
2022/0125

Applicant: BMBC - Ms Sharon Sutton (Project Manager – Parks for People)

Fitting of defibrillator to the exterior wall of an outbuilding adjacent to the Millers Cottage (Millers Tea Rooms) (Listed Building Consent)

Worsbrough Mill Museum, Worsbrough Mill, Park Road, Worsbrough, Barnsley, S70 5LJ

Neighbour notification letters were sent to surrounding properties and a site notice placed nearby. No comments have been received.

Site Description

Worsbrough Mill Museum is located within a Country Park, off Park Road, approximately 3km to the South of Barnsley Town Centre. The site consists of a water powered corn mill constructed circa 1625 and a later 19th century engine mill, set in over 200 acres of Country Park including a 60 acre reservoir built in 1804. The two main buildings on the site are Grade II* listed and are constructed from deeply-coursed dressed sandstone with stone slate and Welsh Slate rooves.

The building in which this application relates is an outbuilding adjacent to Millers Cottages (Millers Tea Room). The building in question is a single storey structure located to the South of the Mill Complex and is similar in appearance to the other buildings on site being constructed from coursed sandstone with a stone slate roof. It has an irregular, somewhat rectangular, shape adjacent to an outdoor seating area to the West and a public footway running parallel to the building to the South separated from the path by a low-lying stone wall. There is a small opening on the Western façade which has since been boarded up.

Grade-II* listed Worsbrough Mill – Frontage and partial Rear facade:



Grade-II listed Millers Cottage:



Outbuilding (application site) and outdoor seating area:





Planning History

B/76/0119/WB – Erection of temporary reception centre and temporary (Historic)

B/82/1607/WB – Erection of disabled persons portable W.C. and sewage plant for wardens house and to re-site existing portable toilet unit (Historic)

2009/1231 – Erection of 3 no. timber clad composting toilet units and compound to Worsborough Mill Museum (Withdrawn)

2020/1299 – Alterations to Mill Cottage including replacement windows and doors and to Corn Mill including electric motor and new grain silo and external site works including re-grading of land for accessibility reasons and provision of storage container (Approved with conditions)

2020/1416 - Alterations to Mill Cottage including replacement windows and doors and to Corn Mill including electric motor and new grain silo and external site works including re-grading of land for accessibility reasons and provision of storage container (Listed Building Consent) (Approved with conditions)

Proposed Development

The application is seeking for the installation of a defibrillator attached to the Western-facing side elevation of the outbuilding, facing onto the outdoor seating area. The proposed defibrillator is an oval-shape with a total width of 440mm, a height of 625mm and a depth of 245mm or 285mm including the handle. The exterior sleeve of the cabinet is yellow in colour and made from Polyethylene with a green hinged polycarbonate door to the front. The defib will be located at mid-height level to the Northern end of the elevation with the base approximately 600mm above ground floor level.



Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The development plan consists of the adopted Local Plan and Joint Waste Plan. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Documents, which are other material considerations.

Local Plan

Policy GD1: General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

Policy D1: High Quality Design and Place Making – Development is expected to be of a high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

Policy HE1: The Historic Environment – We will positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley's historic environment, especially for those assets which are at risk.

Policy HE2: Heritage Statements – Proposals that are likely to affect known heritage assets or sites where it comes to light there is potential for the discovery of unrecorded heritage assets will be expected to include a description of the heritage significance of the site and its setting.

Policy HE3: Developments affecting historic buildings – Proposals involving additions or alterations to listed buildings should seek to conserve and where appropriate, enhance that building's significance.

Policy T4: New Development and Transport Safety – New development will be expected to be designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement.

NPPF

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. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

In respect of this application, the policies above are considered to reflect the 4th Core Principle in the NPPF, which relates to high quality design and good standard of amenity for all existing and future occupants of land and buildings. They also reflect the advice in paragraph 124 (general design considerations) and paragraph 130, which state that 'permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions'.

In relation to proposals affecting heritage assets, the following paragraphs are of particular relevance:

Paragraph 94 – In determining applications, Local Planning Authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Paragraph 97 - In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 101 - Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 102 – Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

In relation to proposals affecting Green Belt land:

Paragraph 149 - A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- 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;
- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;

e) limited infilling in villages;

f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and

g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would: – not have a greater impact on the openness of the Green Belt than the existing development; or – not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Consultations

Conservation Officer – The application is required due to the curtilage location that the defibrillator is planned to be attached to. The building is physically separate from the Mill Cottage and office buildings by a cobbled roadway and is not identified as being principally listed. However, the building is clearly historic being visible on the First edition O/S map. The development has been discussed with members of the FM team and Lynn Dunning, and we explored a number of locations for the defibrillator that would physically work (be connectable) and present the least visual intrusion, whilst being accessible and visible enough for members of the public to be aware of. Essentially, it is viewed that by satisfying those requirements will inevitably introduce some minor harm both directly in terms of the fabric of the building but also the setting of the mill. However, I suggest that this harm is not substantial and very much believe it is more than outweighed in the overarching public interest. Clearly, the location is popular with members of the public but is relatively remote and medical help could be difficult to access quickly. As such, it is accepted that the installation is justified but would request some specific conditions to ensure that the works are as minimally intrusive as possible and can be reversed when the opportunity arises. The recommended condition is in relation to the defibrillator being attached to the wall of the outbuilding via the joints between the stone only, and smaller detailing which will ensure that the original stone of the building is not damaged.

Ward Councillors – No comment

Representations

Neighbour notification letters were sent to surrounding properties and a site notice placed nearby. No comments were received.

Assessment

Principle of development

The application site is within the Green Belt. Local Plan Policy GB1 restricts development in the Green Belt which is considered to be inappropriate in the NPPF unless very special circumstances can be presented. The development is not in relation to the erection of a building or extension of existing building and is for the installation of a defibrillator which clearly brings some significant health and wellbeing benefits for the staff, customers and general users of the country park and facilities. As such, the development is largely to support the existing use of the area/park without changing its character or how it operates and is for an alteration that does not result in disproportionate additions over and above the size of the original building. It is therefore classed as an appropriate form of development in Green Belt planning policy terms.

The application is for Listed Building Consent for the installation of a defibrillator to one of the outbuildings located within the Mill Complex. The outbuilding in question is not individually listed but is located within the curtilage of the mill complex and forms a historic feature being visible from the earliest O/S map available to the LPA dating to 1895.

The application is BMBC-related application submitted and will be fulfilled by colleagues in Facilities Management.

Visual Amenity and Impact on Historic Environment

Given the nature of the application, the LPA has worked in close collaboration with the Conservation Officer who has also had prior involvement with the development prior to the submission advising colleagues in Facilities Management about the historic relevance and importance of the site and aiming to reduce the development's harm on the historic fabric of the area. As such, a number of locations on the site were discussed which would physically work (be connectable) and present the least visual intrusion whilst being accessible and visible enough for members of the public to see and be aware of. The chosen location is on the Western-facing elevation of an outbuilding which is not individually-listed and whilst it is historic, is arguably not what is historically important about the area/mill complex. Indeed, the main historic fabric of the area is made up by Worsbrough Mill itself to the North which is grade-II* listed and the Mill Cottage which is grade II listed. The outbuilding is not physically attached to either of these listed assets, with the proposed defib being located at a distance of 16m to the closest point of Mill Cottage and 27m from the closest point of the Mill.

Taking into account all of the locational requirements of the defibrillator such as being visible, accessible and connectable, and also the Historic Environment, it is considered that the proposed location presents the best option as it is not physically attached to any of the listed assets and is directly adjacent to an outdoor seating area which will aid visibility and knowledge. Additionally, the main access into the Mill complex is from the East given that the main car park is located off Sheffield Road. As such, naturally the main views into the site will be from the East, with the footpath sweeping from East to West before veering North towards the café and Mill itself. The defib is naturally screened behind the outbuilding and other buildings on approach to the Mill and Café. Whilst it is appreciated by the Conservation Officer that there will be some minor harm in installing the defib to the outbuilding, it is on a non-listed building and is arguably in the best possible location on the site. The defib itself is not large-scale measuring 450mm x 625mm, but by its nature is there to attract attention in the case of an emergency so is produced in bright colours to help it stand out on the facade of the outbuilding. Despite this, the defib is not a large or an overly intrusive addition to the external wall of the outbuilding and it is considered that the benefits of installing it in this location significantly outweighs the harm caused to the historic fabric of the outbuilding and the mill complex as a whole. This is further accentuated by the fact that the Mill and nearby Worsbrough Dam is in a fairly remote location, and is popular with walkers etc, thereby exacerbating the need for such in this particular location. This is in compliance with NPPF paragraph 102 in which there is less than substantial harm to a heritage assets, the harm should be weighed against the public benefits of the proposal. Clearly, the fitting of a defibrillator, by its very nature will bring several public benefits with the most pertinent including the potential for saving lives in the event of a medical emergency.

The Conservation Officer has not objected to the proposal, citing that the minimal harm is outweighed by the benefits of the scheme, however recommended that a condition should be attached to ensure that the original stonework of the outbuilding is not damaged. The condition refers to construction method techniques and ensuring that the defibrillator is attached to the wall via the joints between the stone only, and is not directly drilled into the stone itself. This ensures that the development is minimally intrusive as possible and can be reversed when/if the opportunity arises.

All in all, the proposed development serves a clear and vital need for users of the mill complex and extends between this to users of the nearby Worsbrough Dam and surrounding area. There is considered to be minor harm to the historic fabric of the mill complex which contains the Grade-II* listed Worsbrough Dam and the Grade-II listed Mill Cottage, but the development is on an outbuilding which is not listed or physically attached to either of these more important, individually-listed assets. The minor harm is considered to be significantly outweighed by the benefits presented by the scheme and is it considered to be in compliance with Local Plan Policy HE1 and HE3.

Impact on Residential Amenity:

The Council's mapping system indicates that there is a flat above Mill Cottage within the complex which has been consulted on the application. This is in close proximity to the proposed development, but given it is for a defibrillator which is not a noisy or disruptive feature and is very minor in size, will not have a detrimental impact of the residential amenity enjoyed by the flat on the complex. More widely, the site is fairly remote with no other immediate residential neighbours which would otherwise be impacted by the proposed development.

The proposed development is therefore considered to be in compliance with Local Plan Policy GD1: General Development and is acceptable in terms of residential amenity.

Impact on Highways Safety:

No impact on highways safety.

Conclusion

The application site relates to the Worsbrough Mill complex which contains the Grade-II* listed Worsbrough Mill and Grade-II listed Millers Cottage, alongside several other historic and more modern buildings. More specifically, the application site relates to an outbuilding located to the South of the Mill Complex with the proposed development relating to the installation of a defibrillator to the Western façade.

The Conservation has been involved with the proposed development at an early stage, prior to its submission and it is considered that the proposed location is the most appropriate as it allows for the required connectivity, is visual and is easy to access. Yet, it is not in direct view or attachment of the two individually-listed buildings on the Mill complex – the Mill itself and Millers Cottage. The main approach into the site is from the main car park to the North and the Western façade of the building where the defib will be located is not visible on the main approach to the site given the significant screening by the existing buildings. The defibrillator is fairly small in size but given the need for full visibility in the event of a medical emergency, is produced in bright colours to attract attention. As such, the Conservation Officer considers that there is minor harm to the Heritage Asset but this is substantially outweighed by the clear medical and health and safety benefits that the development would bring. NPPF paragraph 202 requires Local Planning Authorities to assess whether less than substantial harm to historic assets is outweighed by public benefits, which is clear in this case. The Mill, country park and Dam is popular with outdoor activities and the defibrillator will bring substantial medical public benefits to the wider area, alongside the users of the mill complex itself. The Conservation Officer has recommended a condition in reference to installation/construction techniques which will ensure that the stonework is not damaged and the work could be reversible with no overly visible sign to the historic stonework.

The Council's mapping system indicates that there is a residential flat on the Mill complex site, above Millers Cottage, but the proposed development is not a noisy or disruptive use and the impact on the residential flat will be very negligible – if any impact at all.

The proposed development is considered to be in compliance with Local Plan Policies GB1, GD1, D1, HE1, HE3 and T4 and is recommended for approval with conditions.

Recommendation

Approve subject to conditions