

Netto Foodstore
High Street
Goldthorpe

PLANNING AND RETAIL STATEMENT

On behalf of

Netto Foodstores Ltd

Prepared by

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Dated: March 2009



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1.0 INTRODUCTION

- 1.1 This report comprises a planning statement produced on behalf of Netto Foodstores Ltd, in support of a full planning application for the extension of an existing foodstore and additional car parking and circulation areas on High Street, Goldthorpe.

2.0 DESCRIPTION OF THE SITE

- 2.1 The application site measures 0.47 hectares and is located to the east of High Street in Goldthorpe and is situated within the defined shopping commercial centre of Goldthorpe. The local school, shops and services are located to the north of the application site with residential areas located to the west, south and east of the site.
- 2.2 The northern part of the site comprises the existing Netto foodstore, measuring 739sqm and served by 30 car parking spaces, the southern part of the site comprises an area of vacant land.
- 2.3 The existing Netto store has been operating from the site for 17 years, the building comprises brickwork and glazing and a pitched roof. Entrance to the store is from the south west elevation off the High Street.
- 2.4 Vehicular access to the site is from High Street on the western boundary of the site. Thirty car parking spaces are provided to the west and south of the store. Servicing is provided at the rear of the store to the east of the site. The existing servicing arrangement results in a number of car parking spaces being blocked when servicing takes place reducing further the number of car parking spaces available to customers.
- 2.5 The southern part of the application site is vacant land, previously a works depot, that has been vacant since 2006 and has now been demolished. The vacant area is mainly flat and hard surfaced, there are areas of scrub growth and evidence of fly tipping.

3.0 DEVELOPMENT PROPOSALS

- 3.1 Netto Foodstores have acquired the vacant site which forms the southern part of the application site. The application seeks to extend the existing store to provide a more modern premises for Netto with additional parking and circulation areas and landscape improvements.

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- 3.2 The existing store has an internal floor area of 739 sqm. The application proposes a 210 sqm extension, resulting in a total internal area of 949 sqm. Additional parking is proposed on the remainder of the site to provide a total of 68 spaces compared to the existing 30 spaces. Servicing to the store will remain as existing, however, the changes to the car parking layout and circulation areas will provide an improved servicing arrangement.
- 3.3 The proposed extension to the south east elevation measures approximately 32 m x 6.5 m and will provide an additional internal floor area of 210 sq m. The extension will have a tiled roof to match the roof on the existing store. However, the extension is lower measuring 5.5 m to the ridge compared to 8 m to the ridge of the existing roof. The entrance to the store will be in the south west corner of the building beneath a canopy which will also incorporate a trolley store. Brickwork to the south east elevation will match the existing, on the south west elevation, the existing shop fronts will be replaced with new double glazed aluminium shop fronts with infill panels. The glazing on the south east and south west elevation will create an active frontage to the car park and to the High Street.
- 3.4 The application proposes a total of 68 car parking spaces, five of which will be disabled and six parent and child spaces. Given the location of the Netto foodstore within Goldthorpe town centre, customers will be encouraged to park in the Netto car park and carry out linked trips to other shops within the Centre.
- 3.5 Landscaping is proposed around the perimeter of the site, particularly on the southern boundary and on the western boundary with High Street. In addition to the perimeter planting, three sections of planting will be provided within the car park to provide further interest.

4.0 PLANNING POLICY

- 4.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 indicates that determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.
- 4.2 The Development Plan for Goldthorpe comprises the Regional Spatial Strategy (RSS) for Yorkshire and The Humber and the Barnsley UDP.

A) The Development Plan

RSS for Yorkshire and the Humber

- 4.3 The RSS was published in May 2008 following an Examination in Public. Policy YH1 seeks to:

"Support principal towns and local service centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy."

- 4.4 Goldthorpe is considered to be a local service centre. Policy YH6 of the RSS states that:

"Policy YH6: Local service centres and rural and coastal areas

Local Service centres and rural and coastal areas will be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource. Plans, strategies, investment decisions and programmes should:

- 1. Achieve a high standard of design that protects and enhances settlement and landscape diversity and character***
- 2. Support innovative means of accessing and delivering services***
- 3. Retain and improve local services and facilities, particularly in Local Service Centres***
- 4. Support economic diversification***
- 5. Meet locally generated needs for both market and affordable housing"***

- 4.5 The RSS continues in Policy SY1 which encourages appropriate development in local service centres where this helps to regenerate former coalfield settlements in the Dearne Valley. Policy E2 states that the focus for new development should be in existing centres.

Barnsley UDP, 2000

- 4.6 The Barnsley UDP was adopted in 2000, and remains the detailed Development Plan for the Borough. Whilst certain policies were deleted in September 2007, following a Direction from the Secretary of State, the majority of the policies have been saved beyond 2007 and will be replaced in due course by the Local Development Framework (LDF) and Development Plan Documents (DPD's).
- 4.7 The adopted Proposals Map allocates the application site within the Goldthorpe principal shopping centre in the Dearne community area. The southern boundary of the site defines the southern boundary of the town centre, with the town centre stretching up the High Street in a northward direction and to the east and west along Doncaster Road and Barnsley Road respectively.

- 4.8 With regard to town and other centres, the UDP strategy objectives states:

"Strengthen the vitality and viability of Barnsley Town Centre, and principal shopping and commercial centres as foci for shopping, commerce, leisure and other community facilities and services."

- 4.9 The UDP identifies Goldthorpe as one of eleven major centres in the Borough in addition to the Town Centre. The Plan later provides a hierarchy of centres in the Borough where Goldthorpe is identified as one of five 'Other Town Centre', above three District Centres and ten Local Centres.

- 4.10 Policy S1 of the UDP refers specifically to shopping and commercial centres the policy states;

Subject to the provisions of other policies in this plan, all new retail development will be permitted only within the central shopping area of Barnsley Town Centre and in the Principal shopping and commercial centres defined on the proposal map where suitable sites, or buildings suitable for conversion, are available for such purposes.

Within these locations, proposals for new retail development will be assessed on their merits having particular regard to their relationship and compatibility with the existing retail uses located therein. New retail developments which extend and enhance the range of goods, consumer choice and the provision of amenities and facilities available to the public within the defined centres will be particularly encouraged.

- 4.11 The supporting text continues to state that the existing centres are the most relevant focus for retail activity with the concentration of investment producing spin off benefits for the centres as a whole which enhances their role, attraction, vitality and viability.

- 4.12 Policy S2 provides further guidance stating the council will encourage improvements in the general environment, highway and pedestrian facilities to assist and promote public transport usage.

- 4.13 Policy T2 of the UDP refers to development and the highway network and states that development will only be allowed if additional demand for travel generated by a new development can be accommodated on the highway network.

- 4.14 Policy T17 seeks to ensure the provision and management of car parking to secure a number of objectives, including the vitality and viability of shopping and commercial centres. The supporting text refers to policy T22 which sets out the maximum car parking levels for new developments.

- 4.15 Policy T22 states;

"New Development shall be provided with no more car parking, servicing and manoeuvring space than is necessary in order to ensure there is no significant adverse impact upon:

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- a) **Highway Safety**
 - b) **The local environment including the amenity of local residents and adjoining land uses**
 - c) **The vitality and viability of Barnsley town centre and other shopping and commercial centres."**

4.16 The policy continues to state that provision should be made for disabled car parking, amounting to at least 4% of the total car parking provided. Further guidance on car parking standards and levels is provided in Supplementary Planning Guidance.

4.17 Approximately half of the application site is currently vacant land. The Council aims to reclaim derelict and vacant land in order to improve the quality of the environment. Policy GS2 states that the council will give priority to schemes which provide sites for new development, especially for industrial, commercial or housing purposes.

4.18 With regard to the quality of the built environment, Policy BE5 seeks to enhance the environmental quality of existing housing, commercial and industrial areas. Policy BE6 refers to design standards and aims to achieve high standard of design to improve the quality of development. The policy states;

"The council will seek to achieve good design standards for all types of development. Proposals for development will be assess using the following design criteria:

- a) ***The quality of layout, and suitability of scale of the development***
- b) ***The use, quality, design and landscape treatment of open land with the site and the area around buildings***
- c) ***The standard of detailed design and facing materials of proposed buildings***
- d) ***The suitability of the whole development for its proposed context and its relationship with adjoining land uses.***

Designs which the council considers unsatisfactory in terms of any of these criteria will be rejected."

B) Other Relevant Polices and Guidance

4.19 Alongside the development plan, planning policy is guided by National Planning Policy Statements/Guidance Notes. The most pertinent guidance in respect of this proposal are PPS6: Planning for Town Centres (2005) and PPG13: Transport (2001). The general advice of PPS1 is applied in effect in more detail in PPS6.

PPS6: Planning for Town Centres (2005)

- 4.20 PPS6 sets out the Government's broad policy objectives relevant to planning for town centres in England. The policies are firmly based on the principles of sustainable development and the need to sustain and enhance the role of town centres for the benefit of all.
- 4.21 The Government's key objectives for town centres are (para 1.3) to promote their vitality and viability by:
- planning for the growth and development of existing centres; and
 - promoting and enhancing existing centres.
- 4.22 The following para 1.4 confirms other objectives to be taken into account:
- "Enhancing consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community and particularly socially-excluded groups.**
- Supporting efficient, competitive and innovative retail, leisure, tourism and other sectors, with improving productivity; and**
- Improving accessibility, ensuring that existing or new development is, or will be accessible and well served by a choice of means of transport."**
- 4.23 In order to deliver these objectives, the Government states that local planning authorities should:
- actively promote growth and manage change in town centres;
 - define a network and a hierarchy of centres each performing their appropriate role to meet the needs of their catchments; and
 - adopt a proactive, plan-led approach to planning for town centres, through regional and local planning.
- 4.24 The document states that wherever possible, growth should be accommodated by more efficient use of land and buildings within existing centres.
- 4.25 In promoting and enhancing existing centres, the PPS discusses the need for regional planning bodies and local planning authorities to consider the network of centres. Authorities should ensure that the largest centres do not overly dominate the area and there is an even distribution of town centre uses. In considering development, the statement requires local authorities to consider the need for investment and growth to strengthen centres and address deficiencies in existing centres.

4.26 When assessing proposed developments the statement expects local planning authorities to require applicants to demonstrate the following issues:

- a) the need for development
- b) That the development is of an appropriate scale
- c) That there are no more central sites for the development
- d) That there are no unacceptable impacts on existing centres
- e) That locations are accessible.

4.27 However, Paragraph 3.8 of the PPS states that:

"It is not necessary to demonstrate the need for retail proposals within the primary shopping area or for other main town centre uses located within the town centre."

4.28 The existing store and indeed the application site area lie within the defined centre on the adopted proposals map. This application is therefore not required to demonstrate need by applying the tests set out in the remainder of PPS6.

Proposed Changes to PPS6 (2008)

4.29 On 10 July 2008 the DCLG published "Proposed changes to Planning Policy Statement 6: Planning for Town Centres – consultation". The draft changes arise from the Planning White Paper "Planning for a Sustainable Future" (2007) and from the conclusions of the Competition Commission Inquiry into the groceries market. (Certain proposals by the Competition Commission are subject to challenge and so are not addressed in this draft, notably the Competition Test).

4.30 However, the document only carries a certain amount of weight until after consultation finishes in October 2008 and any consequent revisions and final publication. Indeed, whilst the consultation document proposes a number of changes to the current PPS6, the emphasis for new retail development remains on existing town centres.

4.31 Indeed, suggested proposals place an emphasis on the environment, stating that even where developments may result in adverse town centre impacts, these may be outweighed *"by significant wider economic, social and environmental benefits arising from the proposal"* and seven criteria are suggested as relevant, including:

- (ii) The extent to which the proposal benefits deprived areas and promotes social inclusion;
- (vi) The extent to which a proposal will help promote or undermine economic and physical regeneration in the area within five years of the implementation of the proposal;

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- (vii) The extent to which the proposal makes efficient benefit to the use of land, including re-use of previously developed land."

PPG13: Transport (March 2001)

- 4.32 PPG13 reaffirms the Government's policy position towards retail development, as outlined in PPS6. In particular, the guidance endorses the need to seek to promote the vitality and viability of existing town centres, which should be the preferred locations for new retail and leisure developments. Furthermore, it reaffirms the Government's requirement for retail development to adopt a sequential approach, with preference given to town centre sites, followed by edge of centre and, only then, out of centre sites in locations which are (or will be) well served by public transport.
- 4.33 PPG13 aims to promote more sustainable modes of transport, whilst ensuring that all new development, be it housing, retail or leisure is accessible to all by modes of transport other than that of the private car.
- 4.34 PPG13 also seeks to ensure that the issue of linked trips are taken into account when determining any development proposal. The issue of linked trips is key to the promotion of sustainability as they reduce the need to travel to several different facilities. Therefore, it is important that all new development is associated with complementary adjacent uses.
- 4.35 Annex D provides maximum Parking Standards to be adopted in new development. With regard to food retail uses the maximum standard is 1 space per 14sqm.

5.0 ASSESSMENT

- 5.1 This application has been submitted on behalf of Netto Foodstores for the extension to their existing store and additional parking within Goldthorpe town centre. The application proposes improved parking and circulation areas to assist servicing of the store and to improve the environment of the currently part vacant site.
- 5.2 The application site is within the town centre area defined on the adopted UDP. In accordance with Policy S2 retail development is permitted in these areas in order to meet the UDP strategy objective to strengthen the vitality and viability of existing centres. This is also in accordance with PPS6 which promotes the growth and development of existing centres to promote their vitality and viability.
- 5.3 Netto foodstores have been operating from the site for 17 years and the existing store is outdated and unviable for the continued successful operation of the business. The foodstore is a popular store within Goldthorpe and the application proposals will enable Netto to improve and extend the offer of the store and consumer choice in accordance with policy S1 of the UDP

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- 5.4 The proposed extension will provide an addition 210sqm of internal floorspace creating an improved environment within the store. Outside the store the proposals result in an improved customer entrance and trolley parking area.
- 5.5 In addition to the increased choice and store environment that the extension would create, the application proposes improvements to the car parking and circulation areas. The southern part of the application site is currently vacant following the demolition of the depot building that previously occupied the site. This part of the site is partly surfaced with hard standing, however, in a number of areas where the hard standing is broken scrub planting has seeded. The derelict site is an eyesore that is highly visible from High Street, detracting from the remainder of Goldthorpe.
- 5.6 In accordance with Policy S2 and GS2 of the UDP the application proposes to utilise this area of the site for car parking and circulation areas in addition to areas of landscaping being incorporated. The proposals will enhance the general environment both for customers to the Netto store and residents and visitors to Goldthorpe when viewing the site from High Street.
- 5.7 The existing Netto foodstore measures 739sqm and is served by 30 parking spaces, this is below the maximum car parking guidelines set out in PPS13. Indeed, due to the location of the service area to the east of the site and lack of circulation areas a number of these spaces are often unavailable as they are blocked by the service vehicles.
- 5.8 The application proposes to increase the internal store size to 949sqm and to provide 68 car parking spaces in addition to improved circulation areas which will benefit the existing servicing arrangement. The proposed car parking spaces are in accordance with the national maximum parking standard of 1 space per 14sqm. Of the 68 spaces provided, five will be marked as disabled spaces and six will be marked for parent and child spaces. This complies with policy T22 of the UDP which requires 4% of the total spaces to be provided for disabled car parking. In addition, the application site is well served by public transport with a bus stop providing services into Barnsley located on the High Street at the north west corner of the site.
- 5.9 The site is within Goldthorpe town centre as defined on the adopted UDP. It is envisaged that the additional car parking available will not only serve Netto customers but will further enhance the vitality and viability of Goldthorpe town centre by enabling visitors to park in the Netto car park and carry out linked trips to other shops and services within the centre. This is in accordance with the UDP, PPS6 and PPG13.
- 5.10 With regard to the quality of the environment, specifically policy BE5 of the UDP, the existing store is 17 years old and requires modernisation to ensure its successful operation in the future. The application proposes to extend the existing building southwards into the existing car park area. The extension measures approximately 32 m x 6.5 m and incorporates a pitched roof measuring 5.5 m to the top of the ridge, which is lower than the existing roof which measures 8 m. Materials for the new roof will match the existing.

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- 5.11 The store entrance and trolley store are provided under a canopy area that is integral to the proposed extension and new roof as shown on the plans accompanying the application.
- 5.12 On the south east elevation the facing brick work and banding would match the existing. New double glazed and aluminium shopfronts with infill panels are proposed for the store entrance, in addition, the existing shopfronts on the south west elevation facing the High Street will be replaced with new panels. Two new signs will be provided on the new store in addition to a totem at the entrance to the site visible from the High Street. However, permission for the new signage will be applied for as part of a separate application for Advertisement consent.
- 5.13 It is considered that the proposed extension and improvements to the existing store provide a high standard of design and improve the quality of development within the area in accordance with policy BE5 and BE6. Policy BE6 continues to make reference to the use, quality, design and landscape treatment of open land within the site and the area around the building. As discussed previously, the southern part of the application site is currently vacant land which is visually detrimental to the area both for residents and visitors.
- 5.14 The proposed parking area will be hard surfaced and laid out for car parking, in addition areas of landscaping are to be incorporated around the perimeter and within the site. These environmental improvements comply with policy BE6 of the UDP which seeks to achieve good design standards and landscape treatment to improve the quality of developments.

6.0 CONCLUSION

- 6.1 The application proposes to extend the existing Netto foodstore to provide a more modern unit and to provide additional parking and circulation areas. The application site is allocated within the defined Goldthorpe town centre on the adopted UDP, with retail an acceptable use.
- 6.2 This report has assessed the application proposals against the saved policies contained within the UDP and national planning guidance and statements. It is considered the application complies with the policies and the proposals will provide an improved customer comfort in the store and enhance the general character of the area.
- 6.3 The proposed development will provide a modern, quality facility that will in turn enhance the vitality and viability of Goldthorpe town centre as a whole. We therefore consider that planning permission should be granted for the development on the site.

