January 2012

# PPS4 Assessment

**Demolition of Existing Buildings and Erection of Superstore (Class A1), Petrol Filling Station, Access and Associated Car Parking and Ancillary Works on Land at New Street, Barnsley**

On behalf of

**Barnsley Retail Partnership**

Prepared by

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## EXECUTIVE SUMMARY

- The Council commissioned town centre retail capacity study (March 2011) concluded that Barnsley town centre has a qualitative 'gap' in terms of choice and provision for main food retailing and a new supermarket would make the town centre more attractive to shoppers;

- A further Council commissioned study (May 2011) concluded there was potential for a new superstore to increase spending retention in the area;

- The New Street application site was assessed as one location and was found to score well as a potential opportunity;

- The May 2011 Report also concluded that there was only scope for one new superstore in the Barnsley catchment area;

- In retail policy terms the New Street site is an edge of centre location and best placed to encourage linked trips making a positive contribution to Barnsley town centre;

- Evidence obtained from a household shopping survey shows that around 45% of those doing a main food shop at the adjoining edge of centre Morrisons usually visited the town centre on the same trip;

- We consider the proposed Superstore on New Street is better located than Morrisons to encourage linked trips and would provide strong linkage with the town centre;

- The proposal would attract more main food shoppers to a central location and lead to spin off benefits for other town centre shops and services;

- It would also allow one trip to serve more than one purpose leading to sustainable shopping patterns;

- The development of a new superstore on the south west edge of Barnsley town centre would encourage shoppers to use the full range of shops and services in the town centre by drawing shoppers through the main pedestrian shopping area in the southern part of the town centre;

- Recent years has seen significant investment in the northern part of the town centre, which will be further enhanced by the Markets redevelopment. The proposal represents a major investment in the southern part of the wider town centre supporting a vital and viable town centre throughout;

- Matters raised by PPS4 in relation to the sequential approach and impact have been fully assessed and we conclude:

    - Compliance with the requirements of the sequential approach. There are no more suitable, viable and available sites which could accommodate a new superstore development in Barnsley;

    - Significant adverse impact would not occur in relation to the key matters raised by PPS4 Policy EC16.1 (retail impact);

    - We consider that given the close relationship of the site to the rest of the town centre the proposal would lead to linked trips with other shops and services in the centre and spin off benefits for the town centre; and

- With regard to other more general impacts (Policy EC10.2);

  - Climate change factors have been fully taken into account in the design approach;
  - The proposal would be accessible by a choice of transport mode;
  - It would provide a high quality and inclusive design;
  - Lead to a positive impact in terms of economic and physical regeneration; and
  - Provide a substantial number of new employment opportunities (450 total) in a central location accessible to all.

- Against this background no significant adverse impacts are identified. In our view there are a number of positive impacts arising.

- Overall, we consider the proposed development accords with retail policies in the development plan and PPS4 development management policies. It would provide a substantial positive investment in the overall retail offer in central Barnsley.

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# 1.0 Introduction

1.1 This PPS4 Assessment is submitted in support of an application by RED Property Services as lead consultant on behalf of their client Barnsley Retail Partnership to provide a new superstore facility on an edge of town centre site in Barnsley.

1.2 A separate Planning Statement has been prepared by RED Property Services addressing overall planning issues. This report focuses solely on retail policy considerations starting with the development plan before considering relevant material considerations, principally PPS4 'Planning for Sustainable Economic Growth'.

1.3 The report proceeds as follows:

- **Section 2** describes the site;
- **Section 3** briefly describes the proposed development;
- **Section 4** provides an overview of retail planning policy;
- **Section 5** describes existing and proposed convenience provision in the area;
- **Section 6** addresses PPS4 sequential considerations;
- **Section 7** deals with PPS4 impact considerations; and
- **Section 8** sets out our conclusions.

## 2.0 Site Description

2.1 The site measures 2.87 hectares and is located within the southern development area (Area 5) of the Barnsley town centre 'Community Area' boundary. It lies immediately south west of Westway at the signalised junction providing access to New Street which serves Morrisons, the application site and residential areas to the south and west.

2.2 The Morrisons superstore and associated petrol filling station occupies a site to the north of New Street whilst south west of Morrisons is an NHS health centre. To the south and west are predominantly residential areas including some high rise development. Immediately south east of the site is a mixed use development under construction to comprise residential on upper floors and commercial uses on the ground and first floor.

2.3 Access to the site is taken from a signalised junction with Westway which includes pedestrian phases facilitating pedestrian movements along New Street to the main shopping area. The covered Alhambra Shopping Centre is located on the opposite side of Westway and forms the southern part of Barnsley town centre's central shopping area.

2.4 The walking distance from the pavement at the end of John Street is 35 metres to the defined 'Central Shopping Area' boundary in the town centre, around 97 metres to the side entrance (Wilkinsons) of the Alhambra Centre and around 197 metres to the start of the designated 'Principal Shopping Frontage'.

2.5 The site itself comprises a number of parcels of land with local roads crossing the site including John Street, Thomas Street, Burleigh Street and Joseph Street. The overall site is bounded by Wood Street to the south, Heelis Street to the east, Westway to the north and Upper New Street/New Street to the west. Land uses within the site include pay and display car parks, a vacant commercial leisure unit, a variety of red brick buildings, some of which are vacant and others occupied by existing businesses and a large cleared area of land at the southern end of the site part used for further car parking and a hand car wash facility.

2.6 Levels change across the site with the south eastern corner sitting at the highest point and the site falling away down towards the New Street/Westway junction.

## 3.0 Proposed Development

3.1 The proposal includes provision of a Class A1 superstore and is being brought forward on this edge of centre site in response to the need identified by the Council for a further superstore in Barnsley. For reasons set out later in the report we consider this site to be the most appropriate location having regard to the sequential approach.

3.2 As set out in the main Planning Statement the proposed superstore has been designed taking full account of its context and the need to ensure integration with the central shopping area in Barnsley both visually and in a manner which would maximise convenience for shoppers to link their main food shopping trip with visits to other shops and services in the central shopping area.

3.3 The proposed superstore measures 6,596 $m^2$ net (10,859 $m^2$ gross) and would provide an attractive modern superstore facility for main and bulk food shopping in the Barnsley area in a location that would support the wider town centre offer.

3.4 The proposed layout of the site is shown on plans **1-022** and **1-023** with the superstore building located towards the Westway frontage and extending to the rear of the site. Given the level changes across the site, the store would be raised on stilts with main vehicular access from a roundabout on New Street and customer parking located underneath the main store building. Visually, this would screen the parking area from views of the site from the surrounding area and would provide cover from the elements for shoppers. Site sections are shown on plans **4-001** and **4-002** and show how the superstore would face towards the central shopping area with customer cafe at the upper level on the front providing strong visual links with the central shopping area.

3.5 The six pump island petrol filling station is situated in the south west corner of the site, behind the main structure of the store building. Use would be made of the level changes to provide access to the raised service yard via a bridge crossing from Wood Street.

3.6 The proposal would provide a modern well designed superstore facility with the main customer entrance and glazed atrium situated towards Westway. The customer cafe would be at an upper level with views across and into the town centre. The orientation and location of the glazed atrium and travelators would lead pedestrians towards the central shopping area. The atrium is designed with the ground floor lobby area at the northern end of the atrium further encouraging linkage with the central shopping area. Carefully designed public realm outside the store entrance would also enhance a sense of connection with the central shopping area whilst pedestrian phasing on the signalised junction with Westway would further encourage shoppers to walk into the central shopping area.

3.7 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 on stilts are helpful in screening less attractive elements such as the service yard to the rear of the store and customer car park.

3.8 The full rationale to the design approach is set out in the submitted Design & Access Statement prepared by Michael Hyde & Associates Limited.

3.9 The net floorspace of the proposed superstore would measure 6,596 $m^2$ net. 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 also typically include deli ranges, hot and cold food counters, wet fish and a bakery. The store is of sufficient size to provide a wide range of convenience goods capable of competing with other superstores in the Barnsley area and beyond in terms of main and bulk food shopping.

3.10 In particular, it would offer competition to the existing out of centre Asda at Old Mill Lane in Barnsley, the Tesco Extra on Wombwell Lane and superstores further afield such as the out of centre Morrisons at Cortonwood. It would also enhance consumer choice in a central location by providing an alternative to Morrisons which currently trades at a high level.

3.11 Customers also expect some comparison goods in a superstore and a store of this size would offer a range and choice of such goods. These complement the convenience range and it is well established and accepted that such goods are purchased as an adjunct to the primary purpose of visiting the store i.e. for food shopping. Often the choice within each non food product category is limited and consequently the goods sold do not provide a true 'comparison' offer as would be found within a town centre.

3.12 The proposal would provide a modern and attractive superstore facility in a location which would encourage shoppers to link their main food shop with the central shopping area thus enabling one trip to serve more than one purpose and provide an overall benefit for the town centre. The overall breakdown of floorspace in the proposed superstore is set out below.

| **Floorspace** | **Proposed Superstore ($m^2$)** |
|---|---|
| Convenience goods | 3,607 |
| Comparison goods | 2,989 |
| **Net Floorspace** | **6,596** |
| lobby/toilets/Customer Services/Back up (i.e. staff, storage, offices) and atrium | 4,263 |
| **TOTAL** | **10,859** |

# 4.0 Planning Policy

4.1 This section provides a summary of retail planning policy including the Development Plan and relevant material considerations.

## Development Plan Policy

4.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 stipulates that if regard is to be had to the Development Plan for the purposes of a determination to be made under the Planning Act, determination is to be made in accordance with the Plan unless material considerations indicate otherwise. Key elements of the Development Plan for Barnsley comprise the following:-

- The Yorkshire and Humber Plan - RSS to 2026 (May 2008)
- The Barnsley Core Strategy (September 2011)
- Barnsley Unitary Development Plan (UDP) (December 2000)

### RSS for the Yorkshire & Humber (2008)

4.3 The RSS was revoked by the Coalition Government in July 2010. However, following a High Court challenge (November 2010), the RSS has been reinstated and for the time being remains part of the development plan abeit its ultimate intended abolition is anticipated this year following royal ascent being given to the Localism Act in November 2011.

4.4 A central theme running through the RSS is the need to manage growth and change across places and communities in Yorkshire and Humber in order to achieve sustainable development and the spatial vision. Regional cities and Sub-Regional cities and towns should be the prime focus for housing, employment, shopping, leisure, education, health and cultural facilities in the region (**Policy YH4**). Figure 2.3 sets out the region's settlement network with Barnsley identified as a 'Sub-Regional City and Town'.

4.5 Section 4 deals with South Yorkshire. **Policy SY1** seeks to transform 'Sub-Regional' towns (including Barnsley) and in particular town centres as vibrant, healthy, accessible, attractive and safe places where more people live, visit and work. Section E of Policy SY1 reinforces this approach when dealing with 'Strategic patterns of development' where emphasis is put on city/town centres and inner areas.

4.6 In relation to new retail development, **Policy E2** requires that plans, strategies, investment decisions and programmes should strengthen the role and performance of existing city and town centres.

### Barnsley Core Strategy (2011)

4.7 The 'Vision' for Barnsley by 2026 aims to provide a successful and uniquely distinctive 21st Century market town at the centre of a prosperous Borough (page 25). Urban Barnsley is highlighted as the only 'Sub-Regional Town' in the Borough at the head of the settlement hierarchy (paragraph 7.4).

4.8 Objective 1 of the Core Strategy is the spatial interpretation of the Sustainable Community Strategy including fostering the 'Remaking' of Barnsley town centre and promoting it as the main place for shopping and a range of other activities. Section 9.8 addresses 'Town Centres' with a number of challenges identified including, amongst other things:

- Enhancing the vitality and viability of centres;
- Strengthening Barnsley Town Centre's role in the sub-region and wider region
- Reducing the need to travel to out of centre locations

4.9 The CS highlights Barnsley's role as a significant sub regional centre with a large catchment area. Policy solutions include setting out a town centre hierarchy and identifying retail needs.

4.10 **Policy CSP31** (Town Centres) supports maintenance and enhancement of the vitality and viability of town centres with Barnsley town centre being the main 'centre' in the Borough. The policy states that in order for it to continue to fulfil that role, the majority of new retail and town centre development will be directed to the town centre. Proposed developments will be assessed using the sequential approach to help achieve the spatial strategy.

**Barnsley Unitary Development Plan (UDP)(2000)**

4.11 A number of retail policies are no longer saved having been replaced by Core Strategy Policy CSP31. In relation to policies that continue to be saved, **Policy S1** seeks to direct all new retail developments to locations within the central shopping area of Barnsley town centre and other centres.

4.12 **Policy S3** deals with retail proposals (convenience and comparison) on sites outside the central shopping area of existing centres which will only be permitted:

a) On sites allocated for that purpose in the plan;
b) Where there is no suitable site available within a defined centre, or where there is no available allocated site, then on a site at the edge of a defined shopping centre so long as it can provide a satisfactory functional 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), or
c) Where there is no suitable site available either within any of the centres defined above or in accordance with the requirements of (a) or (b), then an out of centre site in a location accessible by a choice of means of transport.

## Material Considerations

**PPS4: Planning for Sustainable Economic Growth (2009)**

4.13 PPS4 incorporates a wide range of employment related uses, including town centre uses such as retail, as 'economic development'. Paragraph 10 sets out the government's objectives for planning, including a desire 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 in response to climate change; and
- Promote the vitality and viability of towns and other centres as important places for communities.

4.14 PPS4 includes a number of plan making policies (EC2 to EC5). Policy EC2 seeks to ensure planning for sustainable and economic growth.

4.15 When planning for 'centres' Policy EC3 requires regional planning bodies and local planning authorities to set out a strategy for the management and growth of centres over the plan period. Flexible policies should be adopted which are able to respond to changing circumstances. A network and hierarchy of centres are to be defined with choices made about which centres are to accommodate any identified need.

4.16 Policy EC4 deals with planning for consumer choice and promoting competitive town centres. Local planning authorities are encouraged to proactively plan for future development identifying sites in centres, or failing that on the edge of centres, capable of accommodating larger format developments where a need for such development has been identified.

4.17 Policy EC5 addresses site selection and land assembly for main town centre uses adopting a sequential approach to site selection.

4.18 PPS4 also includes a number of development management policies (EC10-EC19). Policy EC14 sets out supporting evidence required for planning applications for main town centre uses including a sequential assessment (EC14.3) for applications not in an existing centre and not in accordance with an up to date development plan. In similar circumstances an assessment addressing impacts under Policy EC16.1 is also required for planning applications for retail developments over 2,500 m² gross floorspace.

4.19 Policy EC17 provides the starting point for consideration of planning applications for development of main town centre uses not in a centre or in accordance with an up to date development plan. Policy EC17.1 indicates that applications for main town centre uses that fall within the remit of the policy should only be refused where:-

a. The applicant has not demonstrated compliance with the requirements of the sequential approach (Policy EC15); or
b. There is clear evidence that the proposal is likely to lead to significant adverse impact in terms of any one of the impacts identified under Policies EC10.2 and EC16.1.

4.20 Where no significant adverse impacts are identified under Policies EC10.2 and EC16.1, applications should be determined by taking account of positive and negative impacts of a proposal in terms of these two policies and any

other material considerations as well as cumulative impact considerations (Policy EC17.2).

4.21 Policy EC17.3 highlights that judgements about the extent and significance of impacts should be informed by the Development Plan where it is up to date. Recent local assessments of the health of town centres, which take account of the vitality and viability indicators, will also be relevant.

4.22 Policy EC10.1 highlights that Local Planning Authorities should adopt a positive and constructive approach towards planning applications for economic development. Applications that secure sustainable economic growth should be treated favourably.

4.23 Policy EC10.2 sets out a range of more general impacts that are to be addressed in support of all planning applications for economic development including impact on:

a. Climate change;
b. Accessibility by choice of transport mode;
c. High quality and inclusive design;
d. Economic and physical regeneration; and
e. Local employment.

4.24 Policy EC16.1 provides more detailed guidance on impact assessments with the following impacts to be assessed:-

**a. "The impacts of the proposal on existing, committed and planned public and private investments in a centre or centres in the catchment area of the proposal**
**b. The impact of the proposal on town centre vitality and viability, including local consumer choice and the range and quality of the comparison and convenience retail offer;**
**c. The impact of the proposal on allocated sites outside town centres being developed in accordance with the Development Plan;**
**d. In the context of retail or leisure proposals, the impact of the proposal on in centre trade/turnover and on trade in the wider area, taking account of current and future consumer expenditure capacity in the catchment area up to five years from the time the application is made and where applicable on the rural economy;**
**e. If located in or on the edge of a town centre whether the proposal is of an appropriate scale (in terms of gross floor space) in relation to size of the centre and its role in the hierarchy of centres;**
**f. Any locally important impacts on centres under Policy EC3.1.e."**

4.25 Policy EC15 deals with the sequential approach highlighting that in considering sequential assessments, Local Planning Authorities should:-

a. Ensure that sites are assessed for their availability, suitability and viability.
b. Ensure that all in centre options have been thoroughly assessed before less central sites are considered.

c. Ensure that where it has been demonstrated that there are no town centre sites to accommodate the proposed development, preference is given to edge of centre locations which are well connected to the centre by means of easy pedestrian access.
d. Ensure that in considering sites in or on the edge of existing centres, developers and operators have demonstrated flexibility in terms of

i. Scale;
ii. Format;
iii. Car parking provision; and
iv. The scope for disaggregation

## Relevant LPA Studies

### England & Lyle (E&L) Studies on behalf of Barnsley MBC

Town Centre Retail Capacity Study – March 2011

4.26 The Council commissioned E&L to update an earlier Town Centre Retail Capacity Study carried out by DTZ in 2007. This was published in March 2011 and looked at future potential capacity to accommodate further developments in Barnsley town centre based on a market share approach. This utilised the findings of a 2007 household shopping survey carried out as part of the DTZ study. The E&L report also updated the 2007 DTZ health check for Barnsley town centre.

4.27 Main conclusions arising from the study in relation to the centre and the need for additional convenience and comparison provision are as follows:

- The town centre has a moderately better than average level of vitality and viability
- Barnsley has continued to perform relatively well during the current economic recession
- In relation to **qualitative need** and the five factors identified in the PPS4 Practice Guidance (PG), the report finds that:
    - The town centre has a qualitative 'gap' in terms of the choice and provision of main food retailing;
    - There is also a deficiency in the type and range of non-food shopping provision in the town centre, particularly a lack of a major department store;
    - Morrisons in the town centre is over-trading, indicative of a need for further provision. We note the evidence shows it to be substantially over-trading.
    - The new Lidl store will not meet the lack of choice of main food shopping provision
    - The Markets development will play a part in addressing the town centre's existing deficiencies and will help provide higher quality non food retailing choice in the town centre.
- 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. It concluded:

- In convenience goods there is no quantitative capacity for additional floorspace (other than in the Markets development) in 2016 or 2021.
- However, the study went on to state 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 *'we acknowledge that new schemes could increase market shares and that there could be capacity for additional floorspace'*.
- The proposed superstore represents a firm proposal for new floorspace and it is appropriate to consider likely market share retention which could be achieved if the proposed development was granted permission. In our view it is also appropriate to take account of overtrading in the Asda/Morrisons stores.
- In relation to comparison goods, the report concludes that the Markets project could be comfortably accommodated by 2016 but that there would be no capacity for additional comparison goods floorspace in the town centre at that year. There would be further positive residual capacity support for additional comparison goods floorspace in the town centre by 2021.
- As with the convenience goods assessment this assumed market shares would increase slightly to accommodate the Markets project. However, as was the case with convenience, this did not take account of any further potential increases in market shares.

<u>Retail Impact Analysis of Potential Superstore Developments in Barnsley May 2011</u>

4.28 Section 3 of the study sets out the methodology adopted with reference to a market share approach. The precise steps of the assessment carried out by E&L are detailed at paragraph 3.4. The catchment area adopted for a potential superstore reflects the catchment previously used for Barnsley town centre with a small allowance made for inflow. A base year of 2011 was adopted with a design year five years later at 2016.

4.29 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...."*.

4.30 Section 4 of the Report sets out the impact analysis arising from a further superstore development in the Barnsley area. 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 to surrounding areas.

4.31 In relation to **convenience goods** the Town Centre Study Update found existing retention levels in the wider catchment area of 76%, which would increase to 80% to take account of commitments and 83% to accommodate the Markets project. With regard to **comparison goods** retention levels stood at 61% for comparison goods, increasing to 62% with commitments and a further increase to 70% to accommodate the Markets project. The Impact Report concludes that:

**"...there is potential for a new superstore development to increase the retention level further".**

4.32 When assessing impact of a proposed superstore, paragraph 4.26 of the Report highlights the need to assess impact on the centre as a whole.

# 5.0 Existing and Proposed Convenience Provision

5.1 This section describes the nature, function, scale and location of existing convenience provision within the study area. Acting for the Council DTZ commissioned a household telephone shopping survey in Barnsley and the surrounding area. The survey zones are shown on **Plan IDP1** (**Appendix 1**).

**Convenience Goods – Main Food Shopping**

5.2 Barnsley currently has two large superstores including Morrisons (3,382 $m^2$ net) on the south west edge of the town centre and the out of centre Asda (3,901 $m^2$ net) on Old Mill Lane. Morrisons and Asda are both relatively dated and are of a similar size with Asda selling proportionately more comparison goods than Morrisons. Both stores have a reasonable range of convenience goods with complementary comparison sales typical for each operator.

5.3 The only other provision in the wider Barnsley area includes the more recently built modern Tesco Extra (7,421 $m^2$ net) located to the east of Barnsley on Wombwell Lane. With an internal mezzanine devoted to the sale of comparison goods and customer cafe, it provides a large modern superstore offer albeit located on the edge of the urban area. The locations of the stores are shown on **Plan IDP2** (**Appendix 1**).

5.4 Aside from these superstores, with only two of them located in Barnsley itself, nearest superstore provision include Morrisons at Cortonwood to the east and the Tesco Extra (6,297 $m^2$ net) located further east in Wath Upon Dearne. Both Tesco stores are relatively recent and are therefore modern superstores whilst the Asda and Morrisons stores in Barnsley are more dated.

5.5 Notwithstanding the above, Asda and Morrisons are well established and popular with Barnsley residents as demonstrated by the 2007 DTZ household survey. In relation to main food shopping this showed the following pattern of usage for main food shopping in the wider study area:

- Asda, Old Mill Lane - 25.5%
- Morrisons, Barnsley - 21.1%
- Tesco, Wombwell - 12.7%
- Morrisons, Cortonwood - 11.9%
- Tesco, Wath Upon Dearne - 5.4%

5.6 E&L used the household survey (**Appendix 2**) to derive estimated turnovers for the main stores in the Barnsley area. Based on their work, this showed that Morrisons and Asda both trade at very high levels with estimated convenience turnover at 2011 of **£72.04m** for Morrisons and **£83.87m** for Asda.

5.7 Figure 1 below shows how these turnover levels compare to their respective convenience goods company average trading levels.

**Figure 1** – Estimated Turnover of Asda and Morrisons at 2011 (2008 prices)

| Store | Net Conv | Company Ave Sales Density (£/m$^2$) | Company Average Turnover (£m) | Estimated Turnover 2011 (£m) | Over Trading (£m) |
|---|---|---|---|---|---|
| Morrisons, Westway | 2,875 | 12,187 | 35.04 | 72.04 | 37.00 |
| Asda, Old Mill Lane | 2,787 | 14,016 | 39.06 | 83.87 | 44.81 |
| **Total** | | | | | **£81.81m** |

5.8 This shows that both stores are trading substantially above their respective company averages and their ability to trade at such levels are indicative of the need for additional provision of main food shopping facilities in Barnsley. The Tesco at Wombwell Lane does not trade at such a high level, no doubt a reflection of its location on the eastern fringe of Barnsley, with competition to the east at Cortonwood (Morrisons) and a further large Tesco Extra at Wath Upon Dearne.

5.9 Main food shopping provision in Barnsley is limited in terms of choice and existing stores are trading significantly above their respective company averages. In addition, only Morrisons and Asda are represented in Barnsley itself, with the nearest alternative operator being Tesco to the east on Wombwell Lane. The E&L studies concluded a qualitative shortfall in provision of main food shopping facilities in Barnsley. We consider this to be the case and based on the levels of overtrading there is also quantitative need for additional provision.

**Main Food Shopping Trips Linked with Barnsley Town Centre**

5.10 The household survey also looked at the likelihood of linked main food shopping trips (Q14) with Barnsley town centre. This showed that overall 22.1% undertook a linked trip. Further analysis of the survey results provided by the Council show a variation between different stores. The results are also included in **Appendix 2**. This shows the following propensity to link the main food shopping trip with a visit to Barnsley town centre:

- All respondents - 22.1%
- Morrisons, Barnsley - 44.8%
- Asda, Old Mill Lane - 23.4%
- Tesco, Wombwell - 10.2%

5.11 The above clearly shows strong linkage taking place between Morrisons, just west of Westway in Barnsley with around 45% of main food visits being linked with some other purpose in the town centre. The out of centre Asda linkage is substantially less at around half achieved by Morrisons. Tesco Wombwell is located just east of Barnsley and consequently linkage reduces even further to just 10%.

5.12 The purpose of the Morrisons linked trip was also analysed and this shows a high level of other food and also non food shopping taking place:

- Other food shopping - 60.0%
- Non food shopping - 69.5%
- Financial Services - 56.8%
- Eating out/pub/social - 25.3%
- Other leisure - 12.6%
- Work - 10.5%

5.13 This shows a strong linkage between main food purchases and other ancillary shopping in the town centre along with a range of other activities. If those shoppers were not doing their main food shop at Morrisons but rather at Asda or another out of centre store in the Barnsley area then this linkage would reduce substantially.

5.14 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 Transportation 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. The peak 15 minute period in that hour (11:15-11:30) had 212 movements. Whilst lower figures were found on a Tuesday afternoon (i.e. between 17:00 and 18:00, 194 two way movements) this still shows a steady flow even during less busy periods.

5.15 This shows a strong linkage between this general location and the central shopping area. Due to the location of the proposed superstore, its layout and design with strong emphasis on the pedestrian customer entrance locating as close to Westway as possible, we consider the likely potential for linkage to be stronger.

5.16 Consequently, if the proposed superstore is permitted on the New Street site, a number of its shoppers will be households currently using out of centres stores for their main food shop. Drawing those shoppers to this edge of centre location will increase linked trips with the town centre benefitting both convenience and comparison sectors in the centre as well as a range of other services/activities. It will also enable one trip to serve more than one purpose leading to more sustainable shopping patterns.

**Top Up Convenience Shopping**

5.17 The household survey also examined top up shopping habbits. Overall the results showed the pattern of usage of stores was much more widespread as would be expected for day to day purchases. Morrisons was the most popular foodstore destination whereas for main food shopping Asda was the most popular store. Although the difference is limited, the greater popularity of Morrisons could relate to the more convenient location for those in the town centre (shopping/for work/leisure) to buy day to day items whilst in the centre. Morrisons is also located proximate to large residential areas compared to Asda.

- Barnsley town centre - 7.8%
- Morrisons, Barnsley - 7.2%
- Asda, Old Mill Lane - 6.1%

- Tesco, Wombwell - 4.3%
- Barnsley Market - 3.2%
- Morrisons, Cortonwood - 2.1%
- Tesco, Wath Upon Dearne - 1.8%

**Use of Barnsley Markets**

5.18 Main food shoppers who used Morrisons (Barnsley), 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 a store is located away from the town centre.

5.19 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 food shop at Morrisons used the Barnsley market weekly or more often for some form of shopping. The comparable figure for Asda main food shoppers was 61% and for Tesco Wombwell shoppers (52%).

5.20 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 (linked 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 (68.4%) or more often (17.9%). 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.

5.21 Consequently, the edge of centre superstore (Morrisons) 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 it clearly supports the wider town centre function much better than stores located away from the centre. The same principle would apply to the proposed superstore on New Street.

**Comparison Shopping**

5.22 Main comparison provision is focused in Barnsley town centre with three major retail parks outside the town centre including the Peel Centre Retail Park, Stairfoot Retail and Business Park and Cortonwood Retail Park.

5.23 The 2007 household survey asked respondents which centre they would regard as their household's main shopping centre. As would be expected Barnsley was the most popular (70.3%) with Meadowhall (9.3%) second. Barnsley was most popular with residents in zone 1 (Central Barnsley) where 85.2% regarded it as their main centre.

5.24 The household survey also looked at shopping patterns for specific types of comparison goods. Although Barnsley was still a popular shopping

destination across all categories of goods, Meadowhall attracted a significant proportion of fashion shopping. The various retail parks attracted more bulky goods/DIY type purchases although Barnsley still retained a significant attraction for household textiles/soft furnishings, household appliances and larger electrical items.

5.25 The primary retail area in Barnsley town centre is concentrated on Cheapside and Queen Street, taking in the Alhambra Shopping Centre. Secondary retail areas are situated on Market Street, New Street, Peel Square, Peel Street, Eldon Street and The Arcade. According to GOAD in 2008 there was a total of 112,924 sqm gross retail and commercial floorspace in the town centre.

5.26 The Markets redevelopment is moving forward with the recent grant of permission (2011/0714) in September 2011. Although not as ambitious as earlier proposals, the current proposal will regenerate a substantial area in the town centre and lead to the provision of a department store, multiplex cinema, market hall and substantial additional retail floorspace as well as new restaurants and other town centre uses. General environmental improvements will also add to the regeneration of that part of the town centre.

5.27 The town centre has seen other substantial new investments over recent years including:

- Westgate - 6,000 $m^2$ office development;
- The Transport Interchange;
- Gateway Plaza - 11 storey mixed use business and residential development on the north western edge of the town centre providing over 11,000 $m^2$ of office accommodation, 188 apartments, a 110 bedroom hotel and other retail and cafe space;
- Civic and the Lanes; and
- Former Pioneer Site – permission for a new Lidl foodstore (1,617 $m^2$ gross) and a second retail unit (2,694 $m^2$ gross).

5.28 What is evident from the list of recent investments above and the markets redevelopment is that they are all in the northern part of the town centre. There has been little investment in the southern part of the centre with the covered Alhambra Shopping Centre providing the main retail offer but with little other development coming forward over the past 5 years. We consider the investment in the southern part of the town centre on the New Street site will help provide a boost to activity in this part of the town centre linking well with the central shopping area helping to provide an substantially enhanced food shopping offer in the southern part of the centre balancing some of the recent investments in the north.

5.29 Locating the new superstore at the southern end, next to Morrisons, will encourage shoppers to continue to use the southern parts of the centre for main food shopping and other shopping. With the markets redevelopment in the north, enhancing the town centre's comparison offer, this would provide a dumbbell arrangement in terms of the location of key attractors in the town centre. Given existing linkage to Morrisons this will continue to encourage shoppers to use all parts of the town centre for different types of shopping.

5.30 In terms of out of centre comparison shopping, the three major retail parks outside the centre provide a variety of traders. The Peel Centre comprises

14,000 $m^2$ of retail warehousing. The Stairfoot Retail Park include a Tesco superstore, Allied Carpets, Carpetright, Dunelm and others. Cortonwood is a relatively modern and attractive retail park with large units occupied by a range of retailers including those selling more traditional high street goods including Asda Living, Halfords and SCA, Boots, Matalan, Next, Argos Extra, Sports World and B&Q.

**Committed Shopping Provision**

Convenience Commitments

5.31 Convenience commitments at the time of the E&L May 2011 Study are listed in Table 5 of that study. These and additional commitments include the following:

- Tesco, Penistone
- Netto, Lunwood (net increase)
- Netto extension, Goldthorpe
- Supermarket, Thurnscoe
- Aldi extension, Doncaster Road
- Harborough Hill Road
- New Supermarket, Goldthorpe
- Markets Project (convenience goods)
- Peel Street, Barnsley
- Tesco, Hoyland

5.32 The Tesco at Penistone and the committed development at Hoyland are both targeted at improving food shopping in those towns and reducing outflow to other destinations. The Barnsley Markets scheme also has a resolution to grant and account has been taken of the limited uplift in convenience trade arising from the final scheme in our economic assessment.

Comparison Commitments

5.33 Comparison commitments taken into account include those listed below:

- Tesco Extension, Wombwell Lane
- Tesco, Penistone
- Peel Street, Barnsley
- Markets Project
- Harborough Hill Road
- Tesco, Hoyland

## 6.0 PPS4 Considerations – Sequential Approach

6.1 PPS4 (2009) identifies a wide range of employment related uses, including 'retail development', under the heading of 'economic development'. Policy EC17 provides the starting point for consideration of planning applications for main town centre uses not in a centre or in accordance with an up to date development plan. Two key areas require assessment:

- Sequential approach; and
- Impact.

6.2 PPS4 identifies a range of more general impacts (Policy EC10.2) and specific impacts related to retail impact (Policy EC16.1). This section addresses sequential issues.

6.3 Policy EC10 applies to all planning applications for economic development and encourages LPA's to adopt a positive and constructive approach towards such applications. The proposed Superstore would provide economic development facilitating creation of new employment opportunities. Policy EC10.1 encourages support for such a scheme.

**Sequential Approach**

6.4 Policy EC15 highlights that in considering sequential assessments, LPAs should ensure that all sequentially preferable sites are assessed for their availability, suitability and viability. The purpose of the guidance is to ensure that all in centre options have been thoroughly assessed before less central sites are considered and for it to be demonstrated that there are no town centre sites to accommodate a proposed development where an edge of centre proposal is coming forward. Under the plan making policies of PPS4 (Policy EC5) when considering edge of centre locations, there is a preference for sites that are or will be well-connected to the centre.

6.5 In considering sequentially preferable sites, developers and operators are to demonstrate flexibility in terms of scale, format, car parking provision and scope for disaggregation.

6.6 There is no policy requirement to demonstrate 'need' for an edge of centre development although 'need' remains a consideration when applying the sequential approach (paragraph 1.6 of the Practice Guidance [PG]) as does expenditure capacity in the context of testing impact.

6.7 Section 5 highlights the nature, location, scale and function of existing main food shopping in the Barnsley area and conclusions reached by the Council's retail consultants (E&L) which found that there is a need for an additional superstore in Barnsley. This is partly evidenced by the substantial overtrading in the Morrisons and Asda, which are both trading significantly above their respective company averages. The conclusions reached also highlight that to address the evident need any proposal would have to provide a store of sufficient size to compete with existing main food shopping facilities, particularly the out of centre Asda and Tesco on Old Mill Lane and Wombwell Lane respectively.

6.8 The requirement to provide a store of sufficient size and type to address a shortfall or gap in provision has been recognised by Inspectors and the Secretary of State. This applies when addressing the sequential approach. In the case of a proposed Sainsbury store on an out of centre site in Bognor Regis (APP/C3810/V/09/2117516), the SoS agreed with the Inspector that there were no suitable, viable and available alternative sites for the *'development of a foodstore of the requisite size'* (paragraph 10 SoS DN). The Inspector concluded there were no sites that could *'meet the specific local need which the called-in application seeks to address'* (paragraph 431 IR). In this case the need is to provide a modern main and bulk food shopping facility in Barnsley which would support the town centre and draw shoppers away from existing out of centre stores.

6.9 The application site is located on the opposite side of Westway to the central shopping area in Barnsley town centre. As indicated earlier the walking distance from the end of John Street (Upper New Street end) is around 35 metres to the defined central shopping area (PSA for PPS4 purposes), 97 metres to the side entrance of the Alhambra Centre (through Wilkinsons) and around 197 metres to the start of the designated 'Principal Shopping Frontage' in the town centre.

6.10 PPS4 (Annex B) defines the 'Primary Shopping Area' or PSA as the area where retail development is concentrated (generally comprising the primary and secondary frontages which are contiguous and closely related to the primary shopping frontage). 'Edge of centre' is defined for retail purposes as a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the primary shopping area. It then expands on the various factors that can be used to reach a conclusion on the location of a site.

6.11 The Barnsley UDP Proposals Map does not identify primary and secondary shopping frontages (the PSA), only the 'Principal Frontage'. It does, however, identify the 'Central Shopping Area'. This includes the principal frontage on Cheapside and the remainder of New Street as it extends from Westway down past the side of the Alhambra Shopping centre to Cheapside. Taking this area as the PSA, the customer entrance to the glazed atrium on the ground floor of the proposed superstore is 35 metres walking distance away. Whilst Westway is a dual carriageway the signalised junction includes pedestrian phases allowing pedestrians to cross and the topography gently slopes downhill towards Cheapside. There would be a strong visual connection between the proposed store and the Central Shopping Area. Evidence in relation to Morrisons also demonstrates the propensity for linked trips to take place.

6.12 PPS4 advises that a site will not be well connected to a centre where it is physically separated from it by a barrier and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre. We consider that in this case the linkage would be strong and those shopping at the new superstore would find it convenient to walk into the central shopping area.

6.13 In light of the above and the evidence provided in relation to the linked trips already taking place between Morrisons and the central shopping area, we consider the site to be clearly an 'edge of centre' location in retail policy terms.

6.14 PPS4 also states that when considering alternative sites, developers and operators should demonstrate flexibility in terms of scale, format, car parking provision and the scope for disaggregation. However, the PPS also indicates that in considering whether flexibility has been addressed:

- Local planning authorities should take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating the proposed business model from a sequentially preferable site, for example, where a retailer would be limited to selling a significantly reduced range of products.
- PPS4 also states that local planning authorities should not seek arbitrary sub-division of proposals.

6.15 We have already outlined above the requirement for a particular business model in this case to address the identified need.

6.16 In carrying out the sequential approach PPS4 (EC5.2) states that sites should be considered in the following order:

- Locations in appropriate existing centres where sites or buildings for conversion are, or are likely to become available within the plan period;
- Edge of centre locations, with preference given to sites that are or will be well-connected to the centre;
- Out of centre sites, with preference given to sites which are or will be well served by a choice of means of transport and which are closest to the centre and have a higher likelihood of forming links with the centre.

6.17 In considering whether there are any 'in centre' opportunities, pre-application discussions with officers have agreed that there are no suitable, viable or available sites that would provide a preferred location to the application site in the defined central shopping area.

6.18 With regard to whether or not there are any sequentially preferable sites in an edge of centre location and from discussions with officers, it has been agreed that the only site that merits further consideration is a site comprising the former YEB premises and land to the south incorporating Gala Bingo. We include a detailed assessment of the site in **Appendix 4**. However, the former YEB site and adjoining land has no sequential preference over the application site, being at best edge of centre when looking at the overall site and not an 'in centre' opportunity. When the Gala Bingo and sub-station land is excluded (see below) it is questionable whether, with limited visual connection, the remaining land should be regarded as edge of centre. In Appendix 4 we draw attention to the findings of the Donaldsons 2003 assessment which regarded the site as being too remote from the main shopping area to be suitable for retail use.

6.19 Notwithstanding this we have considered the merits of the former YEB site and associated land and our detailed assessment is included in Appendix 4. Key constraints on future development of the wider site include the location of the primary sub-station and associated potential costs and time in considering its relocation. This is within the general context that the electricity company

have no desire or intentions to relocate. Added to this is the existing leisure use (Gala Bingo) on the southern part of the site which has no plans to relocate and benefit from a location proximate to the interchange, which along with onsite parking, provides convenient access for its customers during the day and in the evenings.

6.20 On this basis we consider the Gala Bingo site and the primary sub-station areas are not available for development within a reasonable period of time. Our analysis in Appendix 4 also considers whether the site is suitable and viable for a proposed superstore. Potential relocation of the primary sub-station, the acquisition of an active commercial leisure site, appropriate treatment of the rest of the site including considerable levels issues across the whole site, calls into question the viability of development across the whole site area.

6.21 Consequently, 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. The remaining area is awkward in configuration and given proximity to the primary substation any layout would have to take account of the need for appropriate easements, particularly should built development come close to existing cabling. The alternative would be expensive cable diversions.

6.22 In addition and of greater significance is the lack of visual and functional integration of this backland with the central shopping area in Barnsley town centre and the somewhat convoluted pedestrian route through the railway station, bus station areas to access the main shopping area. Whilst the former YEB part of the site benefits from planning permission for retail development this is in the form of a terrace of units incorporating provision for mezzanines and targeted at bulky goods retailers with provision of a limited convenience element. Having regard to the above we consider the remaining area of land does not provide a suitable and viable site to accommodate a superstore and is not sequentially preferable to the New Street application site.

6.23 Against this background and based on our assessment of the former YEB site and adjoining land in **Appendix 4**, we consider it does not offer a sequentially preferable suitable, viable or available site for a superstore development compared to the application site on New Street.

# 7.0 PPS4 Considerations - Impact

7.1 PPS4 raises a number of impact considerations to be addressed including more general impacts (Policy EC10.2) and retail impact (Policy EC16.1). The retail impact assessment is supported by economic tables in **Appendix 5**.

## PPS4 Policy EC10.2: General Impact Considerations

### Climate Change

7.2 The effects of climate change have been taken into account in the design of the superstore and these are detailed more fully in the Design & Access Statement and Sustainability Assessment. Measures include sustainable technology and use of appropriate materials as well as internal store design features.

### Accessibility by Choice of Transport Mode

7.3 Access to the site by various transport modes is addressed in the Transportation Assessment prepared by CBO Transport. They demonstrate that the site is accessible by a choice of transport mode. Given its location proximate to residential areas to the west and south west, the site benefits from a good walk in catchment as well as for those arriving by other means of transport.

### High Quality and Inclusive Design

7.4 The proposal adopts a modern design approach. It will provide a significant enhancement to the local environment given the run down nature of the site. It will provide a high quality modern design on this visible frontage to Westway. The use of modern materials and the particular design approach in relation to the front of the store and its visual links with the wider town centre along New Street, will provide an attractive development in this location.

### Impact on Economic and Physical Regeneration

7.5 The proposal will result in physical regeneration of the wider area and lead to economic regeneration benefits both during the construction and operational phases through creation of local employment opportunities. It will also provide economic benefits for the wider town centre being in a location which will encourage linked trips with other shops/services in the town centre. This will have wider spin off benefits for the centre.

7.6 The proposal also represents a major investment in the southern part of the wider town centre. Over recent years and with the Markets redevelopment progressing, the majority of investment in the wider town centre has focussed in the northern part of the centre. This development will provide a balanced investment approach in the wider town centre area.

### Impact on Employment

7.7 The proposed superstore will provide a substantial boost to local employment opportunities in a central location in Barnsley providing substantial positive benefits to the local economy. It is estimated that a store of this size would

typically provide up to a total of 450 employment opportunities at all levels with flexible working hours to suit availability of prospective employees.

## Retail Impact Considerations: Policy EC16.1 Impacts

### Impact on Existing, Committed and Planned Public/Private Investment (EC16.1.a)

7.8 The Council have recently approved a redevelopment scheme for the Barnsley Markets area. The most recent permission is a slightly scaled down version of a previously permitted scheme but one which the applicant is confident of delivering in the current climate. The main anchor unit is to be a department store, with a redeveloped markets area, unit shops, multiplex cinema and other leisure orientated uses. The scheme does not include a superstore element.

7.9 Given conclusions reached by E&L in relation to the need for an additional superstore in Barnsley, the appropriate location of the New Street site to support the wider town centre function and the nature of the Barnsley markets redevelopment scheme, we do not consider the proposal would have an adverse impact on any existing, committee or planned public/private sector investment in Barnsley town centre. Later in this section we address quantitative impact issues and Table 11 (**Appendix 5**) demonstrates a low level of anticipated impact on the markets development of -1.5%. Indeed, far from an adverse impact, we consider the proposal would provide an overall enhancement in consumer choice in a central location to the benefit of the wider town centre offer.

### Impact on Town Centre Vitality and Viability, including Local Consumer Choice and Range/Quality of the Comparison/Convenience Retail Offer (EC16.1.b)

7.10 This aspect is linked to some degree with criterion (d) of Policy EC16.1 in relation to the impact of the proposal on in centre trade/turnover levels. We deal with such considerations primarily under our assessment of trading impact.

7.11 In terms of the vitality and viability of Barnsley town centre, E&L carried out a recent PPS4 town centre health check in March 2011. This updated an earlier 2007 DTZ health check carried out for the Council. The area covered extends to include a relatively broad area taking in the application site.

7.12 In relation to **diversity of main town centre uses** the E&L health check used data from the 2008 GOAD report for the town centre. This showed that:

- convenience goods floorspace accounted for 14.1% of total floorspace, consistent with the national average;
- comparison goods floorspace accounted for 32.5% of total floorspace compared to the national average of 36.9%, a slight under representation;
- retail service units stood at 5.1% of floorspace, slightly below the national average

7.13 As part of our assessment we have obtained an updated GOAD report for the town centre (June 2010). This shows the following breakdown in terms of number of units in the centre (Figure 2) and floorspace split (Figure 3). The full report is in **Appendix 3**.

**Figure 2 – Number of Units in Barnsley Town Centre by GOAD Use Category**

| Sector | No of Units | Proportion of Units (%) | UK Average (%) |
|---|---|---|---|
| Comparison | 142 | 31.7 | 33.4 |
| Convenience | 29 | 6.5 | 8.3 |
| Retail Service | 57 | 12.7 | 13.3 |
| Leisure Services | 98 | 21.9 | 21.8 |
| Financial & Business Services | 48 | 10.7 | 10.9 |
| Vacancies | 73 | 16.3 | 12.0 |
| **TOTAL** | **448** | **100** | **100** |

7.14 The above table shows the number of comparison units falling slightly below the GOAD national average with convenience also slightly below. The Markets redevelopment will increase the proportion of comparison retail and provide a positive boost to the centre's offer. Retail services are around average as are leisure services (bars, cafes, fast food, hotels, restaurants, betting offices etc). Financial and business services are also around average. Vacancy levels are discussed shortly. Overall, the GOAD report shows provision of retail/leisure and business services broadly in line with the national average for all centres with scope for improvement in both the convenience and comparison sectors.

**Figure 2 – Floorspace in Barnsley Town Centre by GOAD Use Category**

| Sector | Floorspace (sqm) | Proportion of Floorspace (%) | UK Average (%) |
|---|---|---|---|
| Comparison | 35,544 | 31.1 | 36.9 |
| Convenience | 17,307 | 15.2 | 14.3 |
| Retail Service | 5,639 | 4.9 | 7.0 |
| Leisure Services | 24,284 | 21.3 | 22.7 |
| Financial & Business Services | 8,983 | 7.9 | 8.4 |
| Vacancies | 22,416 | 19.6 | 9.9 |
| **TOTAL** | **114,211** | **100** | **100** |

7.15 Figure 2 shows the dominance of the comparison sector, which is to be expected in a sub-regional centre such as Barnsley. Whilst the dominant sector it nonetheless falls behind the national average and the Markets redevelopment will improve that position. Convenience provision is slightly above the national average although in this case GOAD includes Morrisons in the overall town centre figures which indicate the close relationship of the Morrisons/application site location in the context of the wider town centre.

Retail and leisure services are slightly below average whilst vacant floorspace is above average.

7.16 Compared to the earlier GOAD Report referred to by E&L, the June 2010 survey suggests that the proportion of convenience floorspace has increased slightly whilst comparison floorspace has decreased slightly.

7.17 Overall, we consider the diversity of uses in the centre to be reasonable for a sub-regional centre and broadly reflective of national patterns. Whilst vacancies are higher than average in terms of number of units and floorspace, this is largely due to the forthcoming Markets redevelopment and vacant units in that part of the central shopping area (see below).

7.18 With regard to **capacity to change** the E&L health check highlights various opportunities within and on the edge of the town centre that have been redeveloped in recent years. With the application site providing a good edge of centre location to facilitate further investment where strong linkage with the rest of the town centre can be achieved, we consider the town centre has further capacity to change.

7.19 In terms of **retailer representation** the 2010 GOAD report shows a total of 156 multiples in the town centre with 72 comparison multiples and 16 convenience multiples. Multiple operators account for 52,451 sqm floorspace, around 46% of all floorspace in the centre (taking account of vacant floorspace). Non food multiple retailers include traders such as Marks & Spencers, Argos, Boots, T K Maxx, W H Smith, Wilkinson, Burton, Dorothy Perkins, New Look, Next, Primark, Superdrug, Topshop and mobile phone shops. However, a number of retailers do not benefit from large floorplates and some of the units are relatively limited in size.

7.20 The centre also contains a number of independent retailers and their representation is regarded in the E&L health check as being fair. The town centre is well served by indoor and outdoor markets which provide a variety of goods although as the redevelopment of the markets area is coming forward the general quality of the market area is declining slightly. Other retailers include food shopping, such as the edge of centre Morrisons and a range of smaller convenience outlets in the central shopping area. The former trades very well and is the only superstore in a central location in Barnsley, benefitting from the absence of competition in the centre. Food shopping provision in the centre is reasonable although lacking in choice in terms of main and bulk food shopping. New retailers are entering the town centre with likely redevelopment of land on Peel Street to accommodate a Lidl discount foodstore as well as further non food retail units.

7.21 Overall, we regard retailer representation as relatively good and improving over the coming years with redevelopment of the markets area.

7.22 **Vacancy levels** are a further indicator of the health of a centre although it must be remembered that vacancies exist in all centres to allow for the natural turnover of units in a centre as leases come to an end and new retailers enter a town. The June 2008 GOAD plan showed 61 vacant units or an overall vacancy rate of 13.5% set against the then national average of 11.5%.

7.23 The June 2010 GOAD reports indicate 73 vacant units, a vacancy rate of 16.3% against the current national average of around 12%. Similarly, vacant floorspace is also above national average. However, in considering the implications of this indicator, a key factor is the pattern of vacancies. The GOAD Plan for Barnsley shows there are a number of vacant units in and around the Markets redevelopment area in the town centre. This includes a total of 18 vacant units including 15 vacant units in the block by Market Parade and 3 further units in the frontage opposite along May Day Green. These vacancies have arisen due to the forthcoming Markets redevelopment scheme and therefore are not indicative of the health of the centre. Excluding these 18 units, leaves 55 vacant units or 12.3% of all units. This represents a vacancy rate around the national average and reflects the reasonable health of the town centre despite the current economic recession.

7.24 Consequently the location of the vacant units on the GOAD Plan suggests that the increase in vacant units since the 2008 survey is likely to be due to the Markets redevelopment coming forward. We do not consider the vacancy rate in June 2010 is indicative of a declining centre but a centre in reasonable health.

7.25 With regard to **rental levels** the E&L health check reports Zone A rents for Barnsley of around £100 per $ft^2$ compared to centres such as Chesterfield (£115 per $ft^2$), Huddersfield (£100 per $ft^2$), Wakefield (£80 per $ft^2$) and Rotherham (£50 per $ft^2$). We consider this to be a reflection of its position in the retail hierarchy and very much as expected. There has, however, been a drop in performance of Zone A rents when comparing June 2003 levels of £120 per $ft^2$ to June 2009 levels of £100 per $ft^2$. However, that reduction is likely to be a reflection of the recession and something which other towns are likely to have experienced rather than being a particular issue for Barnsley town centre.

7.26 Consideration has been given to **pedestrian flows** in the centre from our own observations. Pedestrian flow generally in the centre is regarded as good with the centre busy on the days visited with footfall in the primary frontage areas strong, particularly along Cheapside, between the Alhambra Centre and the markets area. Other main shopping streets showed relatively good flows.

7.27 In terms of **accessibility** the centre benefits from a new transport interchange facility a short walk from the principal shopping frontages. With car parking in and around the centre, we consider the town centre to be readily accessible by a choice of transport mode. Ease of movement around the centre is good, with pedestrianised areas dominating the principal shopping area.

7.28 **Customer views and behaviour** was assessed as part of the DTZ 2007 household survey. Respondents were asked about likes/dislikes of the town centre. Main positive features include its location relative to where people live (21.6%), choice of shops (8.9%) and the Markets (6.5%). In terms of dislikes 10.1% stated an inadequate choice of shops in the centre and lack of car parking (5.6%).

7.29 In relation to **safety and security** our observations suggest the centre feels relatively safe and secure. CCTV is provided in the town centre focussed on

the main shopping area along Cheapside. This is supported by the presence of security staff operating in the various shops in the centre. Security is particularly noticeable in the covered Alhambra shopping centre.

7.30 With the Markets redevelopment due to come forward the **environmental quality** around the Markets area would benefit from improvement. The existing multi-storey car park above the markets area is dated and not attractive. Neither is the access to the car park from the main shopping area. In addition, the general quality of the environment in the Markets area is not very good. This is largely a reflection on the forthcoming redevelopment as the site is prepared and units are not actively re-let.

7.31 Elsewhere in the town centre we consider the environmental quality to be good. The interchange area is attractive and modern in appearance and there has been much investment in the northern part of the town centre providing a good quality environment. The under cover Alhambra shopping centre is well kept internally and provides an attractive modern covered shopping centre. Overall whilst some parts of the centre would benefit from improvements (mainly those areas earmarked for redevelopment), we consider the general quality of the environment to be good.

7.32 We consider the health or **vitality and viability** of Barnsley town centre to be reasonably good and a centre which has, as E&L state (paragraph 5.35 of their health check) continued to perform relatively well during the current economic climate with good opportunities for growth and change in the centre. In our view, the proposed development would offer such an opportunity for growth and positive enhancement of the choice of retailing in a central location.

7.33 As indicated below under other Policy EC16.1 criterion, we do not consider the proposed development would lead to 'significant adverse impact' on the town centre as a whole. We regard the proposal as offering benefits to the wider town centre retail offer in a location which would support the town centre, encourage linked trips and enhance vitality and viability rather than detract from it.

**Impact on Allocated Sites (EC16.1.c)**

7.34 There are no retail sites allocated outside the town centre that would be adversely affected by the proposed superstore and consequently we see no harm arising in relation to this criterion.

**Impact on Trade and Turnover of Barnsley Town Centre (EC16.1.d)**

7.35 Criterion EC16.1.d requires impact to be assessed against in centre trade/turnover and on trade in the wider area, taking account of current and future consumer expenditure capacity in the catchment area up to five years from the time the application is made.

7.36 As indicated earlier the Council commissioned a study by E&L to look into the likely impact of potential superstores on Barnsley town centre. For the sake of ease, we have adopted the broad approach taken by E&L in those studies which sought to assess expenditure capacity using a market share approach.

We have therefore drawn upon the economic tables in the two E&L Studies commissioned by the Council and broadly followed the methodology adopted.

7.37 Having regard to the methodology set out in paragraph 3.4 of the May 2011 E&L Study we have adopted the following base assumptions:

- Catchment area for the proposed superstore – the wider study area used by E&L incorporating 5 zones in and around Barnsley. This includes the following areas;
    - Zone 1 – Barnsley Central
    - Zone 2 – Penistone/West
    - Zone 3 – Wombwell/Hoyland
    - Zone 4 – Royston/North
    - Zone 5 – Goldthorpe/Cudworth
- Shopping patterns and Expenditure Flows – based on E&L's assessment of the 2007 household survey;
- Base (2011) and Design Year (2016);
- Commitments – as listed by E&L in their assessment plus other commitments that have come to light since then including commitments at Hoyland (Tesco), Harborough Hill Road, changes in the Markets redevelopment scheme and a commitment on Peel Street.

Economic Tables

7.38 Economic Tables are included in **Appendix 5.** Below we provide a brief description of each table and assumptions adopted. For the sake of ease we have sought to use assumptions adopted by E&L to demonstrate that based on their approach, the proposed development would be acceptable. The main difference is in our approach to expenditure capacity where we consider the overtrading in the Asda and Morrisons should be highlighted and taken into consideration as part of the capacity assessment.

**Table 1** **Population** – Follows the approach adopted by E&L in relation to population growth and distribution of housing allocations;

**Table 2** **Per capita spend convenience goods** – Adopts the figures provided in the E&L reports;

**Table 3** **Convenience goods expenditure** - Table 1 multiplied by Table 2;

**Table 4** **Per capita spend comparison goods** – Adopts the figures provided in the E&L reports;

**Table 5** **Comparison goods expenditure** - Table 1 multiplied by Table 4;

**Table 6** **Proposed Superstore turnover** (see below)

Proposed Superstore Turnover

7.39 The proposed store is intended to provide a modern superstore offer capable of attracting the main and bulk food shopper. The breakdown in floorspace of the proposed store is shown on Table 6. This identifies a store of around 6,596 $m^2$ net split between convenience goods at 3,607 $m^2$ net and comparison goods at 2,989 $m^2$ net.

7.40 The scale of the proposed development is of sufficient size to compete with the existing out of centre Asda at Old Mill Lane and Tesco on Wombwell Lane. In the case of Asda, it is considered the size of store needs to be of sufficient scale to encourage shoppers to divert from an established shopping pattern of using Asda to a location proximate to the town centre. The proposal also provides a good alternative to Morrisons on the adjoining site.

7.41 The anticipated turnover of the proposed store has regard to national company averages of the top four retailers whilst also taking account of local circumstances. In this case we note from the E&L Town Centre Capacity Study (paragraph 2.7) that apart from Penistone/West, the per capita spend levels in other zones all fall below the national average ranging from 91% to 94% of the national average in the convenience sector and 88% to 94% in the comparison sector.

7.42 The proposed superstore would also be located next to a well established and high trading Morrisons store. Whilst we consider the proposed store will address a need for additional main food shopping provision in Barnsley, given its close proximity to Morrisons (adjacent site with shared access road from Westway) we consider this would depress the new store's turnover.

7.43 Taking account of the above factors as they apply to this trading location, we anticipate the store would trade just below or around 90% of the company average of the four main food retailers. This is reflected in the sales densities in Table 6 applied to the net convenience and comparison goods floorspace.

7.44 The sales densities used take account of floorspace efficiency between the base (2011) and design years (2016) adopting assumptions used by E&L although in our view floorspace efficiency in the convenience sector falls slightly below the level used. Not all the new store's trade would be derived from the catchment area and there is likely to be a small element of inflow. Consequently, we have assumed that 95% of the store's trade would be derived from E&L's catchment area for Barnsley (Zones 1 to 5).

7.45 As a result of the above assumptions the turnover of proposed store is estimated to be as follows:

| | | |
|---|---|---|
| Convenience goods | - | £42.03m (£39.93m from catchment) |
| Comparison goods | - | £22.96m (£21.81m from catchment) |

Convenience Goods Expenditure Capacity

7.46 Under PPS4 the demonstration of 'need' for an edge of centre development is not a development control test although consideration is to be given to

expenditure capacity in the catchment area up to five years from the time the application is likely to be made (Policy EC16.1.d).

7.47 Table 7 in **Appendix 5** sets out an assessment of expenditure capacity in the convenience goods sector, taking account of all known commitments (Table 7a, Table 7b). These include those taken into account by E&L in their studies, changes to the Markets redevelopment scheme following the recent grant of permission for a further application (**Appendix 6**), the discount foodstore (Lidl) commitment on Peel Street and the more recent grant of permission for the Tesco at Hoyland.

7.48 Table 7 uses information from the shopping patterns and expenditure flows derived by E&L from the DTZ household shopping survey.

7.49 The first row sets out total convenience goods expenditure in the catchment area in 2008, 2011 and 2016. This shows some expenditure growth over the design period (2011-2016) of **£20.29m**. Growth on its own would not provide sufficient expenditure capacity for the proposed store but does represent around half of the anticipated turnover drawn from the catchment area.

7.50 The second row sets out the existing turnover of stores in the catchment area based on the household survey. The turnover figures at 2016 take account of commitments identified by the E&L study, the commitment on Peel Street and the uplift in turnover of the Markets redevelopment compared to the turnover figure adopted by E&L. The third row shows the trade retention rate in 2008 at 76%, increasing to 83% by 2016 when account is taken of most known commitments by 2016.

7.51 The fourth row sets out residual capacity which exists when the turnover of existing provision at 2011 and including commitments by 2016 is compared to total available expenditure in the catchment area.

7.52 The fifth row then takes account of the Tesco, Hoyland commitment using information in the DPP retail impact assessment to inform the level of turnover drawn from the catchment area. After Tesco Hoyland, the retention rate increases to around 87% in the catchment area. This results from increased retention primarily in the Wombwell/Hoyland zone.

7.53 E&L comment in their assessment that they do not consider that a proposed superstore in Barnsley would easily increase market share retention in the Wombwell/Hoyland zone due to the proximity of Morrisons at Cortonwood and Tesco at Wath Upon Dearne. However, the majority of the trade attracted to the Tesco, Hoyland development would be expenditure in that zone either clawed back or diverted from Morrisons at Cortonwood.

7.54 The sixth row sets out expenditure capacity after all commitments have been taken into account and before the proposed development.

7.55 The ninth row identifies the level of overtrading in Asda and Morrisons in Barnsley after account has been taken of all commitments. This shows that both stores are overtrading by around **£69.83m**. It is evident given the level of overtrading after all commitments that the two stores are still trading significantly above their respective company averages.

7.56 The anticipated turnover of the proposed superstore, drawn from the catchment area, stands at around **£39.93m**. This represents around 57% of the estimated overtrading that exists in both stores at 2016 post commitments. This shows that even if all the superstore trade was diverted from these two stores, there is scope for both stores to continue to trade above company average levels in an area where the per capita spend is generally below the national average.

7.57 The final row of Table 7 shows the remaining capacity which exists in the catchment area after the proposed superstore. However, some of this represents overtrading which would continue to exist in both the Asda and Morrisons stores and also some expenditure which would continue to leak out of the catchment area. Notwithstanding this, the expenditure capacity indicates sufficient capacity to accommodate the proposed development.

7.58 In light of the above, we consider there is expenditure capacity to accommodate the proposed development. Whilst some of the capacity is derived from overtrading of existing stores, given the level of overtrading evident, it is likely that even with all the trade diverted from those stores, they would continue to trade above their respective company averages.

7.59 On that basis, the nature and level of expenditure capacity in the catchment area is indicative of the ability of the existing shopping system to accommodate new floorspace without adverse impact on existing centres.

7.60 Whilst some of the superstore trade would be those currently shopping at Morrisons, the impact assessment (see below) shows diversion from the out of centre Asda at Old Mill Lane, Tesco at Wombwell and clawback of trade going elsewhere. Those shoppers would potentially be new linked trips to the town centre and would encourage a greater proportion of residents to link their main food shop with other town centre shops/services thus enabling one trip to serve more than one purpose and providing more sustainable shopping patterns.

7.61 The proposal would therefore strengthen linked trips between main food shopping and other types of shopping throughout the week and at weekends in Barnsley town centre.

Comparison Goods Expenditure Capacity

7.62 Table 8 (**Appendix 5)** sets out comparison goods expenditure capacity. This adopts a similar approach to the convenience assessment showing what level of increase in market share would be achieved as a result of the proposed development.

7.63 Market share retention at 2008 and 2011 stands at 61% (Table 8), based on the allocation of spend in line with the household survey results. By 2016 and with the introduction of known commitments, including the proposed Markets scheme, development at Peel Street and Harborough Hill Road, as well as some non food in Tesco, Penistone, market share retention increases to around 72%, with little change accounted for by Tesco at Hoyland.

7.64 Table 8 shows that the proposed development on New Street would increase market share retention further at the design year of 2016 to around 76%.

This does not represent a substantial increase over and above the 70% market share retention set by E&L in their assessment and in our view is achievable. Notwithstanding this we have also assessed the likely impact consequences of the comparison goods turnover of the proposed superstore in Table 10.

7.65 Based on the above, we consider there is expenditure capacity to accommodate the proposed development in the catchment area in relation both convenience and comparison goods expenditure at 2016.

Retail Impact Analysis

7.66 Table 9 sets out the **convenience goods impact** of the proposed superstore having taken account of commitments. In assessing impact officers requested during pre-application discussions that impact be tested on the UDP defined 'Central Shopping Area'. This includes the main shopping area but excludes Morrisons and the proposed superstore on New Street, which are both edge of centre. Notwithstanding this approach, we consider the location, layout and design of the proposed store would encourage linked trips between the store and the rest of the town centre such that there would be a benefit to the wider town centre offer.

7.67 Column 1 shows the turnover of stores/centres at 2011 whilst column 2 shows their turnover by 2016 based on the E&L assessment of turnovers derived from the 2007 household survey results. Columns 3-5 identify diversions to commitments based partly on the E&L assumptions and Column 6 sets out turnovers at 2016 after commitments.

7.68 Column 7 identifies diversion to Tesco Hoyland (£15.46m) and the Markets turnover uplift (£2.33m), based on the submitted DPP retail assessment for Hoyland and broadly E&L assumptions for the Markets redevelopment. Column 8 provides resulting turnovers after all commitments.

7.69 Column 9 identifies the proportion of the proposed store's turnover which would be diverted from existing stores/centres. This broadly adopts the same assumptions as used by E&L in their assessment for a store on New Street. We make a slight adjustment to increase diversion from Tesco at Wombwell. The household survey shows that 16% of central Barnsley respondents do their main food shop at Tesco, Wombwell Lane. The proportion of trade diverted from the Tesco has been increased from 15% to 16%.

7.70 The trade diversion pattern (Column 10) follows the principle that if you are providing a store that will act predominantly as a main food/bulk food shop then trade diversion is most likely from similar types of stores. In this case the out of centre Asda and Tesco as well as the edge of centre Morrisons. There will also be the likelihood that some of those currently travelling out of the area to stores such as Morrisons at Cortonwood and Tesco at Wath Upon Dearne would change their shopping habits to shop at Barnsley. This pattern of diversion is reflected in Table 9 with the vast majority of the new superstore's turnover derived from such sources.

7.71 Column 11 sets out the resulting turnovers of stores/centres post diversion. This shows Morrisons with a convenience turnover of **£52.85m**, still above its company average of **£35.74m** (at 2016, 2008 prices). Although impact on

Asda is not a material planning consideration, Table 10 shows it would lose an estimated £8.41m to the proposed superstore but would remain trading at around **£71.56m**, above its company average of **£39.85m**.

7.72 The final trading level of Morrisons would be above its company average and its future trading potential and viability would not be threatened by the proposed superstore. Whilst some trade would be diverted to the proposed superstore **(£12.61m)** this would not result in any linked trips with the town centre being broken and those who transfer to the proposed superstore would have a direct and convenient route to the main shopping area in the town centre. Existing convenience provision in the main shopping area is limited to more day to day top up needs or specialist outlets targeting the lunch time trade (i.e. sandwich shops). It is considered the level of diversion predicted would not give rise to concerns regarding the trading viability of smaller shops in the centre.

7.73 As indicated above the proposal would divert trade from the out of centre Asda and this would be to a location where shoppers would be able to carry out a linked trip with other shops and services in the town centre. Having regard to the Morrisons linked trip evidence this would include the purchase of other food and non food goods as well as use of services and other facilities. In our view, attracting those shoppers to a central location would encourage greater usage of the town centre, lead to one trip serving more than one purpose, result in more sustainable shopping patterns and lead to a benefit for the wider town centre. The same benefit would accrue from those diverted from shopping at other out of centre locations such as Tesco, Wombwell and Morrisons, Cortonwood.

7.74 Impact levels are set out in **Table 9** and show a limited impact on the town centre's convenience turnover of just -3.6%. However, this must be set within a context that the convenience turnover of the town centre after all commitments and the proposed superstore (£33.98m) is greater than the turnover before any of the commitments (£28.18m) at 2016. This is because the markets scheme and the Peel Street development are both located in the central shopping area.

7.75 On its own and having regard to the health of the town centre, we do not consider that a -3.6% impact on the convenience sector would lead to significant adverse impact on the town centre as a whole. As dealt with below, we consider the proposal would provide wider spin off benefits for the centre overall.

7.76 **Table 10** sets out the anticipated pattern of diversion as a result of the **comparison goods** turnover of the proposed store. All superstores provide a range and choice of comparison goods alongside their convenience offer. This is recognised in the definition of a superstore in PPS4 (Annex B). It is also well recognised that comparison purchases made are an adjunct to the main purpose of visiting a superstore i.e. for main food shopping.

7.77 Consequently comparison goods trade diversion to the new superstore would come partly from the transfer of comparison trade from other large foodstores/superstores when the shopper diverts their main food trip, partly from impulse purchases based on limited time period in-store offers (WIGIG)

and from other destinations where the household survey suggests that the types of goods sold in the new store are currently purchased.

7.78 The second type of purchase identified above is very difficult to model as it is often a purchase that would not have otherwise been made. The E&L Study has not taken account of the existing comparison trade in Morrisons and Asda and consequent diversion from them. The effect of these factors is that any trade diversion and impact on other facilities set out in Table 10 will be over stated.

7.79 **Table 10** sets out comparison diversion levels from existing stores/centres based on the assumptions used by E&L, save for the proportion of trade diverted from the Tesco on Wombwell Lane. Given the anticipated convenience trade diversion from Tesco, Wombwell Lane, it is considered a proposal on New Street would divert proportionately slightly more trade from Wombwell than E&L estimated.

7.80 Resulting turnover levels after commitments and the proposed development are show in Columns 8 and 11 of **Table 10** respectively. When impact of the proposed superstore is assessed against the design year turnover (post commitments) this shows very limited impact on the town centre comparison sector (-3%). Impact on the markets scheme is estimated at -1.3%. In terms of the impact on the overall town centre's comparison trade, the turnover at 2016 after all commitments and the proposal is £411.64m, which compares to the turnover before any commitments at 2016 of £365.37, a net overall increase notwithstanding the proposed development.

7.81 Annex D (paragraph 38) of the PPS4 PG indicates that when assessing impact, it is important that impacts are considered on the vitality and viability of the whole of a centre or centres, not simply on individual facilities. The key policy test is therefore impact on the town centre 'as a whole'. **Table 11** provides a combined impact assessment for both sectors in terms of the anticipated impact on main trading locations. This shows an impact on the overall town centre turnover of -3.1%, which represents a very small impact on 2016 trading levels. This represents a total trade loss of -£14.12m of which -£12.85m is comparison goods and -£1.26m convenience.

7.82 Impact on the markets scheme is equally low at -1.5%. Neither of these levels of impact are considered harmful in planning terms and neither on their own or when viewed in the context of the centre overall would result in 'significant adverse impact' on Barnsley town centre. We consider that far from a negative impact, the proposal will have a positive impact on town centre vitality and viability.

7.83 Aside from the limited level of trade loss from the central shopping area, this must also be viewed in the context of spending growth coming forward in future years after 2016. Table 5 shows comparison spend increasing in the catchment area increasing from £667.7m (2016) to £798.47m (2021). Approximately £26m per annum. This means that by the end of 2017 spending growth in the catchment would account for the £12.85m comparison trade diverted from the town centre or indeed the total non food turnover of the proposed superstore (£22.96m).

7.84 In addition, the proposed superstore would result in linked trips with the town centre. As highlighted earlier, we consider the proposal provides a good opportunity for linked trips resulting in spin off benefits for the wider town centre. The superstore layout and building design has taken full account of the desire for integration with the central shopping area. The inclusion of the main customer entrance in the glazed atrium is positioned as close as possible to the central shopping area. The design also ensures the buildings looks towards the central shopping area maximising visual integration.

7.85 Evidence provided earlier indicates that Morrisons currently achieves good linkage with the central shopping area. The household survey (DTZ 2007) shows that around 45% of Morrisons main food shoppers carry out a linked trip. In our view the proposed superstore has been designed to ensure strong linkage with the central shopping area and we consider it provides a more direct pedestrian route in the main shopping streets compared to Morrisons. On this basis we consider the proposal could achieve something above 50% linked trips. Even though some Morrisons shoppers will divert to the new store, they will still have the opportunity to carry out a linked trip and consequently this linkage trip benefit will not be lost. However, of greater importance are those who are diverted from out of centre facilities. They will be able to carry out a linked trip leading to an overall increase in linked trips with the town centre and attracting shoppers to the centre.

7.86 Assuming a similar pattern of linkage as Morrisons in terms of the purpose of the linked trip, this would lead to additional spending in the town centre on both convenience and comparison goods, as well as other services. We consider this would provide an overall benefit for the centre.

7.87 Aside from the direct benefit provided by linked trip spend in the centre there would also be an increase in people in the central shopping area. The household survey evidence showed that of those Morrisons main food shoppers doing a linked trip 57% used financial services, 25% were eating out/pub/social and 12.6% were involved in some form of leisure activity. Those uses would also benefit from more people in the central shopping area.

7.88 It is also important to establish a 'pattern' of using a different main food shopping destination. Once people visit the superstore on the edge of the central shopping area as part of a regular trip (i.e. weekly), they are more likely to use shops/services in the wider town centre on that trip or on another day, particularly where the link is convenient as would be the case from the New Street site into the central shopping area.

7.89 In conclusion, we do not consider the anticipated levels of trade diversion from the central shopping area would result in material planning harm or lead to significant adverse impact on the town centre. The location of a superstore in Barnsley to meet the identified need on an edge of centre site would enhance consumer choice in a central location accessible to all and encourage linked main food shopping trips with other activities in the town centre. It would support rather than detract from the wider town centre offer.

7.90 Having regard to the vitality and viability of the centre, we consider the proposal would enhance the attraction of Barnsley town centre as a place to shop and give rise to positive benefits to the centre over.

Appropriateness of Scale (EC16.1.e)

7.91 Barnsley is defined in the RSS as a 'Sub-Regional' town/town centre. We consider the size of store proposed (6,596m$^2$ net, 10,859m$^2$ gross) would be entirely appropriate in 'scale' for a sub-regional centre. Compared to existing provision the proposed net floorspace of 6,596 m$^2$ net is larger than both Morrisons (3,382 m$^2$ net) and Asda (3,901 m$^2$ net) but smaller than the Tesco on Wombwell Lane (7,421 m$^2$ net). Whilst the overall net is larger than Asda/Morrisons the floorspace devoted to its core convenience business (3,607 m$^2$ net) is not significantly above the convenience floorspace in Morrisons (2,875 m$^2$ net) and Asda (2,787 m$^2$ net) and smaller than the convenience floorspace in Tesco at Wombwell Lane (around 4,500 m$^2$ net). In light of the above and given the proposed superstore's location on the edge of Barnsley town centre, we consider the scale of development appropriate to the centre and to provide for the needs of the main and bulk food shopper in the Barnsley area.

Locally Important Impacts in the Development Plan (EC16.1.f)

7.92 There are no locally important impacts identified in the development plan that are relevant in the context of Policy EC16.1(f). The E&L May 2011 Study on the potential impacts of superstore developments recommends to the Council that impact on the markets redevelopment should be included as a locally important impact. This is not incorporated as yet in the emerging development plan but in any event, we have already dealt with this factor when dealing with impact on planned public/private sector investment in the town centre and conclude no planning harm.

**Impact Conclusions**

7.93 In light of the above, we do not consider that the proposed development would result in significant adverse impact having regard to impacts identified under PPS4 Policy EC10.2 and EC16.1.

**Policy EC17**

7.94 Where no significant adverse impacts have been identified Policy EC17.2 requires that planning applications should be determined taking account of:

- The positive and negative impacts of the proposal in terms of policies EC10.2 and EC16.1 and any other material considerations; and
- The likely cumulative effect of recent permissions, developments under construction and completed developments.

7.95 **Cumulative impact** considerations have been taken into account in the retail impact assessment. We do not consider that cumulative impact would 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 superstore (£33.98m). Equally, with the markets

redevelopment coming forward the central shopping area comparison turnover increases over the same period from £365.37m to £411.64m (Table 10). Overall (Table 11), 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.

7.96 With regard to **positive and negative impacts**, the main Planning Statement provides an overview of benefits delivered by the proposed scheme. In retail terms and whilst the proposal would result in diversion of trade from the town centre, it would encourage linked shopping trips in a central location and drawn more shoppers to the central shopping area in Barnsley. It would enhance consumer choice in a location accessible to all 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 of itself could act as a catalyst for further investment opportunities in and around the town centre.

7.97 Overall, we consider the proposed development has a number of substantial positive benefits which would come forward as a result of the proposed superstore.

7.98 Taking account of the vitality and viability of the town centre, we do not consider the proposed development would give rise to significant adverse impact.

# 8.0 Conclusions

8.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 stipulates that if regard is to be had to the Development Plan for the purposes of a determination to be made under the Act, determination is to be made in accordance with the Plan unless material considerations indicate otherwise. Key components of the Development Plan for Barnsley comprise:-

- The Yorkshire and Humber Plan – RSS (May 2008)
- The Barnsley Core Strategy (September 2011)
- Barnsley UDP (December 2000) (Saved Policies)

**Development Plan Strategy – Town Centres and Retail Developments**

8.2 The RSS identifies Barnsley as a sub-regional town (Figure 2.3) whilst Policy E2 requires that plans, strategies and investment decisions should strengthen the role and performance of existing city and town centres. The Barnsley Core Strategy also highlights urban Barnsley as a sub-regional town at the head of the settlement hierarchy. Objective 1 promotes Barnsley town centre as the main place for shopping and a range of other activities. Barnsley town centre's role as a significant sub-regional centre is highlighted in Chapter 9. Policy CSP31 supports the maintenance and enhancement of the vitality and viability of town centres in the Borough.

8.3 We consider the proposed superstore would accord with the retail strategy in the development plan. Having applied the sequential approach the proposal would be situated in an edge of centre location where it would encourage linkage with the wider town centre offer. It would enhance consumer choice in a central location accessible by a choice of transport mode. It would represent a significant investment proximate to the central shopping area in Barnsley and would support the wider town centre. On this basis we consider the proposal accords with the development plan on this matter.

**Material Considerations – PPS4**

8.4 A key material consideration in determination of the application is the relatively recently issued PPS4 dealing with 'Planning for Sustainable Economic Development'.

8.5 Sections 6 and 7 of this report addresses relevant PPS4 considerations including Policy EC17, the sequential approach (Policy EC15), general impact considerations (Policy EC10.2) and retail impact (Policy EC16.1). Our assessment identifies no sequentially preferable sites that are suitable, viable or available for the proposed superstore.

8.6 We also conclude the proposal would not lead to significant adverse impact on Barnsley town centre in relation to any of the **Policy EC16.1** impacts. Our assessment takes full account of the Council's various studies that have been carried out and demonstrates the anticipated level of trade diverted from Barnsley town centre would not lead to material planning harm. Furthermore, we consider the proposed development is ideally located to encourage linked shopping trips and lead to more sustainable shopping patterns whilst also enhancing consumer choice for residents in the town and surrounding area.

8.7 We have also assessed more general impacts and conclude the proposed superstore would not result in significant adverse impact in the context of any one of the more general impact considerations (**Policy EC10.2).** As with retail impact, we consider there are positive benefits that would be derived from regeneration of this site.

8.8 Given the conclusions reached in Sections 6 and 7 we consider there to be no material conflict with the provisions of PPS4. In our view the proposal will provide benefits to the local economy and an enhancement in main food shopping provision in a central location in Barnsley.

8.9 In relation to retail policy issues we find no material conflict with the Section 38(6) development plan for the area. Neither are there material considerations which would warrant a conclusion otherwise.

# APPENDIX 1

# BARNSLEY HOUSEHOLD SURVEY ZONES
# &
# SHOPPING PROVISION PLANS

# APPENDIX 2

# BARNSLEY
# HOUSEHOLD SHOPPING SURVEY
# RESULTS

# APPENDIX 3

# BARNSLEY TOWN CENTRE GOAD REPORT

# APPENDIX 4

# SEQUENTIAL SITE ASSESSMENT

# APPENDIX 5

# ECONOMIC TABLES

# APPENDIX 6

# FLOORSPACE OF MARKETS SCHEME