
2018/0839

Applicant: Mr Adam Ryall-Waite

Description: Retention of temporary toilet building with access balcony and disabled ramp

Site Address: Worsbrough Mill Museum and Country Park, Park Road, Worsbrough Bridge, Barnsley, S70 5LJ

No objections 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 roofs.

The structure subject to the application is already in situ given that it was approved for a temporary period under application 2010/0617. The toilets are located to the east of the mill buildings and adjacent to the access road. The site is set lower than the adjacent mill cottage and is immediately adjacent to a small garden area. The site is enclosed by a mature hedge on the Western boundary, adjacent to the roadway, and mature woodland to the North, East and South.

Proposed Development

The applicant seeks permission to retain the prefabricated toilet block (8.6m (L), 3m (W) & 2.7m (H)) containing separate ladies, gents and disabled facilities. The external walls of the building are plastic coated galvanised steel finished in a mushroom colour. Windows are square cornered aluminium with tinted double glazing and powder coated heritage green.

In order to easily access the building an external ramp and balcony, constructed from timber, is in situ. Surrounding the building there is a hedge to the West and a post and rail fence enclosing the remaining three sides.

Policy Context

Planning decision 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 Core Strategy and saved Unitary Development Plan policies. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations.

The emerging Local Plan has now reached a very advanced stage with a consultation on main modification to the plan commencing in July 2018. The consultation follows confirmation from the Local Plan inspector that the plan is capable of being found sound. This by no means represents the Inspectors overall judgement, which will not be known until the final report is issued and the examination closes. However, it does mean increasing weight can be given to the policies contained within the document although, in accordance with paragraph 48 of the NPPF, the extent of this will depend on:

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given) and;
- The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF (the closer the policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given).

By virtue of the fact the policies have been tested at examination, they have been scrutinised in relation to their degree of consistency with the NPPF and it is therefore highly likely that they are sufficiently compliant. However, it will not be possible to conclude whether many of the objections have been resolved until the inspector has considered the responses to the consultation on modifications and the final report is published. The extent to which weight can be attributed to the Local Plan policies will therefore vary on a case by case basis taking into account the relevant policies and the significance of any unresolved objections.

Saved UDP Policies

BE6D 'Temporary Structures' - on sites visible from highways and public areas, portable and demountable buildings and those in short life materials will only be given a temporary permission, not exceeding five years, and then only in exceptional circumstances where it can be shown that a building in permanent materials is either not suitable, or that urgent accommodation is needed pending the completion of a permanent structure.

Core Strategy Policies

CSP 26 – New Development and Highway Improvement – New Development will be expected to be designed and built to provide safe and secure and convenient access for all road users.

CSP 29 – Design – High quality development will be expected.

CSP 30 – The Historic Environment – 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 Listed Buildings.

CSP 34 – The Protection of Green Belt – In order to protect the countryside and open land around built up areas the extent of the Green Belt will be safeguarded and remain unchanged.

CSP 40 – Pollution Control and Protection – We will not allow development of new housing or other environmentally sensitive development where existing air pollution, noise, smell, dust, vibration, light or other pollution levels are unacceptable and there is no reasonable prospect that these can be mitigated against.

Emerging Local Plan

Allocation : Green Belt

Policies of relevance:

Policy GD1 – General Development
 Policy HE1 – The Historic Environment
 Policy GB1 – Protection of Green Belt

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 paragraph 145 is of relevance which states;

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.

Paragraph 190 is also relevant which states; Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Consultations

Conservation Officer – No objections

Drainage – No objections

Policy – No objections

Tree Officer – No objections

Regulatory Services – No objections

Ward Members – No comments

Representations

None

Assessment

Principle of Development

The building already exists and, despite being within the Green Belt, was previously granted planning permission under application 2010/0617 as the toilet units provide facilities for outdoor recreation (in relation to school trips to the Country Park, Reservoir and Mill) which is an acceptable use in the Green Belt. The previous application was approved under PPG 2 which has since been superseded by the NPPF and the recently revised NPPF, however, that wording has been carried forward into the currently adopted document, as such, the principle remains.

It is acknowledged that saved UDP policy BE6D 'Temporary Structures' states that on sites visible from highways and public areas, portable and demountable buildings and those in short life materials will only be given a temporary permission, not exceeding five years. However, in this case the temporary building has been sensitively placed and is not easily visible from the main highway. Given its provides an important functional use that benefits visitors to the Museum and Country Park it is therefore considered acceptable in principle subject to the assessment of visual amenity, residential amenity and highway safety.

Visual Amenity

As mentioned above, the building is located within close proximity to historically important listed buildings and within the Green Belt. The site is located to the East of the buildings and on a lower level than the mill cottage. It is located adjacent to the access road into the Mill site but is separated by a mature hedge. The building is located within close proximity to the hedge, which is approximately 2 metres in height, and as the building is flat roofed with a maximum height of 2.7m, views are very limited. In addition to the hedge, the remaining three boundaries of the proposed site are bordered by mature woodland which provides a green backdrop to the proposed building and also limits views from Worsbrough FC sports ground to the East.

The main walls of the building are plastic coated in a mushroom colour with Heritage Green windows. The walls reflect the colour of the stone used on the mill and help the building assimilate with the woodland and surrounding nature reserve. As with the previous 2010 permission, buildings of this nature are generally granted for a temporary period in case they fall into disrepair; however, the building has been in situ for 8 years and is well maintained. The Conservation Officer is also satisfied that the development does not harm the character or appearance of the adjacent listed buildings, in fact its impact has lessened over the years as the vegetation has grown around it.

Furthermore, the building could easily be removed and the land restored in the future with no lasting effect on the historic buildings or the surrounding Green Belt. Therefore, the building

harmonises with its surroundings and does not result in a visually intrusive, or dominant, feature to the detriment of visual amenity. Nor does it adversely affect the special architectural or historic interest character of the listed buildings.

Residential Amenity

The building is sufficient distance from neighbouring properties not to impact on residential amenity.

Highway Safety

The proposal does not impact on the existing access or parking facilities.

Summary

It is considered that the relatively modest size of the building, the proposed external finish and the non prominent position ensures the historic character of the surrounding Mill site and the openness of the Green Belt are retained, even if the permission for the building is made permanent, in accordance with CSP 29, CSP 30, CSP 34 and the NPPF.

Recommendation - Grant subject to conditions:-

- 1 The development hereby approved shall be carried out strictly in accordance with the plans and specifications as approved unless required by any other conditions in this permission.
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.
- 2 The existing boundary hedge to the South West of the building shall be permanently retained for the lifetime of the development.
Reason: In the interests of the visual amenities of the locality in accordance with Core Strategy Policy CSP 29 'Design'.

PA Reference:-

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BARNSELY MBC - Regeneration & Property

Service Director: David Shepherd
Westgate Plaza One, Westgate
Barnsley, S70 9FD
Tel. (01226) 772621



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