

Application reference number	2025/0497
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Application Type	Full Planning Application
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Proposal Description:	Roof replacement works and internal refurbishment including layout alterations to the existing library and reconfiguration of existing car parking with the formation of a new lay-by off the High Street.
Location:	Penistone Library, High Street, Penistone, S36 6BR

Applicant	Mr Ben Taylor (BMBC)
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Number of Third Party Reps	12 representations have been received	Parish:	Penistone
		Ward:	Penistone West Ward

SUMMARY

This application is before Members as the Council is the applicant

The proposal seeks full planning permission for external alterations to the existing building, including roof replacement and reconfiguration of the existing car park as well as the formation of a new lay-by to the front. The proposal also includes minor internal alterations/refurbishment. The proposal is considered to be acceptable in policy terms as the primary use of the building will remain the same and the proposals primarily relate to the improvement of the existing design and layout of the site. As such the proposal is considered to be an acceptable and sustainable form of development in line with paragraphs 7 and 8 of the National Planning Policy Framework (NPPF, 2023).

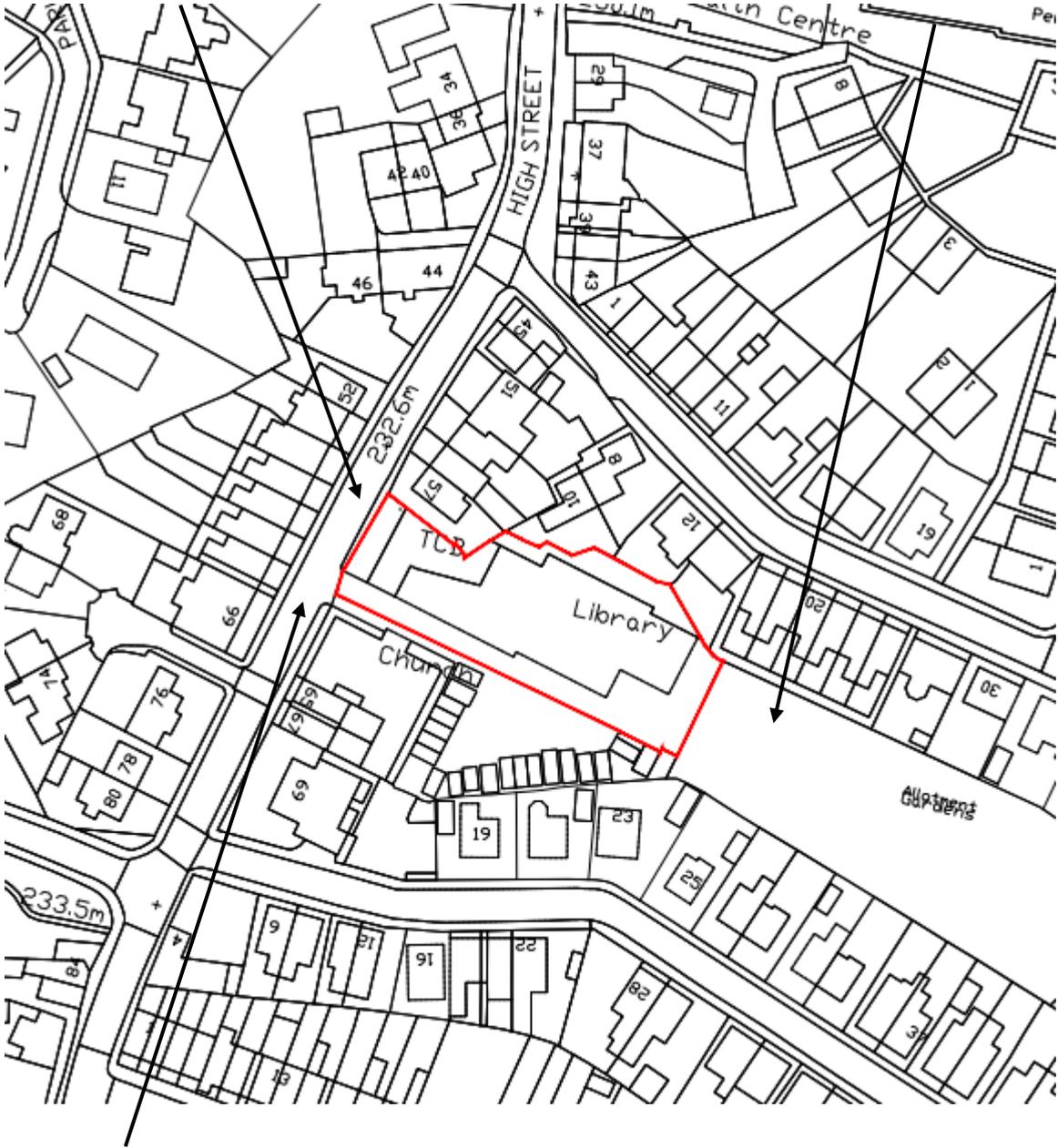
The report demonstrates that any harm generated by the proposal is outweighed by other material planning considerations. The development would not cause an unacceptable level of harm to neighbouring properties, the highway network or character of the conservation area subject to suitably worded conditions.

Recommendation: **GRANT Planning Permission subject to conditions.**

Site Location

Application site

Allotments to the rear / East.



High Street

Site Description

Penistone Library is a BMBC owned public library located on High Street in Penistone. The library is a post war building positioned in a large plot between residential dwellings to the west and St. Andrews Church to the east. The plot is quite large and features a single disabled parking bay outside the front elevation. Additional space between the front elevation and the highways appears to be utilised as an informal parking area. There is additional parking at the rear of the library.

The library is situated approximately midway along High Street, which starts at the junction of Park Road and Market Street. Progressing beyond Park Road, High Street progresses into a busy road dominated by residential dwellings, interspersed by small retail, commercial, and community premises such as the library and church. High Street ends at the Junction of The Green and Green Road.

Proposed Development

The proposed development relates to internal and external alterations to improve the design and layout of the building and car parking areas. The site lies within Urban Fabric and is also within the Penistone Conservation Area.

The alterations to the building comprise the following:

- The replacement of the existing roof with a similar flat roof style roof with new UPVC fascias.
- Replacement of the glazing on the frontage/entrance with new aluminium curtain wall glazing
- Reduction of the existing chimney to be capped off.
- New galvanised steel mesh cage installed around the existing air source heat pump.
- Widening the existing ramp access for accessibility purposes

The alterations to the external area comprise the following:

- New layby tarmac area to the front including additional dropped kerbs and the relocation of the existing disabled bay.
- Reconfiguration of the car park at the rear including resurfacing and installation of EV charging points.
- Installation of cycle and pram shelters
- Wildflower planting

Proposed site Layout:

Site Description

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Relevant Site History

<i>Application Reference</i>	<i>Application description</i>	<i>Status</i>
2022/1310	Erection of 'Long bench sheep sculpture'	Approved 13.02.23
B/04/1537/PU	Alterations to entrance façade and erection of security fencing	Approved 07.09.04

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 identified as Urban Fabric within the Local Plan and also falls within the Penistone Conservation Area, as such the following policies are considered to be relevant to this application:

Policy SD1: Presumption in favour of Sustainable Development – States that proposals for development will be approved where there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the

current or future use of neighbouring land. Policy GD1 below will be applied to all development.

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. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land.

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 T3: New Development and Sustainable Travel – New Development is expected to provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people set out in the relevant Supplementary Planning Document.

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.

Policy HE1: The Historic Environment – States that development which affects the historic environment and Barnsley's heritage assets, and their settings will be expected to protect or improve the character and/or appearance of Conservation Areas and Listed Buildings.

Adopted Supplementary Planning Documents relevant to this application:

- Parking (adopted Nov 2019)

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. NPPF policy of relevance to this application includes:

Paragraph 8 of the NPPF states that:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 39 of the NPPF states that:

Local planning authorities should approach decisions on proposed development in a positive and creative way. Decision-makers at every level should seek to approve applications for sustainable development where possible.

Paragraph 96 of the NPPF states that:

Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of well-designed, clear and legible pedestrian and cycle routes, and high quality public space, which encourage the active and continual use of public areas; and

c) enable and support healthy lives, through both promoting good health and preventing ill-health, especially where this would address identified local health and well-being needs and reduce health inequalities between the most and least deprived communities – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

Paragraph 115 of the NPPF states that:

In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;

b) safe and suitable access to the site can be achieved for all users;

c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and

d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach.

Paragraph 116 of the NPPF states that:

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

network, following mitigation, would be severe, taking into account all reasonable future scenarios.

Paragraph 131 of the NPPF states that:

The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 135 of the NPPF goes on to state that:

Planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 210 of the NPPF states that:

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 219 states that:

Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the

setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Relevant Consultations:

Biodiversity:

No objections have been raised with regard to the proposed development. Suitable roost assessments and emergence surveys have shown there is no bat roost at present and as such development could commence without the need for any protected species mitigation licence. The Biodiversity Officer has requested the scheme provide further ecological enhancements such as bat/bird boxes and this will be secured via condition.

Highways DC:

Highways Development Control raised no objection to the principle of the development, particularly the improved parking arrangements and introduction of a lay-by. However, further clarification was sought with regards to manoeuvring in/out of the lay-by. Tracking has been provided which demonstrates that vehicles can access and egress satisfactorily and therefore Highways raise no objection to the proposal subject to conditions.

Conservation Officer:

The Conservation Officer does not consider the existing building to contribute positively to the value of the Conservation Area. Given the minor alterations proposed the proposal will have little to no impact on the Conservation Area and no objections have been raised.

Pollution Control:

No objections subject to condition with regard to time restrictions on construction activities.

Ward Councillors:

No comments received.

Penistone Town Council:

No comments received.

Representations

Neighbour notification letters were sent to the surrounding properties, a site notice was placed nearby and a press notice placed in a local newspaper.

12 representations were received. The representations raised the following issues:

- Concerns with regards to privacy
- Access to the garages
- Access to the allotments.
- Increased traffic / road and pedestrian safety

Assessment

The main issues for consideration are as follows:

- The acceptability of the proposal in principle
- The impact on the character of the Conservation area
- The impact on neighbouring residential properties
- The impact on the highway network and highways safety
- The impact on the ecology of the site

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

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

Principle of development

Penistone Library is an established and well-used community facility within the defined urban area of Penistone. The proposals are limited to external/design and layout alterations and will not change the use of the premises.

As such, the proposals are acceptable in principle, subject to meeting other development plan policies in relation to the design and impact on the conservation area, residential amenity, highways safety and impact on ecology. This weights significantly in favour of the development.

Visual amenity and impact on the character of the Conservation Area

Policy HE1 of the Local Plan states that development which affects the historic environment and Barnsley's heritage assets, and their settings will be expected to protect or improve the character and/or appearance of Conservation Areas and Listed Buildings.

Policy D1 states that Development is expected to be of high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and features of Barnsley including heritage and town scape.

The application site lies within the Penistone Conservation Area. The building itself is of limited architectural interest and does not contribute positively to the conservation area. The existing building is a single storey building built with dark coloured bricks and has a flat roof. The frontage is largely glazed with double doors which create the entranceway to the library.

The general design and form of the building will be retained. The existing roof will be replaced with an almost like-for-like flat roof with white UPVC fascias and the other minor alterations to the building will have a limited visual impact and will not cause harm to the character of the Conservation Area.

The proposed changes to the external layout and parking formation will help improve accessibility and are therefore welcomed. These changes would not introduce any harm to the Conservation Area.

The proposed alterations will not significantly improve the character and appearance of the Conservation Area nor will it cause harm as such the Conservation Area will be protected in accordance with policy HE1 and D1 of the Local Plan. Overall, the proposal will have a neutral impact which weighs moderately in favour of the development.

Residential Amenity

Policy GD1 states that proposals for development will be approved if:

- There will be no significant adverse effect on the living conditions and residential amenity of existing and future residents;

To the rear of the library is an existing concrete slab, previously covered and enclosed by a roller shutter door. This structure has been removed, increasing visibility towards properties to the north along Victoria Street. It is proposed that this area be incorporated into a small rear parking area comprising 12 spaces.

The library does not operate during unsociable hours, and the modest scale of the parking provision means it is unlikely to generate significant noise or disturbance. Furthermore, this area is already used for parking, and the proposed increase is minimal. Pollution control have not raised any concerns with regards to noise or disturbance.

A new 1.8m high close-boarded timber fence is proposed along the boundary with properties on Victoria Street, which will screen rear gardens and preserve privacy.

Alterations to the parking layout at the front of the library, including a new lay-by, will improve drop-off and pick-up arrangements and reduce the need for on-street parking. This is expected to positively affect residential amenity, particularly for properties along High Street. In summary, the proposals are not considered to harm residential amenity and are compliant with Policy GD1. This carries significant weight in favour of the development.

Highway Safety

Policy T3 of the Local Plan states that new development will be expected to be designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists.

Policy T4 of the Local Plan states that new development will be expected to be designed and built to provide all transport users within and surrounding the development safe, secure and convenient access and movement.

Whilst the existing use will be retained on the site, it is within a sustainable location close to public transport. The proposal will introduce the provision of cycle shelters and pram shelters to encourage walking and cycling. Minor amendments have been made to the plans to ensure there is adequate space around the disabled parking bay.

The parking areas have been designed to ensure there is suitable manoeuvrability for vehicles and this has been demonstrated by vehicle tracking to show the movements required to access/egress. Highways DC have raised no objections to the proposals and support the increased parking provision and EV charging subject to conditions.

Overall, the proposal meets the requirements set out in policies T3 and T4 of the Local Plan and would not cause harm to highways safety. This weighs significantly in favour of the development proposals.

Impact on Ecology

Policy BIO1 of the Local Plan states that development will be expected to conserve and enhance the biodiversity and geological features of the borough by protecting and improving habitats and species, maximising biodiversity and geodiversity opportunities in and around new developments and encouraging provision of biodiversity enhancements.

The site is exempt from the national mandatory biodiversity net gain requirements under the de minimis exemption as it does not impact a priority habitat and impacts less than 25sqm of on-site habitat and doesn't impact any linear hedgerows.

The application has been supported by a preliminary bat roost assessment and bat emergence survey report detailing the findings of an inspection of the building for signs of bat use and to determine the buildings potential to support roosting bats and a subsequent emergence survey to determine the presence/likely absence of a bat roost. The building was assessed as having a low potential to support roosting bats and the emergence survey did not record a bat roost as present. It has therefore been concluded that roosting bats are likely to be absent and that the proposed works can proceed without the need of a protected species mitigation licence.

Recommendations set out within the report include precautionary works to be adopted during construction works in relation to bats and the installation of a suitable bat box. Such recommendations can be secured by way of a planning condition to secure suitable ecological enhancements in accordance with policy BIO1 of the Local Plan.

The proposal also includes wildflower planting to the grass strip to the north of the site, this is welcomed and will have some positive biodiversity benefits.

Overall, the proposal is not considered to harmfully impact ecology or biodiversity and suitable enhancements will be secured via condition. Therefore the proposal fully accords with policy BIO1 of the Local Plan and this weighs significantly in favour of the development proposals.

Representations

Several representations have been received, particularly concerning the configuration of the parking arrangements to the rear of the site and the potential impact on access to the allotments located to the east.

The main access to the allotments is situated on the eastern side, off Wilson Avenue. While it is acknowledged that some allotment users may have informally accessed the site via the Library side in the past, there is no formal public right of way through the Library site. This has been confirmed by the Council's Estates Team.

The proposed parking arrangements between the Library site and the allotments will not result in a significant change. Vehicles already park in this location and currently obstruct the informal access route. Therefore, the proposals are not considered to materially worsen the existing access situation.

It should also be noted that, as the access in question is informal and not a designated public right of way, the applicant would be within their rights to erect a fence or wall along the boundary, at any point, without requiring planning permission.

Other representations include loss of privacy and increased traffic. These considerations have been discussed and addressed above, the proposal is fully policy compliant and is acceptable in these respects.

PLANNING BALANCE & CONCLUSION

In accordance with Paragraph 11 of the NPPF (2024) the proposal is considered in the context of the presumption in favour of sustainable development. The proposed external alterations and layout changes to Penistone Library have been assessed against relevant policies of the Barnsley Local Plan and NPPF and are considered to be in full accordance.

In terms of design and heritage impact, the proposals will retain the existing form and character of the building, with minor alterations that will not detract from the significance of the Penistone Conservation Area.

The proposals are not considered to result in any significant harm to residential amenity. The modest increase in parking provision, the installation of boundary fencing, and improvements to drop-off/pick-up arrangements will help maintain privacy and reduce potential disturbance.

From a highways perspective, the site is sustainably located and the proposed layout has been designed to ensure safe and efficient access and movement. The inclusion of cycle and pram shelters, EV charging points, ensure compliance with policies T3 and T4 of the Local Plan.

The ecological impacts have been appropriately assessed through bat surveys, which confirm the likely absence of roosting bats. Precautionary measures and biodiversity enhancements, including the installation of a bat box, will be secured via condition.

Overall, the development is considered to be in accordance with the relevant policies of the Local Plan. The benefits of the scheme, including improved accessibility, enhanced facilities, and ecological enhancements, clearly outweigh the limited/neutral impacts.

Having balanced all material planning considerations, and noting that the objections have been addressed within this report, the proposal is considered to represent a sustainable form of development and is recommended approval, subject to conditions.

RECOMMENDATION

GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT SUBJECT TO THE CONDITIONS BELOW:

CONDITIONS/REASONS

01. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.

REASON: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.

02. The development hereby approved shall be carried out strictly in accordance with the amended plans and specifications as approved unless required by any other conditions in this permission:

- Proposed Site Plan – Drawing Ref P12 Rev P2 – Amended 13.08.25
- Proposed Elevations – Drawing Ref P16 Rev P3 – Amended 13.08.25
- Proposed Floor Plan – Drawing Ref P14 Rev P1
- Proposed Highways Works – Drawing No. AMA-23124-S278-C-0001 Rev P02

REASON: To ensure that the development is carried out in accordance with the application as approved.

03. Upon commencement of development, a scheme for biodiversity enhancement, such as the incorporation of permanent bat roosting feature(s) shall be submitted to and agreed in writing with the Local Planning Authority. The approved details thereafter shall be implemented, retained and maintained for their designed purpose in accordance with the approved scheme.

The scheme shall include, but not limited to, the following details:

- i. Description, design or specification of the type of feature(s) or measure(s) to be undertaken;
- ii. Materials and construction to ensure long lifespan of the feature/measure
- iii. A drawing(s) showing the location and where appropriate the elevation of the features or measures to be installed or undertaken.
- iv. When the features or measures will be installed within the construction, occupation, or phase of the development.

REASON: In the interest of ecological and biodiversity enhancements in accordance with policy BIO1.

04. The development shall be completed in line with the recommendations in the Bat Emergence Survey Report (report ref: ER-7396-03, 15/08/2025) and the conditions of the planning permission. All the recommendations shall be implemented in full according, unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure species are protected in accordance with Policy BIO1.

05. Before the development is brought into use, that part of the site to be used by vehicles shall be surfaced in a bound, solid material and adequate measures shall be so designed into the proposed access to avoid the discharge of surface water from the site on to the highway.

REASON: To ensure adequate provision for the disposal of surface water and to prevent mud/debris from being deposited on the public highway and to prevent the migration of loose material on to the public highway to the detriment of road safety.

06. During construction or demolition works, activity shall only take place 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

REASON: To reduce or remove adverse impacts on health and the quality of life, especially for people living and/or working nearby, in accordance with Local Plan Policy POLL1

The above objections, consideration and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.