as a result:-

Two Objections:-

- The current situation regards to the fish shop and storage unit is a problem as it currently attracts vehicles of all scales from cars / vans / trucks to quadbikes accessing the side road.
- The noise level and pollution for such a small access that serves open till late every night gone 10/11pm.
- Antisocial behaviour on site.
- More works / extensions would result in loss of privacy
- The planning would cause harm to environment in numerous ways and effect the tenants on Clear View.
- Heavy traffic, poor access and impact on Highway Safety and PROW
- This is an elderly residential area with many of the residents having chronic illnesses that this would impact on their health and well-being causing significant distress.
- Could more dwellings be granted in the future
- Damage to fencing
- Existing noise impact is a problem
- Fires on site
- No security lights
- Impact of large vehicles during construction

Planning Assessment

Principle of development

The site is on the edge of the urban area of Grimethorpe, but within the Green Belt. Grimethorpe forms part of the Cudworth Principal Town boundary includes both the urban areas of Cudworth and Grimethorpe which are separated by open Green Belt land. National and local Green Belt policy indicates that new buildings are inappropriate development and

should not be approved unless one of the specified exceptions applies, or very special circumstances are demonstrated that clearly outweigh the Green Belt and other harm. One of the specified exceptions is development that would utilise grey belt land, subject to criteria set out in the NPPF.

It is first necessary to determine if the application site is grey belt. This is defined in the NPPF as:

- land in the Green Belt comprising previously developed land and/or any other land that, in either case, does not strongly contribute to any of purposes (a), (b), or (d) in paragraph 143. 'Grey belt' excludes land where the application of the policies relating to the areas or assets in footnote 7 (other than Green Belt) would provide a strong reason for refusing or restricting development.

Firstly, this definition establishes that land does not have to be previously developed in order to be grey belt. In this instance, the application site is considered to be previously developed.

Secondly, it is necessary to establish if the land contributes strongly to any of the three specified Green Belt purposes. These purposes are:

a) to check the unrestricted sprawl of large built-up areas;
b) to prevent neighbouring towns merging into one another;
d) to preserve the setting and special character of historic towns;

The site is on the edge of the urban area of Grimethorpe, but within the Green Belt. Grimethorpe forms part of the Cudworth Principal Town boundary includes both the urban areas of Cudworth and Grimethorpe, which are separated by open Green Belt land. Whilst the site is on the edge of Grimethorpe, it would not result in the merging of two towns, given that this site is surrounded by and allocated as Greenspace, which would further restrict any other development on the surrounding land, and would aid to prevent any unrestricted sprawl of the built up area. The site is also not set within a historic town, therefore in this instance, it is concluded therefore that the land cannot contribute strongly to any of these three purposes.

Thirdly, it is necessary to consider whether the application of the policies relating to 'footnote 7' assets would provide a strong reason for refusal. The list of assets includes habitats sites such as Special Protection Areas, Special Areas of Protection and Sites of Special Scientific Interest; Local Green Space; National Landscapes (formerly AONB); National Parks; Irreplaceable habitats (such as ancient woodland) and areas at risk of flooding. The site does not have any signiifcant impact on any of these designations.

The site is set within an area of Greenspace, however as mentioned below, the site has not functioned as Greenspace for a significant period of time, therefore this would not provide a strong reason for refusal, as assessed in the Greenspace assessment below.

It is concluded therefore that the site is grey belt. It is necessary to consider whether the development of the site would meet the criteria set out in paragraph 155 of the NPPF which states:

The development of homes, commercial and other development in the Green Belt should also not be regarded as inappropriate where all the following apply:
a. The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;
b. There is a demonstrable unmet need for the type of development proposed;
c. The development would be in a sustainable location, with particular reference to paragraphs 110 and 115 of this Framework; and
d. Where applicable the development proposed meets the 'Golden Rules'

requirements set out in paragraphs 156-157 below.

Having established that the site is grey belt, it is necessary to consider whether the development would fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan. The grey belt assessment has considered purposes a, b and d of the Green Belt. Purpose c is 'to assist in safeguarding the countryside from encroachment'. It is considered that the application site does not assist in safeguarding the countryside from encroachment, as the site is developed, and as the site is of a modest size, therefore encroachment is limited. Purpose e is 'to assist in urban regeneration, by encouraging the recycling of derelict and other urban land'. It is considered that the modest size of the site makes a limited contribution towards assisting in urban regeneration. Planning practice guidance advises that authorities should consider whether, or the extent to which, the development of the Green Belt Land would affect the ability of all the remaining Green Belt across the area of the plan from serving all five of the Green Belt purposes in a meaningful way. It is concluded that the proposal would not affect the ability of the Green Belt across the area of the plan to serve all five Green Belt purposes in a meaningful way. Criteria a is therefore met.

Barnsley cannot currently demonstrate a five year housing land supply (including the buffer required because of our most recent housing delivery test result) and accordingly there is a demonstrable unmet need for housing and the criteria b is met.

The development is on the edge of Grimethorpe, within the Cudworth Principal Town boundary, which is recognised in the Local Plan settlement hierarchy. Grimethorpe enjoys the benefits of services and facilities which can all be accessed on public footpaths on street-lit roads. It is concluded that the development would be in a sustainable location and criteria c is met.

Criteria d relates to major development involving the provision of housing and is not applicable to this proposal as it is not major development.

It is concluded that the development meets the criteria of paragraph 155 of the NPPF and that the proposal is appropriate development in the Green Belt. The NPPF is clear that if development is considered to be not inappropriate development on grey belt, it is excluded from the policy requirement to give substantial weight to any harm to the Green Belt, including to its openness.

Local plan policy GB1 indicates that Green Belt will be protected from inappropriate development in accordance with national planning policy. The assessment above indicates that the proposal is not inappropriate development and therefore the proposal complies with this policy. The development would be in a sustainable location. Local Plan policy H4 indicates that residential development of sites below 0.4 hectares will be allowed where the proposal complies with other relevant policies in the Plan.

It is concluded that the proposed development is in accordance with national and local planning policy relating to the principle of development. and substantial weight is given to this material consideration.

<u>Greenspace</u>

The site is also allocated as Greenspace within the Local Plan proposals maps. Policy GS1 – Greenspace of the Local Plan is therefore of relevance and states:-

'We will work with partners to improve existing green space to meet the standards in our Green Space Strategy. Green Spaces are green open areas which are valuable for amenity, recreation, wildlife or biodiversity and include types such as village greens, local open spaces,

country parks, formal gardens, cemeteries, allotments, woodlands, recreation grounds, sports pitches and parks.

Proposals that result in the loss of green space, or land that was last used as green space, will not normally be allowed unless:

An assessment shows that there is too much of that particular type of green space in the area which it serves and its loss would not affect the existing and potential green space needs of the borough; or

The proposal is for small scale facilities needed to support or improve the proper function of the green space; or

An appropriate replacement green space of equivalent or improved quality, quantity and accessibility is provided which would outweigh the loss.'

As can be seen on the site history and historic aerial photographs (earliest from 2002), the site has not appeared to have functioned as part of the adjacent Greenspace for a number of years. The site is also securely fenced and has been for some time, meaning that the public do not access the site for recreational purposes, as there is a public footpath to the north of the site which allows public access to the adjacent Greenspace. Whilst the fact that the site is not publically assessable, this does not mean that it cannot function as Greenspace, however as stated earlier, the site appears to have formed a hardstanding area for a significant period of time with very little meaningful vegetation on the site. The site was sold to the applicant by BMBC in 2019 and it appears the Local Plan designation of the site has been carried over from the previous UDP allocation. The proposal would not compromise the use of the adjacent Greenspace, not would the loss of this area be detrimental to the provision on Greenspace in the area, as it does not currently function as so.

The SPD Open space provision on new housing developments, states that:- 'When we receive a planning application to redevelop green space for an alternative use we will undertake a green space assessment to determine the level of provision within the area. In some instances, material considerations may indicate approval for development on green space, in which case we will seek compensation in order to secure community benefit to outweigh the loss of the green space. As set out in Policy GS1, compensation could include on-site retention and enhancement, off-site replacement or financial contribution. In instances where the Council deem it appropriate to seek a financial contribution towards improvements of an existing facility nearby, the contribution will be calculated at £125,640 per hectare of green space that will be lost to development.'

Given the site is not and has not been functioning as part of the adjacent Greenspace for a significant length of time, and use of the site for residential development would not harm or compromise the existing adjacent Greenspace, then the loss of the site as Greenspace would not be significant and is justified. In this instance, the Council do not deem it appropriate to seek a financial contribution for the loss of the Greenspace, as it does not provide any current community benefit or function, therefore its loss will not be required to be compensated. The proposal is therefore acceptable when measured against Policy GS1 and the SPD – Open space provision on new housing developments.

Residential Amenity

Given the proximity of the site to residential dwellings, the consideration of the impact upon the adjacent dwellings is important. In terms of impacts to existing dwellings, there is a single dwelling adjacent to the site known as Park House, and other dwellings off Clear View which back onto the site. The submitted plans demonstrate the required separation distances of at least 21m between habitable room windows and 12m from neighbouring habitable room

windows to side elevations have been met or exceeded, in accordance with SPD 'Design of Housing Development', therefore the proposal should not cause any excessive overshadowing, loss of privacy or overlooking impact to existing dwellings mentioned. In terms of the amenities of the future occupants, the room sizes meet the requirements of the South Yorkshire Residential Design Guide. In terms of area of garden space, they all provide at least 60 sqm of garden area per unit.

Concerns have been raised with regard to the existing activity on site and general disturbance to the neighbouring dwellings. The issues raised mainly relate to the existing use on site and can be controlled by Regulatory Services, in terms of burning/fires and noise/statutory nuisance legislation. The Pollution Control Team have been consulted and have no objections subject to conditions. Any disturbance during construction can be minimised and working hours conditioned to avoid any significant disturbance to the neighbouring properties. The proposal is considered to be acceptable in terms of residential amenity and Policy POLL1 of the Local Plan.

Given the previous use of this site for machinery storage, the proposed residential use would be more compatible with the surrounding residential properties and would tidy up the site. Once constructed, it should not cause any significant disturbance or loss of amenity to the adjacent existing dwellings. The proposal is therefore acceptable in terms of residential amenity standards in accordance with policies GD1 and the SPD Design of Housing Development.

Visual Amenity

The proposed dwellings are set to the rear of existing dwellings off Clear View in a backland position so are not part of the Clear View street scene. The existing outbuilding will require some changes including the raising of the roof height and extension to building to provide sufficient amenity and height at first floor level. The proposed alterations are of an acceptable design, scale and appearance. The proposed dwellings are set at either side of the existing building in a linear nature and have features which would match the existing building to be converted, with pitched rooflines and matching materials.

The dwellings will be well screened by existing trees/planting along the boundary and will not be overly prominent from the surrounding Green Belt and Greenspace. The proposal is therefore acceptable in terms of visual amenity and will not harm the appearance of the industrial unit or the site as a whole in accordance with policy GD1 and D1 of the Local Plan.

Impact on Trees and Ecology

An Arboricultural Impact Assessment has been submitted in support of the application. From the tree survey findings, there are no significant conflicts with the proposed development and retained trees/hedgerows. The survey includes 5No. individual trees, 1No. tree group and 2No. hedgerows. All items were identified as low category 'C' material. The survey demonstrates that the proposal will not require the removal of any tree or hedgerow material within or immediately adjoining the site, though there will be a minor impact on hedgerow H8 which will need to be trimmed.

The proposed development provides opportunities for new planting within a landscaping scheme which will need to be submitted and can be conditioned, along with an AMS and Tree Protection Measures and a Tree Protection Plan so that the current vegetation can be adequately safeguarded during and beyond the course of construction. The proposal is therefore considered acceptable in terms of impact upon trees in accordance with the SPD Trees and Hedgerows and Local Plan Policy BIO1.

In terms of Ecology, an Ecological Impact Assessment and a BNG Metric have been submitted with the application. The report states that there is one national statutory designated site within 2km of the survey area, Carlton Marsh SSSI located 1km south southwest of the survey area. The development site lies within an SSSI impact zone but the proposed development does not require consultation with Natural England. The site is set adjacent to The Dell which is allocated as Greenspace and has a number of ecological features, such as a large pond and grassland/trees. The Ecology Officer has been consulted and has no objections to the proposal. There is one building present on the site, the old machinery store which is to be converted and extended into one unit. It comprises a brick-built structure with cavity walls that are in good condition and with a pitched roof covered with close-fitting cement tiles. This building is assessed to have a negligible potential for roosting bats.

The Biodiversity Net Gain assessment submitted in support of the application indicates there will be a loss of 1.17 habitat units (-81.78%) and a loss of 0.33 (-58.5%) hedgerow units as a result of the proposals. The applicant will need to demonstrate how a 10% net gain in habitat and hedgerow units will be achieved when applying to discharge the biodiversity gain plan. The proposals plan indicates this is unlikely to be possible on-site, and the applicant should look to purchase appropriate units from a habitat bank listed on Natural England's biodiversity gains site register, with preference given to registered habitat bank sites within the Barnsley MBC boundary.

As it appears that no significant habitats are being proposed on site, there is no requirement for a Habitat Management and Monitoring Plan to be conditioned if planning permission is to be granted.

The Ecological Impact Assessment (EcIA) report submitted indicates potential impacts on nesting birds as a result of the proposals and sets out precautionary measures to be adopted. The EcIA also includes recommendations for the installation of integral bat and swift boxes into the proposed dwellings, which is welcomed. These recommendations can be secured with a planning condition. The proposal is acceptable in terms of impacts to Ecology, subject to the relevant BNG and mitigation measures in accordance with Local Plan Policy BIO1.

Highways/Impact on PROW

The site is situated along Clear View, a residential street positioned within the north-eastern extent of Grimethorpe. Vehicular access to the site is gained via a private track between two residential properties (no.'s 34 and 35 Clear View). The access track is hard surfaced and has a width of just under 4.0m, this is substandard in terms of being able to accommodate two cars passing each other. The access forms part of Public Right of Way Brierley Footpath no.17 for approx. the first 20m into the site.

The site itself forms part of an overall larger site which is occupied by the former Welfare Hall along with a single dwelling (Park House) and outbuildings. The former Welfare Hall is now utilised as a shop selling angling supplies having previously been used as a children's day care nursery.

It is proposed to create 3no. dwellings within the site by erecting 2no. newbuild dwellings and also converting an existing storage building into a dwelling. This would result in the private drive access serving the maximum permitted number of 5 properties in total.

The Highways Officer has no objection to the proposal. Amended plans have been received which address some of the earlier concerns which include visibility splays, parking, waiting area, bin stores and fire appliance tracking.

The proposal is now acceptable in terms of highways safety and when measured against policy T4 of the Local Plan.

Conclusion

For the reasons given above, and taking all other matters into consideration, the proposal complies with the relevant plan policies and planning permission should be granted subject to necessary conditions. Under the provisions of the NPPF, the application is considered to be an acceptable and justified form of development, subject to the submission of a landscaping plan at reserved matters stage.

Recommendation – Approve subject to conditions