SUPPORTING PLANNING STATEMENT

FEBRUARY 2012

PROPOSED NEW SUPERSTORE WITH ASSOCIATED PETROL FILLING STATION, CAR PARKING, ACCESS, SERVICING AND LANDSCAPING

NEW STREET
BARNSLEY

on behalf of:

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1. INTRODUCTION

1.1 As lead consultant, RED Property Services have prepared this Planning Statement on behalf of their client, Barnsley Retail Partnership. It accompanies a detailed planning application for a new superstore with associated petrol filling station, car parking, access, servicing arrangements and landscaping on a site bounded by New Street, Wood Street, Heelis Street and Westway in Barnsley.

1.2 This Statement describes the proposals and examines the planning issues which they raise. In promoting the proposed use our client appreciates that due regard must be given to a number of relevant policy considerations.

1.3 The general approach to, and content of, this application has been discussed with Senior Officers of Barnsley Metropolitan Borough Council on a number of occasions prior to its submission. These discussions have influenced the evolution of the scheme into its final form and the supporting information accompanying the application. In promoting the proposed uses our client appreciates that due regard must be given to a number of relevant policy considerations.

1.4 In addition to pre-application discussions with Officers throughout the design process, the applicant has presented the scheme on two occasions to the Barnsley Design Review Panel. The Panel is independent of the Council and its Members have had the opportunity to make comments and design recommendations relating to the proposed scheme. These have been supplied as written recommendations, the contents of which are discussed in more detailed in Section 4. The comments received through this process have influenced the evolution of the scheme's design.

1.5 In addition, consultation with Council Members, key stakeholders and local interest groups has also taken place throughout the design process culminating with a special consultation event prior to the public consultation exhibition. This event was held on Thursday 5th January 2012 at The Core and gave Members, key stakeholders and local interest groups the opportunity to view the proposed scheme prior to submission and to discuss the proposals with the Design Team.

1.6 The applicant has also recognised the value of involving the public within the planning process. Prior to submission of the application a public consultation event was held on the Friday 6th January 2012 at The Core. The event was advertised in the local press. Members of the public and other interested parties were invited to view the proposed plans and ask questions about them or any other related matters. We provide a more detailed overview of the approach adopted in undertaking such a consultation and the general response that was received from the public later in Section 4 of this document.

1.2 Our pre-application dialogue has enabled us to agree a full list of documents which accompany this application. These include:

- Design & Access Statement, prepared by scheme architects, Michael Hyde and Associates;
- Transport Assessment, prepared by CBO Transport;
- Geo-environmental Report, prepared by RoC Consulting;
- Flood Risk Assessment, prepared by RoC Consulting;
- Drainage Statement, prepared by RoC Consulting;
- PPS4 Assessment and Sequential Assessment, prepared by ID Planning;
- Noise Report, prepared by Echo Acoustics;
- Air Quality Report, prepared by REC Ltd; and
- Sustainability Statement, prepared by REDS.

1.7 The application is also supported by a full set of plans and drawings which include layouts, elevations and visuals prepared by the scheme architects, Michael Hyde and Associates.

1.8 The remainder of this statement:

- Provides context and describes the site and its surroundings;
- Outlines the proposals;
- Outlines the pre-application consultation that was undertaken;
- Assesses the proposals against the Development Plan framework and relevant National and local policy guidance;
- Provides a more detailed analysis of the main planning considerations; and

- Concludes by summarising the main points raised in this document.

2. DEVELOPMENT CONTEXT

THE SITE

2.1 This application concerns a site situated within the urban area of Barnsley which is bounded by New Street, Wood Street, Heelis Street and Westway. The site covers an area of approximately 2.87 hectares and is located within the 'Southern Development Area' of the Barnsley town centre 'Community Area' boundary.

2.2 To the west of the application site is an NHS medical centre and beyond this a Morrison's supermarket with associated petrol filling station. To the south and east are areas of residential development. The partially constructed City Reach apartment block is located to the north-east and the primary retail area of Barnsley Town Centre is to the north. For information, a general Site Location Plan is appended at Appendix 1.

2.3 This site is previously developed 'brownfield' land, which is partially in use for industrial and commercial uses, comprising large scale buildings, open storage, car parking and a temporary car wash. Within the site there are also various areas of vacant land.

2.4 The area surrounding the site is characterised by a mix of industrial, commercial and residential buildings. The area to the north of the application site is the main shopping area of Barnsley Town Centre. Westway, the ring road, borders the site to the north. Vehicular access to the site is via a signalised junction with Westway and there are a series of pedestrian crossings connecting the site and the Morrisons food store to the retail uses to the north. The site is highly accessible due to its connectivity to the existing local road network and proximity to public transport.

2.5 There are distinct level changes across the site from the lowest point at the New Street/Westway junction up to the highest point at the south eastern corner.

2.6 A more detailed site description, including photographs of the existing site, is included within the supporting Design & Access Statement, prepared by Michael Hyde & Associates.

3. THE PROPOSALS

3.1 The preliminary sub-sections of this Statement have already touched upon the content of the proposed development. The application proposes a standalone food store, together with associated car parking, petrol filling station and new access and servicing arrangements. The Proposed Site Layout Plan (main store level) is appended (Appendix 2).

3.2 It is intended that high standards of architecture, sustainability and energy efficiency, urban design and landscaping will be utilised/employed to ensure that the proposal is integrated into the site and its locality, within the defined area of Barnsley Town Centre.

The Store

3.3 The proposal includes the creation of a 6,596m² net (8,859m² gross internal) superstore (Use Class A1). The new food store will be a modern, contemporary facility with careful consideration of scheme details ensuring that an operator's normal requirements are harnessed in such a way as to reflect the specific circumstances of this site. It is proposed that a national food retailer will operate the food store. The Design & Access Statement provides further details of the building, the evolution of its design (through discussions with Officers and the retailer's team) and materials etc.

3.4 The planning application forms confirm the net retail floorspace of the proposed superstore as measuring 6,596 m². In line with the definition of a superstore in PPS4 (Annex B), the proposed store would sell a range of convenience and comparison goods. The former would occupy the majority of the sales area and would include, deli ranges, hot and cold food counters, fish counters and a bakery. The net floorspace figure does not include the atrium café, home delivery area, staff parking area, service yard, storage area, offices, circulation space, lobby, toilets, customer services and general back of house space.

3.5 The store itself will be constructed over two levels, with an entrance at ground floor level and the main store at first floor. The store will include a café of c. 315m² at an upper mezzanine level. A more detailed breakdown of the various components listed above is identified in the schedule of floor areas in Appendix 3.

3.6 The new atrium entrance to the foodstore creates a focal point for the design. It is intentionally positioned at the lower end of New Street with access via a new public space adjacent to the Westway crossing, thereby emphasising and reinforcing the connection to the Town Centre. An extensively glazed atrium will create transparency between internal and external spaces and provide views over the town. This links to an over-sailing roof structure and cafe space which create a distinctive frontage and viewpoint as well as creating some cover for the public piazza below.

Positioning

3.7 The positioning of the retail unit makes maximum advantage of the sites existing topography, by minimising its potential physical presence and limiting its possible impact upon neighbouring properties. The sloping site will assist with this by providing the opportunity to set the store at a low level in relation to the southern and eastern boundaries which will allow long distance sight lines to be maintained. The topography will naturally assist with the enclosure and screening of service yard, car park and petrol filling station (PFS) functions.

Petrol Filling Station

3.8 A six pump island petrol filling station is proposed to the south west corner of the site, behind the main structure of the store building.

Servicing

3.9 Appropriate service facilities are provided at the rear of the food store at store level, but well screened from all surrounding areas. A part covered service yard is located to the south of the unit, and a service access road is located from New Street. The service yard will be elevated above the car park, accessed from New Street, but as a result of the development being 'dug in' to the site, the service yard will sit below adjacent street levels and will be naturally screened from adjacent residential properties. Notwithstanding this, the service yard has been positioned as far north as possible to maximize the spacing from adjacent residential properties.

Car Parking

3.10 The accompanying Transport Assessment (prepared by CBO Transport) comments on the application in terms of its impact on the highway network and the provision of car parking spaces. A total of 526 parking spaces are provided within the immediate demise of the proposed food retail unit, this includes 484 standard spaces, 23 disabled spaces, and 19 parent and toddler spaces. 50 cycle spaces are also

proposed. The car parking will be developed to 'secured by design' standards with generous headroom and an open and airy environment. Trolley bays will be distributed throughout the car park and special needs parking will be focused on the area nearest to the foodstore and town centre access points. Existing pedestrian routes across the width of the site have been maintained to allow nearby residents to filter through the site using existing desire lines to reach the town centre.

Access and Linkages

3.11 The main vehicular access is from New Street, the physical and operational detail of which are fully described in the accompanying Transport Assessment. The proposed development incorporates improved pedestrian crossing facilities and footways etc. so as to create better linkages between the carpark and the foodstore and the Town Centre as a whole.

3.12 A meaningful relationship is to be created between the site and the Town Centre by creating positive new and enhanced existing links. Views from the main pedestrian streets will be focused on the key public parts of the foodstore and the main circulation areas, café and entrance to the new food store will connect visually and physically with the wider Town Centre.

Landscaping

3.13 The store's main entrance is located close to Westway and the adjacent main shopping area of the Town Centre. Careful positioning of the entrance has allowed for an important area of landscaping in the form of an informal public square. The applicant has recognised the significance of improving and enhancing this space so as to encourage public use of the square itself and also introduce an area of carefully considered landscaping, balanced between 'hard' and 'soft' features.

3.14 The scheme also includes further hard and soft landscaping in and around the perimeter of the site. The landscaping within the application site helps to soften the local impact of the proposed buildings and create more attractive frontages to the Town Centre. The spaces within the development have been designed to create an attractive and welcoming environment, which encourages the use of the public spaces. The overall design and detailing of the proposal represents a high quality statement which will make a positive contribution to the local environment. An urban landscape buffer will be created to West Way, enhancing the street scene and continuing the principles set by the adjoining Morrisons site.

Materials

3.15 'Green' technology and materials will be utilised where appropriate to create an environmentally responsible building which will be constructed to BREEAM 'Very Good' standards. The main building will reflect the operators 'eco-store' specifications and will incorporate timber, natural heating and lighting through appropriate use of glazing, sun pipes and wind catchers.

3.16 It is the intention that the proposed materials will strike a balance between practicality and robustness and issues of maintenance and economy, ensuring that the new store is of a scale and appearance that is appropriate to its edge of town centre location

Summary

3.17 In summary, the form and layout of the food store has been focused upon its role as a strong anchor for the Town Centre. Consequently, particular attention has been paid to its physical and visual integration. The overall layout and design of the proposed superstore is directed at achieving an attractive modern building on the Westway frontage encouraging strong interaction with the central shopping area both visually and in functional terms. The level changes across the site and the raised store help screen the service yard to the rear and the customer car park.

4. PRE-APPLICATION CONSULTATION

4.1 Extensive pre-application consultation has been undertaken with relevant consultees (statutory and non-statutory), Barnsley Metropolitan Borough Council and more recently the local community and other interested groups. The responses received have guided the development of the proposals.

4.2 Barnsley Council's adopted 'Statement of Community Involvement' (SCI) forms part of the Local Development Framework (LDF). It sets out how the council will involve all sectors of the community in the evolution of new planning policy and development of application proposals. The Council's SCI was formally adopted in September 2006 and Appendix 4 covers pre-application consultation on large development. It recommends that pre-application consultation should be conducted, 'If you are making a planning application, we strongly recommend that you talk to us [Barnsley Council], people who live near the site and anyone else who might be affected by the development before making the application' (Barnsley Council's Statement of Community Involvement).

4.3 Furthermore, the Statement of Community Involvement goes on to provide advice on the most appropriate forms of engagement. 'This appendix gives you some detailed advice about how you should involve other people who live near the site or who might be affected by the development. This depends on the type and size of development you propose' (Barnsley Council's Statement of Community Involvement). Given the size of store proposed Level 1 – Large Scale development is the most appropriate. Barnsley Council's Statement of Community Involvement therefore recommends various methods in the pre-application consultation campaign.

4.4 In developing their approach to pre-application consultation, Barnsley Retail Partnership has adopted a 'best practice' approach to both design and delivery in-line with Barnsley Council's Statement of Community Involvement. Recent Government guidance has also emphasised the commitment to strengthening community involvement and set out examples of how developers should approach this. In line with these requirements the applicant undertook the following pre-application consultation:

- A formal pre-application meeting with Senior Offices of Barnsley Council on 20th July 2011

- Two presentations to the Barnsley Design Review Panel (on the 13th September 2011 and 1st November 2011)

- A Consultation Event for Council Members, key stakeholders and local interest groups held on Thursday 5th January 2012 at The Core.

- A Public Consultation Exhibition open to members of the public on Friday 6th January 2012 at The Core.

4.5 Pre-application discussions with Barnsley Council commenced well in advance of the submission of the application. A formal pre-application meeting was held on the 20th July 2011 with Council Officers where the proposed scheme and supporting documentation was discussed. Officers then provided a written response highlighting the range of issues that the proposal should seek to address. Table 4.1 below summaries the issues identified and indicates within which supporting document the issue has been addressed.

Table 4.1

Key issue to be addressed	**Addressed by:**
Traffic Impact, Access, Car Parking, Pedestrian Linkages	Transport Assessment
Residential Amenity	Design & Access Statement Noise Assessment Planning Statement
Design, Public Spaces, Landscaping	Design & Access Statement
Flood Risk	Flood Assessment
Sustainability, Carbon Reduction, Energy Efficiency	Sustainability Report
Environmental Impact, Contaminated Land, Air Quality	Phase 1 Desktop Study Air Quality Assessment
Mining	Coal Report
Surface Water Drainage	Drainage Report
Retail Impact	PPS4 and Sequential Assessment

4.6 A screening opinion was also submitted in January 2012 to seek the Council's formal screening opinion in respect of an Environmental Impact Assessment. In accordance with The Town & Country Planning (Environmental Impact Assessment) Regulations 2011, it is a requirement of all Local Planning Authorities to consider whether

planning applications submitted to them are significant enough in impact terms to require an Environmental Impact Assessment (EIA).

4.7 In addition to the formal pre-application meeting with the Council Officers, the scheme was also presented on two occasions to the Barnsley Design Review Panel. The Panel is an independent body separate to the Council (but managed through its Officers). It makes comments and design recommendations as advice to help the production of high quality schemes.

4.8 In summary, the response to the presentation on the 13th September was in general very positive. The specific recommendations of the Panel were:

- Explore whether it would be possible to relocate the store from the middle of the site to create a frontage onto Westway.
- The Panel recognised that the position of the City Reach scheme makes moving the store forward difficult. If this is not feasible then a suitable landscape proposal that improves the pedestrian experience should be considered. A more artistic response would be appropriate.
- Further development of the proposed glass atrium and café area could address some of the concerns regarding the siting of the building.
- Clarification sought on the sustainability credentials of the development.

4.9 Revised plans were then presented to the Design Review Panel at their meeting on the 1st November. The following points were made in relation to the comments made by the Panel at the previous presentation.

- The store has been re-positioned on site so that the building has now been brought forward to sit nearer to Westway.
- Regarding the creation of a more artistic response to the appearance and setting of the store, the consensus was that a landscape architect should be appointed to design the space. Public art could wrap around the focal corner of the building. It need not even be public art per se but could be integral to the design and expression of the building.
- The café is now a focal point of the building at the front corner as it faces the town centre.

- Confirmation that the Design Team are still working with the operator on the sustainability credentials for the scheme.

4.10 In general it was recognised that the Design Team had been receptive to the comments made previous by the Design Panel and that the scheme was moving in a positive direction. In addition to the above, the Panel recommended that the relationship of the site to the town centre and the pedestrian routes through the site needs to be considered and further thought should be given to the access to the store from the car park.

4.11 In addition to the above, direct dialogue has been held with Council Members, key stakeholders such as the South Yorkshire Police and the South Yorkshire Passenger Transport Executive, and local groups such as Barnsley Voice. A Consultation Event was held on Thursday 5th January 2012 at The Core where the above groups had the opportunity to view the scheme and to discuss the proposals with members of the Design Team. The Event was held on a day at a time and venue which would encourage the maximum number of people to attend. Letters inviting the attendees were sent out in advance of the Event.

4.12 A similar Consultation Exhibition was held for members of the public on Friday 6th January 2012 at The Core, where the proposed scheme was presented on a number of exhibition boards and there was an opportunity for the proposals to be discussed with the Design Team. Again the Exhibition was held at a venue, on a day and time when it was felt that the maximum number of people would have access to it. The Exhibition was advertised in the local press and undertaken in a prominent location within Barnsley main shopping precinct.

4.13 There were over 50 visitors to the exhibition over the 2 days, including local Members, journalists, local businesses, key stakeholders and many members of the public. In general, the proposals were incredibly well received by those who visited the exhibition.

4.14 The views and comments of those who attended were sought and the results of that consultation have been taken into account in amendments to the scheme contents and details. Themes of this consultation have included:

- The importance of the detailed design of the scheme being of a high quality;

- The sustainability credentials of the scheme and its relationship with public transport;
- Pedestrian linkages from the town centre and connectivity around and through the scheme;
- Consideration of the potential impact of the scheme upon existing retail stores in the town centre; and
- The need for this development to complement other potential schemes within the town centre.

4.15 We believe that an appropriately comprehensive process of pre-application community consultation has been undertaken. Extensive and detailed discussions have also taken place with Officers of Barnsley Metropolitan Borough Council. This process has illustrated how supportive the majority of local people have been about the proposed scheme.

5. PLANNING POLICY

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the development plan unless material considerations indicate otherwise. Given this obligation, the policy framework for this site and its surroundings is set out in the following documents:

- The Core Strategy (adopted September 2011);
- The saved policies of the Barnsley Unitary Development Plan (adopted December 2000);
- Government Guidance, in the form of Planning Policy Guidance (PPG) or Planning Policy Statements (PPS).

5.2 Whilst not adopted policy, the Draft National Planning Policy Framework was published for consultation in August 2011. This document is the Government's attempt to put in place a clearer, more consistent National Planning Policy Framework and seeks to consolidate more than 1,000 pages of national planning policy, in 47 documents, into 1 document. Although not adopted due regard needs to be given to the thrust of emerging policy in this document.

NATIONAL PLANNING GUIDANCE

5.3 The principal sources of national planning policy guidance relevant to the proposed development are:

- Planning Policy Statement 1: Delivering Sustainable Development and Supplement on Climate Change;
- Planning Policy Statement 4: Planning for Sustainable Economic Growth;
- Planning Policy Guidance Note 13: Transport;
- Planning Policy Statement 22: Renewable Energy;
- Planning Policy Statement 23: Planning & Pollution Control;
- Planning Policy Guidance Note 24: Planning and Noise; and
- Planning Policy Statement 25: Development and Flood Risk

5.4 **PPS1: Delivering Sustainable Development (2005)** sets out the overarching framework for planning policies on the delivery of sustainable development through the planning system. It identifies national requirements for new development to be brought forward in a sensitive and sustainable way. It encourages the promotion of communities which are inclusive, healthy, safe and crime free, whilst respecting the diverse needs of communities and the special needs of particular sectors of the community.

5.5 It goes on to state that planning authorities should provide improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation, by ensuring that new development is located where everyone can access services or facilities on foot, bicycle or public transport rather than having to rely on access by car.

5.6 **PPS4: Planning for Sustainable Economic Growth (2009)** sets out the Government's objectives in relation to economic development. To help achieve sustainable economic growth, the Government's objectives for planning are to:

- Build prosperous communities by improving the economic performance of cities, towns, regions, sub-regions and local areas, both urban and rural;
- Reduce the gap in economic growth rates between regions, promoting regeneration and tackling deprivation;
- Deliver more sustainable patterns of development, reduce the need to travel, especially by car and respond to climate change; and
- Promote the vitality and viability of town and other centres as important places for communities.

5.7 PPS4 is important in that it recognises the contribution to economic development uses other than the traditional 'B' uses (e.g. B1/B2/B8) can play such as retail uses, as proposed.

5.8 Whilst PPS6 was typical of a more prescriptive approach to providing policy guidance, PPS4 provides a more streamlined approach advocating development management style policies, with supplementary information to assist practitioners provided within an accompanying and non-statutory guidance document. PPS4 contains a number of development management policies which are considered

relevant to this proposal. These include policies EC10, EC14, EC15, EC16, EC17 and EC19.

5.9 With regard to main town centre uses, PPS4 has removed the 'needs' test and states that planning applications for main town centre uses not within a defined centre should look at the sequential and impact tests, with the level of the assessment proportionate to the level of development proposed – as was the approach taken within PPS6. Comprehensive impact assessments are required for retail and leisure proposals over 2,500 sq m of floorspace. The impact of the proposal is considered in more detail in the accompanying PPS4 Assessment undertaken by ID Planning.

5.10 Policy EC10 sets out numerous impact considerations which all planning applications for economic development should be assessed against. These cover a broad range of considerations, from resilience to climate change through to accessibility and economic and physical regeneration.

5.11 This policy reflects the objectives of PPS4 to achieve sustainable economic growth and promote the vitality and viability of town centres. It also shows that retail and other town centre uses are regarded by the Government as a form of economic development. The considerations of sustainability, accessibility, design, regeneration and employment must be assessed for all applications.

5.12 Policy EC14 sets out the supporting evidence required for planning applications for main town centre uses. Impact assessments are required for all proposals for retail development outside centres, other than extensions of less than 200sqm, unless a threshold is set in an up-to-date development plan. The level of detail required depends on the scale and type of development proposed.

5.13 Policy EC15 lists how applicants should undertake their consideration of the sequential approach to site selection for main town centre uses outside existing centres. These requirements correspond to the guidance and advice enshrined within PPS6.

5.14 In respect of retail impact, Policy EC16.1 provides a framework for applicants to undertake such assessments where it is applicable to do so.

5.15 Policy EC17 seeks to draw together the conclusions from EC15 and EC16, and provide an opportunity for planning judgement to be taken. Policy EC17.1 states that applications for main town centre uses that are not within a defined centre should be refused planning permission where they fail to demonstrate compliance with the sequential approach to site selection or where there is clear evidence that the proposal is likely to lead to significant adverse impacts.

5.16 Policy EC19 encourages local planning authorities to make effective use of planning conditions to proactively manage the impacts of development. For example, it suggests the use of a condition which limits the range of goods sold.

5.17 **PPG13: Transport (2001)** links the general quality of life to transport links and in particular easy access to jobs, shopping, leisure facilities and services.

> "By shaping the pattern of development and influencing the location, scale and density, design and mix of land uses, planning can hope to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling". (PPG13, Para. 3).

5.18 PPG13 repeats the Governments general commitment to the integration of planning and transport and the delivery of sustainable forms of development. Para.21 confirms that Local Authorities should seek to make maximum use of the most accessible sites, such as those in town centres and others which are, or will be, close to major transport inter-changes. Having acknowledged that such opportunities may be scarce Local Authorities are encouraged to be pro-active in promoting intensive development in these areas and on such sites.

5.19 The key principles of **PPS22: Renewable Energy (2004)**, are to encourage the use of renewable energy sources within new developments and to seek to ensure that this is encouraged through development plan documents. Developments should demonstrate any economic, environmental and social benefits.

5.20 **PPS23: Planning & Pollution Control (2004)**, highlights the need for planning authorities to have sufficient information upon which to base their development control decisions. Where pollution issues are likely to arise, intending developers should discuss their proposals with both the planning and pollution control

authorities, and with other authorities with a legitimate interest (e.g. HSE where a major accident hazard may exist) before submitting an application. This will provide an opportunity to consider the principle of development, minimise the potential for conflict and duplication between control regimes, and streamline the application procedure.

5.21 It goes on to state that, close co-ordination between planning authorities, transport authorities and pollution control regulators is essential to meet the common objective that where development takes place, it is sustainable. It is important that:

- Pollution issues should be taken into account as appropriate in planning decisions (having regard to development plan documents and all material considerations).
- Planning decisions can have a significant impact on the quality of air, water and land, and therefore affect the environment.

5.22 **Planning Policy Guidance 24: Planning and Noise (1994)**, guides local authorities on the use of their planning powers to minimise the adverse impact of noise. It outlines the considerations to be taken into account in determining planning applications both for noise-sensitive developments and for those activities which generate noise.

5.23 **PPS25: Development and Flood Risk (2010)**, states that the aims of planning policy on development and flood risk are to 'ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk.' It requires that a Flood Risk Assessment is undertaken for all developments where the site area exceeds 1 Hectare and for smaller development proposals where they are to be located within areas at increased risk of flooding.

DRAFT NATIONAL PLANNING POLICY FRAMEWORK

5.24 Whilst not adopted policy, the Draft National Planning Policy Framework (DNPPF) was published for consultation in August 2011. This document is the Government's attempt to put in place a clearer, more consistent National Planning Policy Framework and seeks to consolidate more than 1,000 pages of national planning

policy, in 47 documents, into 1 document. When adopted, this Framework will replace all the other national planning policy documents.

5.25 The document has a clear presumption in favour of sustainable development. It states that, planning must operate to encourage growth and not act as an impediment. Significant weight should be placed on the need to support economic growth through the planning system. There is clear support for economic development within the Draft Framework and Local Authorities are urged to facilitate new development where practical and consistent with the Framework.

5.26 The DNPPF outlines that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent development. To enable local authorities to proactively fulfil their planning role, and to actively promote sustainable development, they need to:

- approach development management decisions positively – looking for solutions rather than problems so that applications can be approved wherever it is practical to do so;
- attach significant weight to the benefits of economic and housing growth;
- influence development proposals to achieve quality outcomes; and
- enable the delivery of sustainable development proposals.

5.27 Paragraph 71 of the DNPPF reaffirms the government's commitment to securing sustainable economic growth. To help achieve sustainable economic growth, the Government's objectives are to:

- plan proactively to meet the development needs of business and support an economy fit for the 21st century;
- promote the vitality and viability of town centres, and meet the needs of consumers for high quality and accessible retail services; and
- raise the quality of life and the environment in rural areas by promoting thriving, inclusive and locally distinctive rural economies.

5.28 The DNPPF goes on to say at Paragraph 73 that,

'Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to

address potential barriers to investment, including poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should ensure that they:

- 'Set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth.

- Set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated requirements over the plan period.

- Support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate requirements not anticipated in the plan and to allow a rapid response to changes in economic circumstances.

- Positively plan for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries.

- Identify priority areas for economic regeneration, infrastructure provision and environment enhancement; and

- Facilitate new working practices such as live/work.'

5.29 The Framework goes on to state that,

> "In considering applications for planning permission, local planning authorities should apply the presumption in favour of sustainable development and seek to find solutions to overcome any substantial planning objections where practical and consistent with the Framework.
>
> Planning policies should avoid the long term protection of employment land or floorspace, and applications for alternative uses of designated land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses." (Para 74 and 75, DNPPF)

5.30 Local Authorities are also encouraged to set polices for the consideration of retail and leisure proposals which cannot be accommodated in or adjacent to town centres.

Whilst this guidance has yet to be formally approved, it is the latest in a sequence of similar policy statements recording successive Government's growing commitment to removing obstacles to investment, development and the creation of jobs. It is therefore a very important consideration in the context of this proposal.

BARNSLEY METROPOLITAN BOROUGH COUNCIL UNITARY DEVELOPMENT PLAN (2000)

5.31 The adopted UDP covers the period 1986-2001 and sets out the policies and proposals relating to a range of economic, social, environmental and housing matters. A number of the UDP's policies were 'saved' beyond September 2007 by way of Direction from the Secretary of State. The 'saved' policies of relevance are referred to below.

5.32 The application site is identified as being located within the UDP Town Centre Boundary, as illustrated by the plan appended (Appendix 3) and therefore the most pertinent planning policies relevant to the application site are those found within the Barnsley Town Centre volume of the UDP (Volume 3). These policies are therefore concentrated upon, although reference is also made to any other policies within Volume 1 of the UDP.

5.33 Whilst the site is located within the Town Centre Boundary as identified on the UDP Proposals Map, for retail purposes the Draft Barnsley Town Centre Area Action Plan considers the wider Southern Fringe Area, within which the site sits, to be in an edge of centre location. The edge-of-centre designation is also reflected in ID Planning's PPS4 Assessment which concludes that the site is clearly an edge-of-centre location in retail policy terms.

5.34 Within the UDP the site lies within designated Policy Area Boundary 5 – Southern Development Area. The UDP outlines this area as being, 'characterised by substantial sites and industrial/commercial/warehousing uses some of which have become disused. It is an area which because of its proximity to Westway represents an area of major potential for new uses. Accordingly, emphasis is placed on high density high profile employment use and on large sites capable of sustaining their own parking requirements. The area contains residential property on George Street/Castlereagh Street and borders a major residential area. Both should be respected.'

5.35 The following saved Town Centre policies are relevant to the application:

TC1 – Retail Development
TC13 – Employment Development Sites
TC20 – Design and Materials
TC25 – Public Space
TC35 – Cyclist Provision
TC39 – Car Parking
TC43 – Consideration of Residential Properties
TC51 – Policy Areas
TC58/22 and 23 – Individual Development Sites
TC60/3 – Castlereagh Street/Burleigh Street

5.36 The majority of the application site (apart from a section bounded by Thomas Street, John Street and New Street) is allocated as two 'Individual Development Sites' and Policy TC58 therefore applies. The northern section of the site is identified as TC58/22 – Burleigh Street/John Street. Potential uses of the site include Business B1 (a)(b)/Retail (A2/A3). The accompanying text states that whilst this site in itself is not substantial, it does offer the opportunity to continue along Westway the quality development already established to the north east. Development would be required to unify this frontage in this prominent location.

5.37 The southern section of the site is identified as TC58/23 – New Street/Heelis Street. Potential uses include Business B1(a)(b). The accompanying text states that the area consists of substantially old industrial and warehousing premises which are regarded as having the potential to fulfil the needs of the centre for long term development. The area should be developed comprehensively recognising both its links to the highway network and its relationship with adjacent residential areas.'

5.38 Policy TC58 also recognises that the application site is located within the wider area designation TC60. This identifies areas to be considered as Comprehensive Employment Development Areas subject to:

- Assessment of economic benefits
- Environmental considerations
- Traffic considerations

- Parking requirements for development and the town centre itself

5.39 Policy TC60/3 – Castlereagh Street/Burleigh Street specifically applies. It outlines that the area contains a number of sites regarded as having potential on a comprehensive basis to unlock the employment potential. However, to unlock the employment potential it may become necessary to consider the disposition of uses and proposals within the wider area, in the context of the general policies in the Plan.

5.40 Other relevant policies within Volume 1 of the UDP include, Policy S3 which relates specifically to retail development outside of the defined shopping centres. This policy is discussed in more detail in the accompanying PPS4 Assessment. However, in summary, Policy S3 outlines that, new retail development will be permitted, 'where there is no suitable site available within a centre defined on the Proposals Map, or where there is no available allocated site, on a site at the edge of a defined shopping centre so long as it can provide a satisfactory function connection thereto in terms of distance and physical relationship and where it is likely that the development of the site will generate joint trips to it and the adjacent centre, subject to the provisions of Policy S4' (no longer saved).

THE CORE STRATEGY

5.41 Following public consultation and examination by an Independent Planning Inspector Barnsley's Core Strategy was adopted by Full Council on 8th September 2011.

5.42 The Core Strategy sets out the key elements of the planning framework for Barnsley and the approach to its long term physical development to achieve the Council's vision of what sort of place Barnsley wants to become.

5.43 A key challenge of the Core Strategy is sustainability and climate change, with the promotion of sustainable development and the reduction of the Borough's impact on climate change being an overarching principle of the Core Strategy. The use and development of land will be assessed against the objective of securing sustainable development within Barnsley to meet its environmental, economic and social needs. Proposals will be supported where they deliver:

- Efficient use of land and infrastructure, particularly by utilising previously developed brownfield land and promoting appropriate mixed land uses integrated with the existing built form;
- Economic and social wellbeing;
- Protection or enhancement of the quality of natural assets;
- Vibrant and viable town centres;
- High quality, well designed development, taking into account local distinctiveness;
- Preservation or enhancement of the historic and cultural features of acknowledged importance;
- Convenient and integrated accessibility by public transport, cycle and foot;
- Development located to reduce the need to travel.

5.44 A key way in which the Core Strategy seeks to reduce the Borough's impact on climate change is through prioritising development within Urban Barnsley and the principal towns which are well served by sustainable modes of transport.

5.45 The Core Strategy advocates that most redevelopment should take place in the Urban Barnsley area in order to enhance Barnsley's role as a sub-regional town, with this affording the greatest opportunities to make the best of previously developed land which is accessible by public transport. The Core Strategy defines the Urban Barnsley area as the most accessible place in the Borough in terms of public transport, benefiting from the new Barnsley interchange as a hub for bus, rail and taxi services, and with the town centre being the main focus for new retail, leisure, cultural and office development to create a uniquely distinctive 21st Century market town.

5.46 Reflecting this, the Core Strategy Policy CSP8 prioritises Urban Barnsley for development and identifies it as the main focus for housing, employment, shopping, health, leisure, business and public services in the region. CSP 31 goes on to state that Barnsley Town Centre is the dominant town centre in the borough and that development will be directed towards it in order to ensure it continues to fulfil its sub regional role. In addition, all retail and town centre development will be expected to be appropriate to the scale, role, function and character of the centre in which they are proposed.

5.47 Other relevant policies include:

CSP 1 - Climate Change
CSP 2 - Sustainable Construction
CSP 4 - Flood Risk
CSP 5 - Including Renewable Energy in Development
CSP 25 - New development and Sustainable Travel
CSP 26 – New Development and Highway Improvement
CSP 29 – Design
CSP 40 – Pollution Control & Protection
CSP 41 – Development and Air Quality Management Areas

5.48 In addition to the policies outlined above by national and local government, Barnsley MBC is also in the process of producing a number of Supplementary Development Plan Documents will form part of the Local Development Framework. The Barnsley Town Centre Area Action Plan is of relevance. Although only in draft the Area Action Plan seeks to build on the vision set out in 'Remaking Barnsley Strategic Development Framework 2003-2033' prepared by Alsop Architects and Yorkshire Forward.

5.49 The draft Area Action Plan defines the boundary of the town centre and splits it into 10 districts. The site is identified as being within the 'Southern Fringe Area'. Whilst having strong links with the town centre, the Southern Fringe Area, is not considered to be part of the town centre for the purposes of applying the sequential approach for town-centre uses.

5.50 Within the Plan uses such as housing, offices and car parking are identified, however, it goes on to state that the Council will support other uses if they support the town centre. Given the prominence of many of the sites within the area, development will need to be of a high standard of design.

TOWN CENTRE AND RETAIL PLANNING STUDIES

5.51 The Council has commissioned a range of studies to support plan making and to inform development management decisions with regard to planning applications. These include:

Barnsley Town Centre Retail Capacity Update – March 2011

5.52 This study provides an update on quantitative and qualitative capacity for additional retail development in Barnsley Town Centre (based on the 2007 household survey data) and includes a health check.

5.53 The PPS4 Assessment prepared by ID Planning outlines in more detail the main conclusions arising from the study, however, in summary the following points are noted in relation to qualitative need:

- The town centre has a qualitative gap in terms of the choice and provision of main food retailing.
- Morrisons in the town centre is substantially over-trading, indicative of a need for further provision.
- The new Lidl store will not meet the lack of choice of main food shopping provision.

5.54 In relation to quantitative need the assessment adopted a market share approach. It looked at four scenarios based on current market shares but with no account taken of the high levels of overtrading in Morrisons in the town centre and Asda at Old Mill Lane. In summary it found that there was no quantitative capacity for additional convenience floorspace (other than the Markets development) in 2016 or 2021. However, the study went on to state that it was assumed that there would not be further increases in market shares after 2016 because at that time there were no firm proposals for new convenience goods floorspace which could reduce leakage and increase trade retention. Paragraph 14 of the study states that, 'we acknowledge that new schemes could increase market shares and that there could be capacity for additional floorspace'.

Retail Impact Analysis of Potential Superstore Developments in Barnsley – May 2011

5.55 This study takes a number of superstore development scenarios and provides an analysis of their impacts on Barnsley town centre. It is designed to provide guidance to the Council if it has to determine planning applications for superstores in edge or out of centre locations with regard to the town centre.

5.56 The current trading performance of existing stores is dealt with at paragraphs 3.18 and 3.19 where the high levels of overtrading in the Morrisons and Asda are identified. The report concludes that, 'both Morrisons on Westway and Asda on Old Mill Lane are overtrading by a significant amount…'.

5.57 Section 4 of the report acknowledges that any new superstore development would have the potential to increase trade retention in the Barnsley area by clawing back some of the spending leakage in surrounding areas. It goes on to conclude that, '…there is potential for a new superstore development to increase the retention levels further'.

5.58 Both of these documents are discussed in more detail in the supporting PPS4 Assessment prepared by ID Planning.

6. PLANNING ASSESSMENT

6.1 The previous sub-section of this Statement has confirmed the planning policy context and we have particularly highlighted the policies which apply to the proposed use and the site itself. This section comments upon the relevant policies, considers the planning merits of the proposal against the Development Plan and provides supporting justification for the development.

6.2 In considering the planning merits of this development proposal, the starting point is the Development Plan. If it can be demonstrated that the proposed development accords with the policies of the development plan, or that material considerations indicate that the application should be determined other than in accordance with the development plan, then planning permission should be granted. This section therefore comments upon the relevant policies and the supporting justification for this particular type and scale of development proposed.

PRINCIPLE OF DEVELOPMENT

6.3 The majority of the site is allocated within the Barnsley UDP Proposals Map as two 'Individual Development Sites' and Policy TC58 therefore applies. Potential uses for the northern section of the site, identified as TC58/22 – Burleigh Street/John Street, are listed as Business B1 (a)(b) and Retail (A2/A3). The southern section of the site, identified as TC58/23 – New Street/Heelis Street, potential uses include Business B1 (a)(b).

6.4 Both sections of the site are located within the wider TC60 allocation. This identifies areas to be considered as Comprehensive Employment Development Areas. Policy TC60/3 – Castlereagh Street/Burleigh Street specifically applies. It outlines that the area contains a number of sites which have the potential, on a comprehensive basis, to unlock the employment potential of the area. The proposed development of 'Individual Development Sites' 22 and 23 along with an additional section of land would comprehensively redevelop an area for employment development.

6.5 Whilst not traditionally seen as 'employment' in a land use sense, it is anticipated that approximately 450 jobs would be created as a result of the proposed superstore. This would be a significant boost to the economy of Barnsley especially during this

difficult economic period and accords with the guidance within PPS4 and the Draft NNPF which reflects the Government's growing commitment to removing obstacles to investment, development and the creation of jobs.

6.6 The proposed development will also utilise a currently partially vacant, previously developed, parcel of land in a prominent location in the centre of Barnsley. It is considered that this is in accordance with advice provided in national planning policies, in particular Paragraph 27 of PPS1, which states that:

> 'In preparing development plans, planning authorities should seek to, promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land.'

6.7 The proposal actively responds to the above national advice.

COMPLIANCE WITH PPS4 AND EMERGING NPPF

6.8 A main thrust of emerging planning policy (The Draft National Planning Policy Framework), and PPS4 itself, is the desire for planning policy to support economic growth in line with the principles established in Planning Policy Statement 1: Delivering Sustainable Development. It is considered that planning can help to create sustainable communities which will enable people to meet their aspirations and potential.

6.9 Within the context of delivering sustainable development, planning bodies and local planning authorities, should plan positively and proactively for economic development in their areas. With this in mind, PPS4 emphasises the contribution that planning can make to help deliver jobs, investment and improved productivity. The proposed scheme actively responds to such advice.

6.10 PPS4 has removed the 'needs' test and states that planning applications for main town centre uses not within a defined centre should look at the sequential, and impact tests, with the level of assessment proportionate to the level of development

proposed. Whilst the application site is located within the boundary of Barnsley town centre as defined on the UDP Proposals Map, it is stated within the 'Draft Barnsley Town Centre Area Action Plan', that the site (which lies within the wider Southern Fringe Area) should not be considered to be part of the town centre for the purpose of applying the sequential approach for town centre uses. Having said that, this proposal clearly relates to an edge-of-centre site which will effectively function as part of the town centre itself.

6.11 As outlined by national planning policy, an application for retail floorspace such as this application needs to include a PPS4 Retail Impact Assessment and Sequential Assessment. Both of these are touched upon below, but are assessed in more detail in ID Planning's PPS4 Assessment.

SEQUENTIAL APPROACH

6.12 The sequential approach is embodied at many levels of policy. In the first instance it seeks to direct investment in town centre uses towards defined centres, followed by edge of centre sites and only then out of centre sites where no more centrally located alternatives are available. The accompanying PPS4 Assessment prepared by ID Planning considers the sequential approach.

6.13 As touched upon earlier, the evidence provided within the PPS4 Assessment and the Draft Barnsley Town Centre Area Action Plan illustrates that the application site is clearly in an edge-of-centre location. In considering whether there are any in centre opportunities, pre-application discussions with officers have confirmed that there are no suitable, viable or available sites that would provide a preferred location to the application site in the defined central shopping centre.

6.14 With regard to whether or not there are any sequentially preferable sites in an edge-of-centre location discussions with officers have confirmed that the only site which merits further consideration is a site comprising the former YEB premises and land to the south incorporating Gala Bingo. ID Planning's PPS4 Assessment includes a detailed assessment of this site. It notes the key constraints are:

The site is not considered available for redevelopment within a reasonable period of time due to the location of the primary sub-station and associated potential financial

costs and time in considering its relocation, and the existing leisure use of the site which benefits from its location close to the interchange along with its on-site parking.

The site is not considered viable due to the potential relocation of the primary sub-station, the acquisition of an active commercial use, and the appropriate treatment of the rest of the site including levels across the site.

In addition, it is considered that the YEB site is not suitable to accommodate the proposed development as the main developable area is the cleared land on the northern part of the site which includes the former YEB Depot and another small area of cleared land. This area is awkward in configuration and given the proximity of the sub-station, any layout would have to take account of the need for appropriate easements, or expensive cable diversions. There is also a lack of visual and functional integration of this area of backland with the central shopping area in Barnsley and the convoluted pedestrian route through the railway station, bus station areas to access the main shopping area.

6.15 We therefore do not consider there to be any suitable (viable or deliverable) locations for the total quantum of this proposal to be accommodated within a reasonable timescale.

IMPACT

6.16 Policy EC14 of PPS4 states that an assessment addressing the impacts in policy EC16.1 is required for planning applications for retail and leisure developments over 2,500 sqm gross floorspace or any local threshold set under policy EC3.1.d not in an existing centre and not in accordance with an up to date development plan.

6.17 The aforementioned PPS4 Assessment, prepared by ID Planning assesses the proposal against the above policy background.

6.18 Cumulative impact considerations have been taken into account in the retail impact assessment. The PPS4 Report finds that the cumulative impact would not give rise to material planning harm. Table 9 (convenience impact) shows an overall increase in convenience goods turnover in the central shopping area between the design year (2016) starting point of £28.18m and the turnover after the proposed foodstore

(£33.79m). Equally, with the Markets redevelopment coming forward the central shopping area comparison turnover increases over the same period from £365.37m to £414.82m (Table 10). Overall, the central shopping areas turnover increases during the study period. We do not therefore consider that cumulative considerations would alter our view as to the acceptability of the proposed development.

6.19 In retail terms, whilst the proposal would result in diversion of trade from the town centre, it would also encourage linked shopping trips in a central location and draw more shoppers to the central shopping area of Barnsley. It would enhance consumer choice in an accessible location and meet a need identified by the Council. The proposal would support the wider shopping function of the central shopping area and provide evidence of investment and regeneration during a period of economic recession. As with other recent developments on the edge of Barnsley's central shopping area it will create a perception of on-going investment in the centre which in itself could act as a catalyst for further investment opportunities in and around the town centre.

6.20 Overall it is considered that the proposed development has a number of substantial positive benefits which would come forward as a result of the proposed foodstore.

REGENERATION

6.21 At a national, regional and local level, great importance is attached to the issue of urban regeneration and urban renaissance. In order to achieve this, the government promotes social cohesion and inclusion, as well as sustainable economic development through a commitment to the promotion of a strong, stable and productive economy that aims to bring jobs and prosperity for all. A regeneration development of this kind, in this sustainable location, accords with National, Regional and Local Planning Policy.

6.22 Currently, the existing character of the site is generally poor with rundown buildings, no effective greenspace and pedestrian linkages which do not currently perform to their full potential. This section of the town centre exhibits all the characteristics of an area in need of regeneration. The proposed scheme will remedy those deficiencies and replace them with a scheme which fully capitalises on the opportunities offered by its location.

6.23 In terms of physical regeneration, we have already described a store of innovative, modern and attractive design. More detailed information is provided by the architect's Design and Access Statement but we would particularly highlight:

- Use of modern materials;
- Introduction of good pedestrian linkages from the proposed new car park to both the store's entrance and the town centre;
- Easy customer access to a well laid out car park, making pedestrian and vehicle circulation as easy as possible; and
- Careful attention has been paid to all aspects of the development with obvious emphasis upon presenting a clear statement of quality investment at what is an important site in Barnsley town centre.

6.24 A number of economic benefits will be secured as a result of the development. It is anticipated that the proposal could secure the creation of jobs not only when the scheme is up and running but also during the construction period. There will also be a good mix of full time and part time opportunities.

6.25 Recent research suggests that with a sales floorspace of 6,596 sqm the store could be expected to create 450 jobs (full time equivalents). The jobs themselves may include a number of part time opportunities and would be potentially attractive to the full range of the employment market, including the long term unemployed, mothers with children at school, students, single parents, older people who have been made redundant, younger people who have never worked and those with more specific employment needs. The jobs themselves will be in a highly sustainable location in the centre of Barnsley not far from the public transport interchange.

6.26 Given that a significant number of new jobs will be created, the applicant is keen to work with the Council to target such employment opportunities by giving the earliest thought to the provision of local training through existing Council bodies and initiatives. For example, on similar schemes in the UK, national food store operators have in the past committed to employment projects.

6.27 Projects can target the unemployed or those on benefits for jobs, for example, anyone who has been unemployed or out of training or education for six months or more will be guaranteed an interview. Long-term unemployed people can attend an

open day and if they successfully get through their interview can secure a place on a training course. Providing a recruit finishes the 8-12 week training programme, they are usually guaranteed a job and the store then continues to recruit people from the local community.

6.28 Projects can also increase training opportunities, with special emphasis on creating a new generation of skilled craftsmen and craftswomen such as bakers and fishmongers.

6.29 In a town which has experienced a substantial loss of jobs in recent years, new employment and the circulation of wages is important to economic regeneration. The proposed scheme will make a contribution to the economic regeneration of Barnsley and help to claw back money being spent in other towns, rather than take trade away from town centre shops.

6.30 The proposed development represents a major investment in Barnsley town centre. It will, along with the proposed Market Scheme, act as a catalyst for more wide spread investment and regeneration in the town centre and surrounding areas.

DESIGN

6.31 Much of our pre-application discussion has focused upon design to ensure the right scheme is delivered in terms of its important town centre location.

6.32 During the design process, several sketch ideas were considered. The design development has been carried out in open consultation with the local authority and the proposed scheme has been presented on two occasions to the Barnsley Design Review Panel. The main influences of those consultations on the design have been to:

- Position the building as close to the Westway frontage as possible.
- Position the petrol filling station away from the Westway frontage.
- Create an urban frontage to Westway.
- Consider the external environment beyond the Westway crossing to reinforce connectivity with the town centre.
- Ensure pedestrian links are maintained across the width of the site.

- Provide the potential for car parking provision for the adjacent unfinished apartment block.
- Make provision for coordinated public art.

6.33 The proposed scheme is a response to these comments. The new atrium entrance to the foodstore creates a focal point for the design. It is consciously positioned at the lower end of New Street with access via a new public space adjacent to the Westway crossing, thereby emphasising and reinforcing the connection to the town centre. An extensively glazed atrium will create transparency between internal and external spaces and provide views over the town. This links to an over-sailing roof structure and cafe space which create a distinctive frontage and viewpoint as well as creating some cover for the public piazza below.

6.34 The car parking will be developed to 'secured by design' standards with generous headroom and an open and airy environment. The paving will be nominally 'level' (1:60 gradient max) with no kerbs. Trolley bays will be distributed throughout the car park and special needs parking will be focused on the area nearest to the foodstore and town centre access points. Existing pedestrian routes across the width of the site have been maintained to allow nearby residents to filter through the site using existing desire lines to reach the town centre

6.35 The applicant's attention to design quality will make its own contribution to the more general improvement to the surrounding area. This development would make a statement about the health and prosperity of Barnsley in a prominent location on Westway.

TRAFFIC, ACCESS & PARKING

6.36 As recommended by PPG13, a Transport Assessment has been produced to accompany this application. Issues covered within this document include, site accessibility (including pedestrian linkages), existing highway network and traffic flows, traffic generation and distribution, access arrangements and car parking, and traffic impactIt illustrates the high level of accessibility which can be secured by the development.

6.37 In terms of accessibility, the application site is located on the edge of the town centre within which a network of footways and pedestrianised areas ensures a pedestrian's movement is relatively unhindered and safe. However, the ring road presents a barrier to pedestrian movement. Crossing facilities are however provided across the ring road and signage will be provided to direct pedestrians from the proposed development to the crossings.

6.38 The cycle catchment encompasses a large area of residential development within which a number of the development's customers and staff are likely to reside. In order to encourage access by cycle, parking facilities will be provided within the proposed development.

6.39 Barnsley bus station is located a short distance from the site. The bus station provides access to a range of direct bus services which link the town centre to the surrounding area. Barnsley railway station is also located a short distance from the site from which frequent services arrive and depart.

6.40 To link the proposed superstore with the available bus and rail services, the applicant has agreed to incorporate a real-time transport information system. At the Consultation Event, South Yorkshire Passenger Transport Executive suggested that the applicant might consider implementing the system whereby users of the food store can view real-time bus and rail information on TV screens within the store and café. The applicant has confirmed that they are willing to implement this as part of the scheme.

6.41 The main customer vehicular site access will be from the existing roundabout on Upper New Street/New Street. The roundabout will be improved from its current over-sized mini-roundabout to a conventional roundabout layout. There will be other minor improvements at the roundabout. There will be a secondary customer access from Burleigh Street which will reduce the potential increase in traffic on Westway. Modifications will need to be made to the existing TRO regime in the local area to facilitate the accesses from Burleigh Street and Wood Street (service access). It is considered that these improvements will provide a safe and efficient means of access.

6.42 The level of car parking proposed complies with local planning policy guidelines. A total of 526 parking spaces are provided within the immediate demise of the

proposed food retail unit, this includes 484 standard spaces, 23 disabled spaces, and 19 parent and toddler spaces. 50 cycle spaces are also proposed

6.43 In terms of traffic generation, there is an established high capacity highway infrastructure surrounding the site which carries high volumes of traffic. This is an asset in that it is not necessary or appropriate to provide significant improvements to such a network and many future customers will already be on roads in the vicinity of the site, particularly at peak times. This clearly reduces significantly the overall net increase in traffic generation from the proposed superstore.

6.44 In addition, the submitted Transport Assessment shows that the focus of traffic impact is on New Street/Upper New Street and at the traffic signal junction on Westway. Impacts elsewhere are relatively low because of the effect of the secondary customer access on Burleigh Street, the draw of traffic from Morrisons and the level of pass by. The report finds that, subject to the provision of the improvement to the site accesses roundabout and the secondary customer access to the site from Burleigh Street, the development traffic can be accommodated on the surrounding highway network without a material change to traffic conditions.

LINKAGES

6.45 An essential requirement of the scheme is the success of linkages with the rest of the town centre. The development will be a highly accessible scheme, with the new food store being accessible from both New Street and Westway. The design of the scheme specifically encourages movement from the town centre. A new public space is proposed adjacent to the store entrance and landscaping of the space is proposed to maximise enjoyment and create a special space with character as part of the overall development. The proposed public realm helps to link the proposed development to the existing town centre and adjacent Morrisons food store.

6.46 The PPS4 Assessment produced by ID Planning illustrates the existing linked trips between Morrisons and the town centre. The 2007 DTZ household survey looked at the likelihood of linked main food shopping trips with Barnsley town centre. This showed that overall 22.1% undertook a linked trip. Further analysis of the survey results showed a variation between the different stores. For the Morrisons store, 44.8% were likely to link the main food shopping trip with a visit to Barnsley town

centre. This clearly shows strong linkage taking place between Morrisons and the town centre.

6.47 The good linkage between Morrisons and the central shopping area is also evidenced by a linkage survey commissioned by CBO Transport and included in the appendices to the submitted Transport Assessment. This shows a two way pedestrian flow across the pedestrian crossing outside Morrisons on Saturday 25th June between 11:15 and 12:15 of 731 pedestrian movements. This shows a strong linkage between the general location and the central shopping area. Due to the location of the proposed store, its layout and design with strong emphasis on the pedestrian customer entrance locating as close to Westway as possible, it is considered that the potential for linkage is strong.

6.48 To strengthen this linkage, a meaningful relationship is to be created between the site and the town centre by creating positive new and enhanced existing links. Views from the main pedestrian streets will be focused on the key public parts of the foodstore and the main circulation areas, café and entrance to the new food store will connect visually and physically with the wider town centre.

6.49 The household survey also looked at the use of Barnsley markets. Main food shoppers who used Morrisons, Asda (Old Mill Lane) and Tesco (Wombwell) were also asked if they ever shopped at Barnsley Market. 66.5% of Morrisons shoppers indicated they did, 64.1% of Asda shoppers and 58.6% of Tesco Wombwell shoppers. This shows a slight reduction in likelihood of using the markets the further away a store is located from the town centre.

6.50 Those respondents were also asked, 'How often they shopped at Barnsley Market'. This was not necessarily as part of the main food trip but provides an indication of whether those using a particular main food shopping facility also use the markets on a regular basis. 71.6% of those who did their main shop at Morrisons used the Barnsley market weekly or more often for some form of shopping. The comparable figures for Asda and Tesco Wombwell were 61% and 52% respectively.

6.51 Again, this shows a pattern with the likelihood of shoppers using the markets for some form of shopping either as part of the main food trip or at another time to reduce the further away from the town centre the store is located. This would not be unexpected given that those doing their main food shop at an edge of centre store, such as Morrisons, are in a regular habit of visiting that location close to the central

shopping area at least weekly. Given the good linkages between the Morrisons site and the central shopping area it is therefore convenient for shoppers to walk from Morrisons to the market area or indeed other parts of the town centre.

6.52 An edge of centre store, such as Morrisons or the proposed superstore, is more likely to encourage interaction and regular usage of other town centre activities including food/non food shops and services. This may be as part of a linked trip or on another occasion. In this way stores in this location clearly support the wider town centre function much better than stores located away from the centre.

6.53 In addition, the proposed new market development to the north east of the town centre will create a new anchor point. The proposed new food store will have a similar effect at the southern end of the town centre, thereby strengthening footfall between the two anchor points to the benefit of the town centre generally. The new market development will draw people to the north of the town centre and the proposed new food store on the New Street site will create an additional draw to the south. This will maintain and is expected to strengthen the existing pedestrian thoroughfares throughout the town centre.

LANDSCAPING

6.54 The Design & Access Statement prepared by Michael Hyde Associates provides more information on the landscaping associated with the proposed scheme. The landscaping proposals incorporate the external works to the building as well as improvements to the public realm.

6.55 The scheme includes hard and soft landscaping both internally and around the perimeter of the site. The spaces within the development have been designed to create an attractive and welcoming environment, which encourages the use of public spaces. The overall design and detailing of the proposal represents a high quality statement which will make a positive contribution to the local environment.

6.56 All around the new food store the landscaping has been designed to create a simple, clutter free streetscape, with areas of planting, grass and trees helping to soften the harder elements. A new public piazza has been created as an urban space which is accessed from Westway. It is an area of predominantly hard materials, to ensure that it provides the robustness required in what is likely to be a busy well-used space. Projecting over the space, providing shelter from the weather, is the café.

6.57 A large retaining wall defines the rear of the piazza. This provides an opportunity to include public art within the scheme. This will take the form of a series of panels which extend up from the ground beyond the car park level. The public art is to be commissioned by way of a competition.

6.58 In front of the wall the street level is to be redeveloped to create more interaction between pedestrians and the building. Here a low wall follows a flowing, organic shape that opens into a series of small spaces incorporating benches. This allows people to get closer to the public art as well as improving the character of the busy road. The public realm improvements continue across Westway down New Street towards the town centre through small off-site works. An urban landscape buffer will be created to West Way, enhancing the street scene and continuing the principles set by the adjoining Morrisons site.

6.59 It is the intention that the proposed landscape materials will strike a balance between practicality and robustness and issues of maintenance and economy, ensuring that the new store is of a scale and appearance that is appropriate to its edge of town centre location.

SUSTAINABLITY

6.60 A key theme of central government policy is the promotion of sustainable development. PPS1 promotes more efficient use of land through higher density, mixed use development, the use of suitably located previously developed land and buildings and the promotion of sustainable transport choices. The current proposal meets this aim as it promotes local services of a size and scale which serve the surrounding local community. Sustainability is reflected in the nature and development density of the proposal which ensures good use of the site's resources and opportunities.

6.61 Another important theme within PPS1 is that of good design. Good design ensures attractive, usable and adaptable places and is a key element in achieving sustainable development. The proposed development has taken the elements of good design relevant to such an application that are outlined in PPS1 and has incorporated them into the proposed scheme.

6.62 'Green' technology and materials will be utilised where appropriate to create an environmentally responsible building which will be constructed to BREEAM 'Very Good' standards, incorporating timber, natural lighting to the foodstore, sun pipes to staff areas, wind catchers and the like.

6.63 As part of the developers commitment to sustainability the application is accompanied by a report on Renewable Energy and Sustainability, produced by REDS. This document identifies that in order to meet policy and to achieve the required renewable energy targets it is envisaged that the foodstore operator will incorporate an appropriate system or systems as part of the detailed design and installation of the fit out scheme.

6.64 Whilst numerous systems exist that will reduce the carbon emissions by limiting the use of fossil fuels on the development, it is considered that a CHP unit will be provided, as this type of system would prove to be the most economically advantageous system to the operator. The unit would be selected to match the average heat and electrical load profiles to give maximum benefit to the energy demand of the foodstore. The provision of a CHP unit on this basis is likely to be more than adequate in meeting the renewable energy policy targets.

6.65 The details of implementation will need to be reviewed and agreed once planning has been secured.

AIR QUALITY

6.66 The site lies between two local identified Air Quality Management Areas, Dodworth Road/Summer Lane to the west and Harborough Hills to the north east, declared due to elevated pollution concentrations as a result of traffic emissions. Consideration of the effects of the development on air quality in the surrounding area is submitted with the application in the form of a detailed Air Quality Assessment. Discussions with Chris Shields, Technical Officer (Pollution Control) at Barnsley Council, identified and agreed the level of the information required for the Air Quality Assessment.

6.67 The Assessment includes consideration of impacts associated with additional traffic during the construction and operation of the development, as well as dust from construction. The assessment quantifies the effects on existing pollution levels in the nearby Air Quality Management Areas using advanced dispersion modelling

techniques and local monitoring results. Potential mitigation options such as a Green Travel Plan, routing of HGV's and delivery times are explored.

6.68 Within the Assessment baseline air quality conditions were defined and potential impacts associated with the proposals identified and assessed. The development has the potential to result in air quality impacts as a result of dust emissions during construction and exhaust emissions from vehicle trips generated during the construction and operational phases. However, a selection of suitable mitigation measures for the construction and operational phases are included within the Assessment.

6.69 Potential construction phase air quality impacts were identified from dust and road vehicle exhaust emissions. These were assessed and predicted to be between moderate, adverse and negligible. It is considered that the use of good practice dust control measures would provide suitable mitigation for a development of this size and nature and reduce potential impacts to between slight, adverse and negligible.

6.70 Potential impacts during the operational phase of the development may occur due to road traffic exhaust emissions associated with vehicles travelling to and from the site. Predicted impacts on NO2 concentrations as a result of operational phase road vehicle exhaust emissions were predicted to range from slight, adverse to negligible at sensitive receptor locations within the vicinity of the site. Predicted impacts on annual mean PM10 concentrations were predicted to be negligible at all receptor locations.

6.71 The overall significance of potential impacts was determined to be slight, adverse, in accordance with the EPUK guidance. It should be noted that the assessment utilised worst-case assumptions as far as practicable, including consideration of uncertainty over future NO2 concentrations and actual impacts are likely to be lower than those predicted.

NOISE

6.72 Given the proposed use of the site and the nearby location of residential properties it was felt necessary to include information on acoustics to accompany the application. Echo Acoustics were commissioned to undertake an acoustic survey and report to appraise environmental noise levels affecting the surrounding residential properties. A copy of the report accompanies the application.

6.73 The report concludes that although potentially major adverse noise impacts for residential properties adjacent to the proposed development site could be predicted, appropriate mitigation measures could be implemented to reduce the impact. For example, mitigation measures discussed include the construction of a 4 metre-high wall or barrier along the site boundary between the petrol filling station and Wood Street, and a 2 metre-high barrier at the top of the cutting between the service yard and Heelis Street.

6.74 Following pre-application discussions relating to noise, the proposed scheme was revised to remove the service access off Wood Street. The design and alignment of the service yard and its access road were amended following the prediction of adverse noise effects, such that access to the service yard would now be from New Street. In addition, a 4 metre-high noise barrier was included along the embankment adjacent to Wood Street and a 3 metre-high barrier along the top of the wall/cutting adjacent to the edge of Heelis Street overlooking the service yard.

6.75 An addendum noise report presents the re-calculated (residual) noise impacts following implementation of these measures. Previous adverse noise impacts for properties at the southern end of Heelis Street adjacent to the service yard have been removed. Adverse impacts for properties at the western end of Wood Street have been reduced to +1 dB for the arrival of an HGV.

6.76 Noise impacts for properties towards the eastern end of Wood Street were predicted to reduce from +37 dB to +13 dB; this is a significant reduction although, quantitatively, remains an apparently significant adverse noise impact. However, the assessment was very conservative in using the lowest measured LA90 noise level as the limit value. It is our assertion, that in the context of the current environment, where the low background noise level is sporadically disturbed by the movement of noisy vehicles on Wood Street, the movement of a few HGVs to and from the service yard along the screened access road, would be unlikely to be a cause of disturbance to local residents already habituated to sporadic excess nose events. The prevention of noise disturbance would be further assisted by the implementation of a night time delivery noise management plan, as is common practice with such food stores these days.

FLOODING

6.77 A Flood Risk Assessment was carried out by RoC Consulting as part of the planning application process in accordance with the requirements of PPS25 and in particular the pro-forma contained in Appendix C of PPS25 Practice Guide and Environment Agency FRA Guidance Note 1. The site is within an area classified at Flood Zone 1and therefore Table D1 of PPS25 confirms that this is representative of land assessed as having less than a 1 in 1000 (0.1%) annual probability of flooding from rivers and coastal inundation in any one year.

6.78 The report finds that the existing site is conservatively considered to be 90% impermeable. There is no proposal to increase the impermeable area on the site and therefore total drained areas will remain the same.

6.79 There will be no additional off-site impacts as a result of this development. Proposed on-site drainage will be designed so as not to compromise the existing Yorkshire Water's public sewerage system and the local land drainage system. All on-site roofs and paved areas are to drain into the designed surface water drainage system, thereby ensuring there will be no off-site flood flows generated by the development.

CONTAMINATION

6.80 A Phase 1 Desktop Study providing a preliminary environmental assessment relating to historic and current site operations is submitted in support of the application. The report includes:

- the environmental setting of the site, including the geology, hydrogeology and hydrology of the site and surrounding areas from published data;
- it identifies (where possible) potential sources of ground, groundwater or surface water contamination and/or soil gas (hazardous materials) arising from past and / or current activities at the site and/or neighbouring properties; and
- a preliminary assessment of the risks from contaminants to human health and/or controlled waters and provide recommendations for further works considered necessary.

6.81 Initial analysis based on the findings of this desktop study suggests that the site presents a low to medium risk to future end users and off site receptors from historical industrial activity and a low to medium risk to Controlled Waters.

6.82 Where appropriate contamination issues can be addressed as part of the application process or alternatively through the use of appropriate conditions.

6.83 A desk top study has been undertaken by the Coal Authority and accompanies the application. It suggests that there is historical evidence of potentially worked coal seams as well as shallow commercial viable coal seams beneath portions of the site. To mitigate this, the report suggests that a detailed Coal Mining investigation and mine shaft location exercise is undertaken to facilitate the design and implementation of appropriate stabilization works. A condition of any consent could require a site investigation to be undertaken and the accompanying report to be submitted outlining details of the site investigations along with a schedule of recommended site works.

CONCLUSION

6.84 The application has been considered against the policies of the Barnsley Core Strategy and UDP, the Regional Spatial Strategy and national Government Guidance. It has been illustrated that the proposal conforms to the criteria set out in these policies and that the principle of development is acceptable. Accordingly, there are no planning policy reasons why planning permission should not be granted.

7. CONCLUSIONS

7.1 This document examines the main elements of the application proposal and to provide a brief overview of the planning policy framework against which the application will be assessed. This section summarises a number of general and site-specific arguments in favour of the proposed development.

7.2 Pre-application discussions have taken place with Senior Officers of the Council prior to submission of the application. The comments received have helped develop and shape the scheme into the form as presented by this application. In addition, the proposals were presented on two occasions to the Barnsley Design Review Panel.

7.3 A formal Consultation Event was held over two days prior to the application being submitted. Council Members, key stakeholders, local interest groups and members of the public were invited to view and comment on the proposals.

7.4 The comments received pre-submission have helped develop and shape the scheme into the form as presented by this application.

7.5 The application has been considered against the policies of the Development Plan, and national government guidance. It has been illustrated that the proposal conforms to the criteria set out in these policies and that the principle of development is acceptable. The proposed change of use accords with relevant policies of the Barnsley UDP and Core Strategy.

7.6 The latest draft National Planning Framework states that, 'local planning authorities should apply the presumption in favour of sustainable development and seek to find solutions to overcome any substantial planning objections where practical and consistent with the Framework'. Whilst this guidance has yet to be formally approved, it is the latest in a sequence of similar policy statements recording successive Government's growing commitment to removing obstacles to investment, development and the creation of jobs.

7.7 A number of economic benefits will be secured as a result of the proposed development. The proposal would secure the creation of jobs not only when the scheme is up and running but also during the construction period. Once up and running the store could be expected to create around 450 jobs. The jobs themselves

may include part time and full time opportunities and could be targeted to the long term unemployed, single parents, students, older people who have been made redundant and younger people who have never worked. There will also be the opportunity for the operator to provide training opportunities, with a special emphasis on creating a new generation of skilled craftsmen and women in speciality areas such as bakers or fishmongers.

7.8 The development will also deliver physical regeneration. Currently the existing character of the site is generally poor with rundown buildings and no effective public space. The proposed scheme will remedy these deficiencies and will create a store of innovative, modern design, which uses sustainable materials that responds to its surrounding environment.

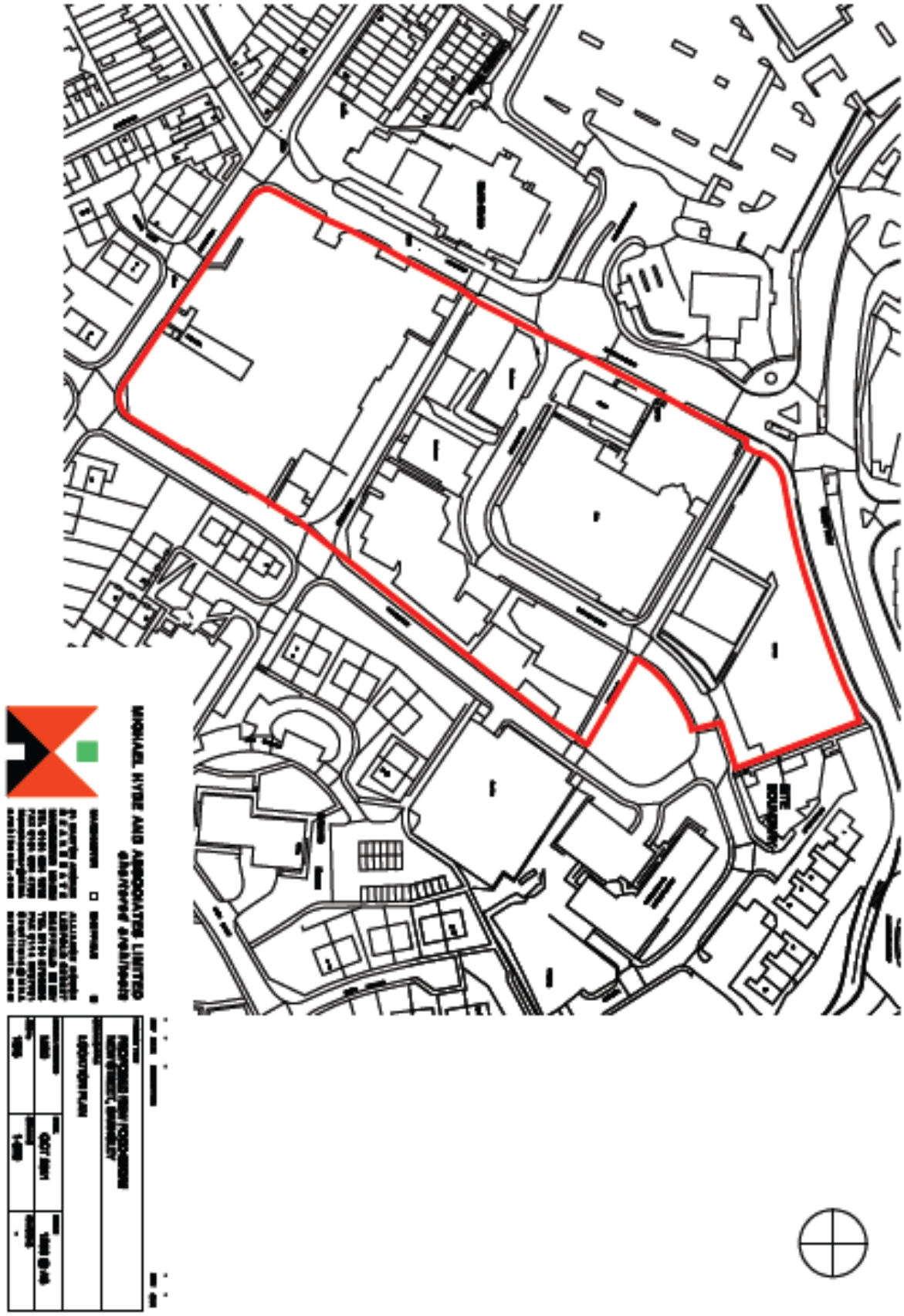
7.9 In terms of design, it is hoped that the attention to design quality of the proposal will make its own contribution to the area. The proposed new atrium entrance to the foodstore creates a focal point for the design and good pedestrian linkages are created from the proposed new car park to both the store's entrance and the town centre. The car park is well laid out, making pedestrian and vehicular movement easy, and careful attention has been paid to all aspects of the development to ensure that the overall design and detailing of the proposal represents a high quality statement which will make a positive contribution to the local environment.

7.10 The design of the scheme also specifically encourages movement to and from the town centre. The proposed public realm and location of the store entrance towards Westway helps link the proposed development to the existing town centre and the adjacent Morrisons food store.

7.11 The proposed foodstore, along with the existing Morrison's store, will create a strong food anchor to the south of the town centre. This, along with the new market development to the north east of the town centre will help drawn shoppers through the town centre, between the two anchors, thus strengthening Barnsley's retail core.

7.12 This proposal satisfies all relevant national, regional and local policy considerations. In these circumstances, an application of this kind should be welcomed and planning permission granted accordingly.

APPENDIX 1
SITE LOCATION PLAN



APPENDIX 2
PROPOSED SITE LAYOUT PLAN



APPENDIX 3
FLOORSPACE SCHEDULE

STATISTICS		
Building Gross Internal Areas:		
Store	8859m²	95,358ft²
Atrium - Entrance Level	345m²	3,714ft²
Atrium - Car Park Level	537m²	5,780ft²
Atrium - Store Level	552m²	5,942ft²
Cage Marshalling	314m²	3380ft²
Dot Com	242m²	2,605ft²
Cafe	315m²	3391ft²
Car Park: (constant gradient 1:60)		
Standard Parking Spaces	484	
Disabled Spaces	23	
Parent & Toddler spaces	19	
Total	526	
Trolley Bays	13	
Cycles Spaces	50	
Petrol Filling Station:		
Pumps	6	
Kiosk	1	
Air/Water/Vacuum	1	
Recycling Bay	1	
Service Yard 26m diameter min.	1	
Dot Com Vans		
Docked	8	
Undocked	9	
Total	17	