

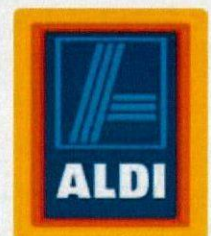
ECONOMIC, PLANNING AND RETAIL STATEMENT

Demolition of Existing Units (Use Class B1 and B8) and construction of a new
Foodstore, with car parking, landscaping
and associated works

At

Land east of Sheffield Road, Birdwell

ON BEHALF OF
Aldi Stores Ltd.



July 2013

CONTENTS

	<u>Page</u>
1.0 Introduction	2
2.0 Description of Development and Background to the Proposals	5
3.0 Planning History	8
4.0 Background to Aldi Stores	10
5.0 Application Proposal	14
6.0 Planning Policy Context	19
7.0 Economic Development Considerations	24
8.0 Planning Assessment	27
9.0 Summary and Conclusions	39

APPENDICES

1. Census Profile
2. Site Location Plan
3. Tewkesbury Appeal Decision
4. Planning Policy Review
5. Health Check
6. Catchment Plan
7. Case Studies – Dinnington, Oldham and Barugh Green

1.0 INTRODUCTION

- 1.1 This Planning and Retail Statement has been prepared on behalf of Aldi Stores Ltd in support of a planning application for the demolition of existing units (Use Class B1 and B8), and construction of a discount food store (Use Class A1) with car parking, landscaping and associated works on the former Hangmanstone Depot site, Sheffield Road, Birdwell. The proposed store will be occupied by Aldi, and have a net floorspace of 1,125 sqm. The food store has been designed to serve the distinct local catchment of Birdwell.
- 1.2 Birdwell is a former coal mining village in South Yorkshire. The application site lies to the east of Sheffield Road, and is approximately 1.61 acres (0.65ha) in size. The site forms part of a larger area of land which is allocated as an Employment Policy Area in the Barnsley Unitary Development. The site is currently unused and in a poor condition. It is covered with a concrete/tarmac hard standing, with the exception of a large prominent red brick industrial building and small office unit, both of which are vacant and located towards the centre of the site, close to Sheffield Road.
- 1.3 Situated within an accessible and mixed-use area, the application proposal represents an exciting opportunity to deliver investment, and the regeneration of a redundant brownfield site - in accordance with the sustainability aims of the National Planning Policy Framework (NPPF). Indeed, the recently published NPPF reinforces the presumption in favour of sustainable economic growth, and encourages local authorities to support development proposals which will not result in significant adverse impacts.
- 1.4 The principle of retail development on site has already been established and accepted by Barnsley Metropolitan Borough Council. In 2010, planning permission was granted for 6 retail units amounting to 725sqm of A1 floorspace, under planning application reference 2009/1259. The

application was approved to address current retail deficiencies within the settlement, as convenience provision within Birdwell is limited to a small Co-op store (107sqm net) and newsagents. We note that the Co-op is currently being marketed for sale. Both retailers provide a limited range of goods – reflected by the high level of trade leakage to large superstores beyond the settlement limits of Birdwell. Overall, it is considered that the proposed Aldi foodstore will address a clear deficiency in convenience provision for the village, and 'claw back' trade which will encourage economic growth and investment in the area.

- 1.5 It is important to note that the site lies within the Rockingham Ward which based on information from the 2011 census suffers from deprivation issues, (**Appendix 1**). Unemployment levels are also higher than the national average at 33%, 30.1% nationally. The ward is also dominated by C,D and E social grades.
- 1.6 Overall, this assessment will demonstrate how the proposals accord with the latest national and local planning policy framework, and that the wider benefits of the introduction of retail development in this location will far outweigh any perceived adverse impacts.
- 1.7 The proposals will also contribute significant investment into the local economy and deliver approximately 30 new job opportunities. The development will also act as a catalyst for further investment into the area.
- 1.8 Prior to the submission of this application, pre-application meetings were held with Barnsley Metropolitan Borough Council's Planning and Policy Officers initially on 19 June 2012 and again on 17 May 2013, where key policy, and design issues were discussed. It was also agreed that a full retail impact assessment would not be required in this instance, as the proposal falls under the NPPF threshold of 2,500sqm . The catchment area was also established with regards to the sequential approach; where both parties agreed that Birdwell has a distinct local catchment. On this

basis the sequential approach for the application will be focused on the area of Birdwell only.

- 1.9 **Section 2** considers the site's location, planning history, and existing good connections with the residential population of Birdwell.
- 1.10 **Section 3** provides a background on Aldi Stores Limited, in terms of its layout and design philosophy.
- 1.11 **Section 4** considers the application proposals in detail.
- 1.12 **Section 5** considers the national and local planning policy context for the proposal and highlights the current agenda to support economic growth and the provision of accessible retail facilities.
- 1.13 **Section 6** examines sequentially preferable sites on the tests of i) availability; and ii) suitability.
- 1.14 **Section 7** looks at the retail impacts of the development proposal and other relevant material planning considerations to demonstrate the proposals acceptability in policy terms.
- 1.15 Finally, **Section 8** summarises and concludes the statement.

2.0 DESCRIPTION OF DEVELOPMENT AND BACKGROUND TO THE PROPOSAL

Birdwell

- 2.1 Birdwell is a former coal mining settlement, located to the south of the main built up area of Barnsley. The area has a population of approximately 4,500 people and is linear in form along the A61 Sheffield Road. The A61 is the principle road connecting the site to Barnsley town centre to the north, and junction 36 of the M1 Motorway to the east.

The Application Site and Surrounding Area

- 2.2 The application site is located at the junction of Sheffield Road (A61) and Rockingham Row, within the settlement limits of Birdwell. A site location plan is attached to **Appendix 2** of this document.
- 2.3 The site is approximately 1.61 acres (0.65ha) in size, and enclosed by an existing red brick feature wall and mature trees which restricts views in and out of the site. Located within the site is a large area of hardstanding and two existing buildings. Both buildings are located on the western boundary of the site. The first building, 'Hangmanstone Depot' is two/three storeys in height and made from red brick and stone, with a slate roof and a roller shutter entrance. Hangmanstone Depot was the site of Allan Finlay's diesel engine export company, Hartwood Exports, where many thousands of UK buses and other commercial vehicles ended their lives. Most of the engines which now power many Hong Kong Junks were exported from the Birdwell yard. The Use Class of this building is therefore B8 'storage and distribution'.
- 2.4 The second building is smaller in size (single storey), and is located directly opposite the 'Hangmanstone Depot' building. The building is made from red brick, with glazing and a flat roof. The current use of the building is for offices (Use Class B1).

- 2.5 The buildings are currently vacant and being marketed for retail development. The site also comprises a small area of unkempt grassland which has become overgrown and in need of maintenance.
- 2.6 It is important to note that the site does not lie within a Conservation Area and no Listed Buildings will be affected by the proposals. There are also no protected trees within the site or wider area.
- 2.7 Located to the south of the site, lining Sheffield Road is a row of terraced residential dwellings, with front and rear gardens, beyond which is the Birdwell Roundabout which connects the site to Hoyland and the M1 Motorway. To the rear of these properties is a large area of hardstanding and buildings situated in a court yard formation. The buildings are operated by the Highway Agency.
- 2.8 On the eastern boundary of the site is Rockingham Business Park which comprises a number of large stand alone commercial buildings (Use Class B1, B2 and B8) and areas of hardstanding. The Business Park is accessed off Rockingham Row which forms the northern boundary of the site, beyond which are residential areas comprised of 1950's estate semi-detached housing.
- 2.9 Sheffield Road (A61) forms the western boundary of the site and is a single carriageway road. Beyond Sheffield Road to the west are further commercial buildings - the 'Chatterbox Children's Centre' (Use Class D1); 'Taken 2 Training Centre' which includes a dance school, music centre and theatre school (Use Class D2); and a detached house which has been converted for retail purposes 'Skin and Tonic' (Use Class A1). Each plot is set within a large area of hardstanding. Overall, existing shopping provision in Birdwell is sporadic and distributed throughout the settlement, primarily along Sheffield Road. At present the only convenience provision within Birdwell is a small Co-op store on Green Spring Avenue (107 sqm net), and a small newsagents 'Birdwell News' (50sqm net). Birdwell also benefits from a pharmacy, flower shop, and takeaway unit dispersed along Sheffield Road.

- 2.10 Adjacent to the converted residential property is a large plot of open grassland which is currently being promoted as a 'development opportunity' for mixed use development, within the Use Class Orders of B1 'Business', C2 'Residential Institutions', C2A 'Secure Residential Institution', D1 'Non-Residential Institutions', D2 'Assembly and Leisure and Sui Generis' (source: Rightmove). It is important to note that the majority of land has been allocated for residential development on the Council's UDP Proposals Map.
- 2.11 Sheffield Road (A61) is a main arterial road into Birdwell. The A61 connects the settlement to Barnsley town centre and the M1. Sheffield Road is a single carriageway road, subject to a 30mph speed limit. There are currently two access points into the site. The main access is directly off Sheffield Road towards the centre of the site, and the other off Rockingham Row, a relatively new road which serves the wider Rockingham Business Park.
- 2.12 There are also a network of footways and footpaths within the vicinity of the application site, providing good pedestrian linkages with existing commercial and retail premises along Sheffield Road, and the surrounding residential areas. Indeed, existing tarmac footpaths located on both sides of Sheffield Road are wide and well lit – facilitating clear and direct pedestrian linkages.
- 2.13 In terms of public transport, there are a number of bus stops located along Sheffield Road, the nearest located 100 metres north of the site. These bus routes (Services: 411, 265, 66, 67 and X10) provide a frequent service into Barnsley town centre and the neighbouring settlements of Hoyland and Worsbrough.

3.0 PLANNING HISTORY

- 3.1 The application site has been subject to three major planning applications, which establish the principle of retail development on site.
- 3.2 The first application was submitted in March 2008, and sought outline planning permission for a two-storey mixed use scheme incorporating Use Classes A1, A3, A5 and B1 (Application Reference: 2008/0561). The total floorspace for Use Classes A1, A3 and A5 within this scheme was 1,494 sqm gross. The scheme was withdrawn by the applicant before committee.
- 3.3 A revised scheme (Application Reference: 2009/1259) was submitted in 2009, and approved on the 10 of March 2010. The revised scheme removed the B1 element and sought planning permission for financial and professional services (Use Class A2). The application reduced the floorspace of the proposed retail uses to 6 units amounting to 1,285 sqm of A1 floorspace. This included:
- 725sqm for A1 (Shops)
 - 465sqm for A3 (Restaurants and Café)
 - 93sqm for A5 (Hot Food Takeaways)
- 3.4 The application expired in March 2013. However, the application establishes the principle of retail development on site, and is therefore a material consideration in the determination of this application.
- 3.5 A Section 73 application to vary two conditions (2 and 6a) attached to decision notice 2009/1259 was submitted to the Council in the year 2010 to allow highway improvements and dispense with the right hand turning lane (Application Reference: 2010/1538). This application was approved on the 25th January 2011. The approval does not supersede the previous application - it purely varies conditions attached to the consent. Following

the approval of this application, the applicant withdrew an appeal against the requirements of condition 6a attached to application 2009/1259 (Appeal Reference: APP/R4408/A/10/2136180/NWF).

3.6 Pre 2009, planning permission was granted on site for the following minor planning applications:

- Application Reference B/04/0575/WB: Erection of first floor storey within existing building and installation of new windows.
- Application Reference B/81/0375/WB: Extension to parking area and erection of boundary fences.

4.0 BACKGROUND TO ALDI STORES AND SYNERGY WITH OTHER RETAILERS

- 4.1 Aldi's philosophy is to provide high quality products within a pleasant shopping environment, whilst ensuring that they are offered to customers at heavily discounted prices.
- 4.2 As a company, Aldi are conscious of demonstrating that they do not conform to stereotypical perceptions arising from prejudices created from the initial image of discount food operators when they first entered the market 25 years ago. Discounted prices are achieved through considerable bulk buying power, specialisation in the number of lines offered and maximising efficiency within the operation of the stores. Prices are not lower because the quality of products is less.
- 4.3 Aldi has been successful in raising the profile of the company and have won a number of awards including the highly prestigious Grocer Gold Award 'Grocer of the Year 2013'. They were awarded 16 Gold and 10 Silver at the Grocer Own Label awards 2013. They have also been awarded Which? 'Supermarket of the Year 2013' for the second year running.
- 4.4 It is on this basis that we believe that the introduction of an Aldi Store will enhance the existing convenience provision for the residents of Birdwell, by providing a facility which is highly accessible to the surrounding community, and will also address the key Government objectives of minimising social exclusion.
- 4.5 In respect of potential competition and serving a specific need, Aldi stores differ from larger food store formats in a number of respects. When the composition of product lines is considered, Aldi only sell an extremely limited range of meat lines and do not compete with local butchers. Stores do not stock loose vegetables and fruit and only sell limited lines compared to an average green grocer which may stock some 80-100

lines. Aldi mainly stock own label grocery products together with a small range of own label confectionary. Less than 10% of their products are branded goods, which are only sold, when in Aldi's opinion, the product offer cannot be 'bettered'.

- 4.6 Aldi do not sell cigarettes, national newspapers or magazines and stock only a limited small range of branded wine and spirits as well as a limited range of breadlines and a small number of boxed cakes. Further, the Aldi format does not include specialist meat, fish, delicatessen, chemist or bakery counters, which are commonplace with larger supermarket chains.
- 4.7 The resulting arrangement is that, unlike larger supermarkets, an Aldi food store does not offer a 'one stop shop'. As such, rather than compete with local shops and services, Aldi complement local traders as, for example, customers who wish to purchase newspapers, branded products, specialist meat etc. will have to visit other outlets that sell such products, such as butchers, greengrocers, small convenience stores etc. to complete a shopping trip.
- 4.8 Comparison goods are limited and vary on a weekly basis and therefore do not offer constant competition to any individual comparison goods retailer within Birdwell which includes a Menswear and Bridal Hire shop, pharmacy, clothing shop and florist.
- 4.9 In terms of the shopping market, it is our experience and that of Aldi Stores Ltd, that the overall extent of the principal catchment served by discount food stores can be relatively small, particularly when compared to that of larger food store operators.
- 4.10 Residents will be able to use the proposed store to meet their daily and main food shopping requirements in conjunction with the existing stores in the area.

Aldi Efficiency and Store Layout

- 4.11 The rationale behind the site's layout is explained in the accompanying Design and Access Statement (The Harris Partnership) and below.
- 4.12 Aldi pride themselves on their ability to operate efficient stores to drive costs down, these savings are then passed onto the customer, thus granting them the label of 'discount food stores'. The stores operate on small profit margins; any changes to procedures can have a knock on effect on the viability of the store. Customers save, on average 40% off a weekly shop when shopping at Aldi. In the current economic climate, this has been welcomed, particularly in deprived areas where people suffer from social exclusion issues.
- 4.13 The layout of an Aldi store is eminently practical. Its design reflects the Company philosophy of offering unrivalled value for money through cost effective management. There is no unnecessary expenditure on elaborate shop fittings, with the resultant savings being reflected in low prices. Merchandise is sensibly displayed in specially designed cases to eliminate stocking time and allow easy and efficient re-stocking. Aldi make enormous efficiency gains in this area and pass the savings directly to the customer.
- 4.14 The internal layout and operation of an Aldi store has been designed to be efficient and practical for use by customers; these matters are routinely reviewed and monitored and adjustments made to the model as required. It is also designed to be accessible by all including disabled and elderly persons. Features included to facilitate this are:
- Long till conveyors that hold a customer's full shop so as to allow goods to be unloaded, scanned and then packed quickly by customers;
 - Level store access, automatic entrance doors, and wide aisles and checkouts for easy access by all;
 - Gondolas and shelving that allow goods to be easily reached; and

- Store opening hours of 8am – 10pm and Sunday opening times to enable general flexibility in choice of shopping.

4.15 The design and layout of new Aldi stores complies with the requirements of the Disability Discrimination Act.

4.16 Stores operate on one to two HGV deliveries a day, which also removes all recyclable waste from the store. Goods are delivered directly into the warehouse via an enclosed loading dock. All stores have the same footprint in order to maximise efficiency, and any compromise would impact on the operating model, which would then impact on the discount prices offered.

4.17 The building itself has been positioned within the site to provide the car park at the front of the store. No onerous restrictions will be imposed on the car park to allow sufficient time for linked trips for those also wishing to visit other retailers or services in the area.

5.0 APPLICATION PROPOSAL

Background to the Development Proposals

- 5.1 Before setting out the application proposals in detail it is important to consider the history of the site.
- 5.2 Given the application site's accessible location on Sheffield Road; and its current underutilisation, it clearly represents an ideal development opportunity. The potential of the site was recognised by Barnsley Council in 2010 where planning permission was granted for retail development on site, under planning permission 2009/1259.
- 5.3 The application proposed 6 retail units on site, amounting to 725sqm (net) of A1 floorspace.
- 5.4 The site is clearly, in both commercial and planning terms, viewed as the most appropriate location for an additional retail development to serve Birdwell.
- 5.5 The following section describes in detail the various components of the development proposals.

Quantum and Nature of the Development Proposal

- 5.6 The application proposes the construction of a 'discount foodstore' (Use Class A1). The unit will be occupied by Aldi Stores Limited.
- 5.7 In terms of format, the proposal will have a gross floorspace of 1,581sqm, and net trading area of 1,125sqm. The trading floorspace within every Aldi store is consistent at around 1,000sqm. This is to enable the range of identical products sold within each Aldi store to be arranged and displayed on a consistent basis.

- 5.8 The core retail offer within an Aldi store is to provide for a family or an individual's weekly 'bulk' food shopping trip. Of this some 80% of the proposed food store will consist of convenience goods with the remaining 20% used for the sale of a varied range of non-food products. The vast majority of products are Aldi branded and through economies-of-scale these goods can be sold at heavily discounted prices without impacting on quality.
- 5.9 Aldi's key focus is on the products that typically make up a 'bulk' food shopping trip. As noted in Section 4 above, Aldi do not sell 'ancillary' lines that are normally found in a mainstream supermarket. This is important when considering the trading effects of an Aldi food store; as clearly in Aldi's case the potential for cross-over with the offer of independent high street retailers is far less than the 'mainstream' food retailers that stock a larger spectrum of goods.
- 5.10 At present, Birdwell does not have a defined centre and provides a mixture of independent traders, alongside a small Co-op and newsagents. Located to the north of Birdwell along Sheffield Road is an existing petrol filling station, operated by 'Shell'. The kiosk provides a limited range of convenience goods. Overall, the scale and nature of these stores are designed to meet the day-to-day top-up shopping needs of local residents. It is therefore considered that the proposed Aldi food store, given its unique trading format will complement and enhance existing retailers within Birdwell whilst providing a main food shopping facility for those less able to travel.

Site Layout and Design

- 5.11 The layout of the foodstore and its surroundings, have been carefully informed by the physical characteristics of the site, and surrounding land uses. It is proposed that the building will occupy the south-western part of the site, with car parking located to the north.

- 5.12 The design of the building has been subject to detailed discussions with the Local Authority as outline in the SCI and Design and Access Statement. Various options have been discussed with regard to the use of materials and the design of the roof. The layout of the building needs to follow a traditional Aldi format store to enable the retailer to occupy the building. This has been recognised at appeal by the Inspector determining the Tewkesbury appeal in 2009 where he agreed that 'form follows function'. In this case the Council had considered that a smaller building would be more appropriate however, the Inspector stated that 'a significantly smaller food store would not foster commercially viable trading within the Aldi business format nor provide for healthy competition and consumer choice within the food retail sector'.
- 5.13 In the case of Birdwell, a flat roof will be provided to reduce the scale of the building in line with neighbouring properties. The use of stone has been agreed with Officers as this will ensure the building blends into the local context. A low stone wall will be incorporated along the frontage of the site.
- 5.14 The shop entrance will be located on the northern elevation of the building, facing into the designated car park. The use of glazing to the stores fascia will offer views into the food store sales area for people passing along Sheffield Road, adding interest to the current street scene. The use of glazing will also provide an expansive customer entrance and allow natural light to permeate throughout the store.
- 5.15 The delivery yard will be located on the eastern boundary of the site, immediately adjoining the stores footprint. The service yard will incorporate a loading bay (comprising self levelling dock), roller shutter access doors and a sheltered canopy system.
- 5.16 With regards to scale and massing, the proposal will be broadly commensurate with the heights of surrounding and commercial uses.

- 5.17 Vehicular access to the site will be from a new access point onto Sheffield Road and is designed to facilitate movement within the site and onto the existing highway network. Once in the car park, customers will be able to access the store car park via an internal road system.
- 5.18 A total of 88 car parking spaces will be provided for the foodstore adjacent to the store. This will include 5 disabled spaces and 8 parent / toddler spaces.
- 5.19 The site layout also seeks to maximise existing pedestrian and cycle linkages, and to ensure the car park area is easily navigable on foot. The application proposes a pedestrian crossings within the site to facilitate customer movement between the store and car parking areas. Located at the shop entrance will be a number of cycle stands to encourage other modes of transport into the site.
- 5.20 The use of signage and environmental/ public realm improvements will act as dominant features which will complement the existing streetscene and direct customers into the site and surrounding retail units.
- 5.21 Located on the boundaries of the site, are a number of trees and shrubs which have been poorly maintained. As such the landscape strategy seeks to reinforce the existing green corridor associated with site, through pruning and the planting of additional native tree and shrubs. This will increase the landscape buffer to residential and commercial properties.
- 5.22 Further details on design and layout will be provided within the accompanying Design and Access statement produced by the Harris Partnership.

Employment

- 5.23 The proposed store will create up to 30 full and part time jobs. It is also

anticipated that up to 200 job opportunities will be created at the construction phase.

6.0 PLANNING POLICY REVIEW

- 6.1 This section addresses the planning policy background in respect of the application proposals. The National Planning Policy Framework (NPPF) is the principle national guidance in respect of sustainable development.
- 6.2 A full planning policy review relating to the site is contained at **Appendix 4** of this document. The principal policy issues as outlined in national and local guidance are highlighted below.

National Planning Policy Framework (NPPF) (2012)

- 6.3 The National Planning Policy Framework (NPPF) was published by the DCLG on the 27th of March 2012, and replaces the existing planning framework - which consisted of Planning Policy Guidance and Statements (PPGs and PPS).
- 6.4 The framework confirms the government's sustainable growth agenda as set out in the Greg Clark statements, and makes clear to local authorities that applications that support sustainable economic growth should be positively supported. As such an application proposal must meet the following criteria as identified within the NPPF. This includes:
- Section 1: 'Building a Strong, Competitive Economy'
 - Section 2: 'Ensuring the Vitality of Town Centres'
 - Section 4: 'Promoting Sustainable Transport'
 - Section 7: 'Requiring Good Design'
 - Section 10: 'Meeting the Challenge of Climate Change, flooding and Coastal Change'
 - Section 11: 'Conserving and Enhancing the Natural Environment'

Development Plan and the New Localism Bill

- 6.5 The new localism bill received Royal Assent on the 15 of November 2011 -

paving the way for the third set of fundamental reforms to the planning system in a decade. The localism act authorises the revocation of the Regional Spatial Strategies in their entirety (subject to environmental considerations).

Barnsley Unitary Development Plan (2000)

- 6.6 The site is allocated as an Employment Policy Area (Policy HN4) 'Rockingham Row, Birdwell', and forms part of a wider allocation that comprises large scale employment/industrial buildings to the rear of the site.
- 6.7 The UDP identifies six key objectives relating to shopping policies. This includes the following that relate specifically to Birdwell in terms of access to convenience shopping provision:
- To make adequate provision for retail development consistent with the needs of the community.
 - For shopping provision to reflect the needs of individual communities for access to convenience based facilities.
 - To ensure that less able members of the community have ready access to a choice of retail facilities.
- 6.8 The following policies are considered relevant to the consideration of this application:
- Policy S3: 'Retail Development Outside The Defined Shopping Areas'
 - Policy S4: 'Retail Development Outside The Defined Shopping Areas'
 - Policy BE5: 'Improving Existing Areas of Poorer Quality Built Environment'
 - Policy HN4: 'Employment Policy Areas'
 - Policy HN15: 'Principal Shopping / Commercial Centres'

Barnsley Core Strategy (September 2011)

6.9 Adopted in September 2011, the Barnsley Core Strategy provides a spatial strategy for the future development of Barnsley up to the year 2026. The Core Strategy identifies Birdwell as a supporting settlement within Hoyland, which is a 'Principal Town' within the settlement hierarchy.

6.10 Key policies for the determination of this application include:

- Policy CSP 31: 'Town Centres'
- Policy CSP 1: 'Climate Change'
- Policy CSP 2: 'Sustainable Construction'
- Policy CSP 3: 'Sustainable Drainage Systems (SUDS)'
- Policy CSP 5: 'Including Renewable Energy in Developments'
- Policy CSP 7: 'City Regions'
- Policy CSP 8: 'The Location of Growth'
- Policy CSP 25: 'New Development and Sustainable Travel'
- Policy CSP 26: 'New Development and Highway Improvement'
- Policy CSP 29: 'Design'
- Policy CSP 40: 'Pollution Control and Protection'

Evidence Base

6.11 This study highlights existing shopping patterns for the residents of 'Barnsley's Central Zone', in which Birdwell lies. The study highlights that residents of Birdwell are predominately shopping at convenience stores within Barnsley. Notable convenience store destinations include Morrisons, Barnsley town centre (£35.34 million from Zone 1) and ASDA, Old Moor Lane, Barnsley (£36.57 million from Zone 1).

Smaller Centre Study Report (2010)

- 6.12 The Study provides the most up to date health checks of centres, including in centre surveys of visitors and population and expenditure figures. Birdwell does not have a defined centre, therefore a health check was not undertaken by the Council.

Local Development Framework Documents

Development Sites and Places (forthcoming)

- 6.22 This document is currently being produced by Barnsley MBC and will replace saved policies of the UDP. The document is at the early stages of development and is therefore not a material consideration in the determination of this application. The application site has not been identified.

Employment Land Review

- 6.23 The application site is allocated as an employment site under reference HN3/2 'Rockingham Employment Site'. The Employment Land Review (2010) allocates a total of 127.86 ha of employment land which is below the Council's target of 350 ha, which is set under CSP 11 'Providing Strategic Employment Locations'. It is evident that the Council did not want to progress the existing allocation within the UDP following recent permission for retail use on site. As such the site has not been included within future LDF documents as an existing employment location.

Annual Monitoring Report

- 6.24 The Annual Monitoring Report (2009/2010) states that 3.8 hectares of employment land were developed in 2009/2010. This is below the council's policy aspirations for 350 hectares of employment land before 2026. This works out to be an average of 23.3 hectares of land a year. As

noted in Paragraph 6.23 above, the site has not been identified or progressed through the Council's LDF documents as an existing employment site.

7.0 ECONOMIC DEVELOPMENT CONSIDERATIONS

- 7.1 At the heart of the new NPPF is the presumption of sustainable economic development.
- 7.2 The site is allocated as an Employment Policy Area in the Barnsley Unitary Development Plan. It is apparent that the site has become run down and is in need of regeneration – this is reflected by the two vacant buildings within the site, and the area of unkempt grass land which has remained undeveloped.
- 7.3 Paragraph 22 of the NPPF relates to the redevelopment of employment land and states:

'Planning policies should avoid the long-term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities'.

- 7.4 Given the low environmental quality of the site; and the current economic climate – it is therefore considered that the redevelopment of this site for retail development is “appropriate”. Indeed PPS4 recognised retail as a form of economic development. Although superseded by the new NPPF, the document reflects previous planning guidance. As such it is considered that the principle of development is appropriate and will support an area in need of regeneration and investment. This is supported by the planning history of the site, where planning permission was granted for retail development under permission 2009/1259. As a result of this permission, the Councils 'Employment Land Review' has not progressed the historic

allocation, and has identified a number of other alternative sites to deliver the Councils target of 350 ha of employment land.

- 7.5 It is in this context that both this Statement and the other supporting documents, accompanying the application, set out the material justification for the proposals. It is shown that the site is currently significantly underutilised, with the vast majority of premises unsuitable for modern standards.
- 7.6 In addition, the surrounding area is characterised by its mixed character including retail use located directly opposite the site. As such, the nature of the proposals is in keeping with the character of the surrounding area. The proposal will also significantly enhance employment opportunities and main food shopping choice.
- 7.7 Another direct benefit will be the increasing, in visual terms, of a tired and dilapidated site. Indeed the proposal will be the catalyst for further development and investment in the future.
- 7.8 It is also beneficial to refer to socio-economic and demographic information in respect of Birdwell. The demographics highlight that the local area experiences high levels of unemployment; basic qualifications and low levels of car ownership when compared to the UK average. A key consideration within the new NPPF is on employment opportunities and the regeneration of deprived areas. As such the proposals will significantly benefit the local economy and provide employment opportunities, thereby meeting this aspiration. Indeed, the application will create 30 jobs in the locality, and will therefore make an important contribution towards the Borough's challenging requirements for a net growth in jobs. It is also worth noting that the scale of employment land taken up by the proposal is limited, and that the council have removed the allocation in the most recent 'Employment Land Review'. Indeed the Council are promoting land to the east of Rockingham Row Business Park to accommodate future employment growth. As a consequence and having regard to the advice of

the NPPF, it is not considered that the development significantly conflicts with the above advice which largely supersedes UDP Policy HN4

- 7.9 Overall, it is clear that the proposals fully accord with the key NPPF objectives.

Joint Employment Land Review (April 2010)

- 7.10 An Employment Land Review (ELR) forms the basis of site and sectorial knowledge of inward investment agencies and economic development departments. The purpose of the assessment of the commercial property market is to derive a realistic but far sighted view of demand potential, establishing with consultees the present picture, not only in Barnsley but also national trends that influence development; and the extent to which market dynamics can be improved through, amongst other things, investment in infrastructure, achieving critical mass and focused/collaborative marketing.

- 7.11 The document identified a number of key employment sites within Barnsley Council's administrative boundaries. It is important to note that the site has not been identified within this document following recent planning permissions on site.

Summary

- 7.12 Overall, it is evident that the site is not a key employment site within the Barnsley area. As such, it is considered that the regeneration of the site for retail development is entirely appropriate.

8.0 PLANNING ASSESSMENT

Sequential Approach

- 8.1 Firstly, it is important to consider the defined catchment area of the proposal. It has been agreed with the Local Authority that the defined catchment area of the proposed foodstore is Birdwell itself as shown on the plan attached to **Appendix 6**. Within this catchment area there are no defined centres. The area currently lacks from food store provision, therefore supporting the need for the introduction of a sustainable shopping location to reduce the need to travel and encourage more sustainable shopping patterns. This was also established through the consent granted in 2010 where the committee report makes reference to the proposals serving a distinct localised catchment.
- 8.2 In terms of the sequential approach we can therefore conclude that there are no centres that need to be considered outside of the Birdwell catchment as sites within these centres would not serve the need to provide localised provision for Birdwell itself.

Retail Impact Considerations

- 8.3 Paragraph 26 of the NPPF sets out the impact considerations which all planning applications for main town centre uses (not in a centre and not in accordance with an up-to-date development plan) should be assessed against.
- 8.4 It has been agreed with Barnsley Council during pre-application discussions that a formal Retail Impact Assessment is not required, as the proposal falls under the NPPF threshold of 2,500sqm. In addition, given the nature of the development proposal which seeks to serve a local catchment it was agreed that information on the scale of the proposal,

alongside information on the potential impact on surrounding shops and services - utilising information from Aldi case studies would be presented to the Council. This will be discussed in detail below:

Appropriateness of Scale

- 8.5 In order to assess the appropriateness of the scale, it is important to recognise that in order to provide a genuine alternative to the large format stores which are currently adversely influencing local shopping patterns, it is necessary for the proposals to have a certain critical mass. The scale of store with a net sales area of 1125sqm would allow Aldi to offer a full food range, allowing customers to satisfy their main food shopping needs. This is a particular benefit of the proposals and one which should be taken into account when considering any sequential alternatives to the application proposals.
- 8.6 National planning policy has for many years focused on shortening car journeys and providing facilities in accessible locations near to where people live. Indeed the NPPF at paragraph 34 states that *'plans and decisions should ensure developments that generate significant movements are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised'*. At present, Birdwell in terms of convenience shopping provision is limited to a small Co-op and newsagents. As a result, local residents have to travel to the neighbouring urban areas of Barnsley and Hoyland located in excess of a ten minute drive time.
- 8.7 In terms of physical scale, the proposed Aldi store will total 1 storey in height. This will be in line with the previous application which was considered acceptable, and the surrounding built environment. Indeed the scale of the proposal is significantly less when compared to the large scale employment buildings to the rear of the site, within Rockingham Row Business Park.

- 8.8 Finally, the scale of the store proposed will also result in significant economic benefits including; investment, job creation and spin-off benefits for existing businesses associated with increased retained expenditure in the local catchment. These benefits would be severely diluted should the scale of the proposed foodstore be reduced. The proposal is therefore in line with section 7 of the NPPF, and Policy CSP 29 of the Core Strategy.

Retail Impact Considerations

- 8.9 When assessing the likely impact of retail proposals, it is necessary to consider the overall impact a scheme may have on the overall vitality and viability of centres within a particular catchment area. As stated above, and for the purposes of this assessment, we have adopted the catchment area of Birdwell. In order to support our analysis, an assessment of potential impact on the vitality and viability of existing retailers along Sheffield Road has been undertaken.
- 8.10 In order to inform our consideration we have visited Birdwell on many occasions, with **Appendix 5** providing a 'Health Check' analysis of the current performance of and health of existing traders along Sheffield Road.
- 8.11 It is also clear from our analysis that Birdwell is heavily occupied by independent retailers and businesses which creates diversity in its offer and adds to the overall positive perception of the area. As a result national retailer representation is relatively low and limited to a Co-op which is currently being marketed by Eddisons for sale.
- 8.12 Given the nature and offer of 'Aldi' it is considered that the store will complement existing traders. It is intended that the proposed foodstore will not adversely impact on the performance of existing retailers, but will enhance the existing offer and lead to more sustainable shopping patterns; associated linked trips; and spin-off benefits for existing businesses through retained expenditure.

- 8.13 The ability of the proposed supermarket to lead to a greater retention of linked trips as well as main food shopping expenditure should not be underestimated. This is also aided by the accessible nature of the application site along Sheffield Road. Indeed the proposed location of the foodstore will ensure shoppers who use the proposed car park will be able to walk along Sheffield Road to undertake a linked trip.
- 8.14 This spin-off benefit and greater footfall of the proposals is one which will greatly assist in benefiting the overall future vitality and viability of Birdwell, and offset any potential adverse impacts in terms of trade diversion on individual retailers.

Linked Trips

- 8.15 The concept of linked trips underpins national planning policy on town centre uses. The ability for retail development to be concentrated, improving competition, and reducing the need to travel is at the heart of the sequential approach. Locations that are well connected to and within easy walking distance of other shops and facilities will increase the level of linkage between shops and services and thereby reduce the need to travel.
- 8.16 The application site is located along Sheffield Road, and benefits from good public transport links. Given, the location and accessibility of the application site, it would be expected that the proposed development would be likely to generate linked trips with existing retail and service provision along Sheffield Road in particular.
- 8.17 Overall, based on the principles of PPS4 and now the NPPF – the development proposal will compete on a 'like for like' basis; and will claw back trade lost to competing stores' beyond Birdwell. This includes the popular stores of ASDA and Morrisons at Barnsley which act as main food shopping destinations to the residents of Birdwell. Both stores appear to be 'over-trading'. On this note it is considered that the development of an

Aldi store at Birdwell will not impact on the vitality and viability of existing stores within and beyond the settlement limits of Birdwell.

Case Studies

- 8.18 Aldi have undertaken a number of case studies to examine their customers shoppers habits and the potential effect on other retailers. Three case studies are attached at **Appendix 7**.
- 8.19 The Dinnington Case Study provides an example of how a store can generate spin off expenditure through linked trips of approximately £2.4m with over 50% of customers undertaking a linked trip with an average spend of £18.
- 8.20 In Oldham, as part of a national Case Study, it was found that customer still continued to shop at other supermarkets. Even when the store is located in an out of centre location, customers were undertaking linked trips to other shops.
- 8.21 The Barugh Green case study has been included as an example of where Aldi have contributed to serving an area that was deficient in food retail shopping provision. The store is trading well and provides a vital facility for the residents of Barugh Green.

Accessibility

- 8.22 A key objective of the NPPF and local policy is to support development which is accessible, and leads to the reduction in car journey lengths. Indeed paragraph 34 of the NPPF states that *'decisions should ensure developments that generate significant movements are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised'*.

- 8.23 It is considered that the application site is a highly accessible location by a choice of means of transport. Situated within Birdwell along Sheffield Road - the site is considered accessible to a large portion of residents.
- 8.24 Located along Sheffield Road to the north and south of the site are four bus stops, the nearest located 134 metres south of the site. These bus routes (265, 66 and X10) provide a frequent connection to Barnsley City Centre to the north of the site, and the surrounding settlements of Hoyland Common and Worsbrough.
- 8.25 The site is also accessible via walking, with established pedestrian linkages connecting the site to the surrounding residential areas. Indeed, existing pedestrian footways are wide on the eastern side of Sheffield Road, well lit and facilitate pedestrian movement to the site and along Sheffield Road. The use of signage will direct customers into the site.
- 8.26 Customer car parking would be provided for 88 vehicles, including 5 spaces for disabled shoppers and 8 spaces for parents with small children. Located at the store entrance will be a cycle stand to facilitate alternative means of transport for local residents.
- 8.27 The Transport Statement demonstrates that the proposed development will not significantly impact upon the highway network. The site is situated within a sustainable location close to public transport routes and is widely accessible by a range of modes of transport, therefore travel by sustainable modes is a genuine possibility for both staff and customers. The proposed development complements policy objectives by promoting sustainable transport choices and reducing the need to travel by private car.
- 8.28 Overall the development fully complies with the requirements of Section 4 of the NPPF, and Policies CSP 8 and CSP 26 of the Core Strategy which seeks to ensure developments are accessible and will not result in any adverse impact upon the surrounding highway network.

- 8.29 Further clarification will be provided in the Transport Statement prepared by Transport Potential, which demonstrates the accessibility of the site in the context of the surrounding area.

Urban Design

- 8.30 Planning policy at both national and local level stresses the importance of high quality design that all planning applications for economic development should be assessed against. This includes whether the proposal secures a high quality and inclusive design which takes the opportunities available for improving the character and quality of the area and the way it functions. At pre-application stage, the proposals have undergone a number of design revisions to achieve an agreed design. The development has been carefully designed and it is considered that it is fully in accordance with that advice as well as Section 7 of the NPPF, and Policy CSP 29 of the Core Strategy for the reasons summarised below but discussed in more depth within the accompanying Design and Access Statement which provides details of the scheme.

Amenity

Noise

- 8.31 Paragraph 123 of the NPPF seek to ensure that developments do not conflict with or have any adverse impact upon neighbouring noise sensitive land uses. The layout of the site ensures that noise generating activities are located away from residential properties. As such the development proposal is compliant with Local Planning Policy CSP40 of the Core Strategy.

Sustainability

- 8.32 Another key objective of the NPPF is to support the transition to a low carbon future. As a result, the proposal seeks to reuse and convert an existing building for retail purposes, along with a number of energy and sustainability aspects. The energy statement provides details of the scheme's energy requirements, based upon energy efficiency and a low carbon and renewables assessment to identify the most viable option.
- 8.33 The Core Strategy policy requirement, that is that 15% of the energy to be used by the proposed development comes from renewable and low carbon sources. A 24.2% reduction in energy uses can be achieved through the latest technologies. Utilising the Arctic Circle Free Heat System (an air source heat pump which uses variable refrigerant volume air source heat pump technology with heat reclaim) and other energy/ carbon saving technologies such as LED car park lighting that Aldi can yield the 15% carbon reduction.
- 8.34 In addition, the proposal will also reduce the need for local residents to travel outside of the area to undertake their main food shopping needs with a discount food trader – this trend has increased given the current economic climate. It is considered that this in turn will reduce carbon emissions. As such staff and customers will be encouraged to use sustainable modes of travel to the store as set out in the Draft Travel Plan (which forms part of the Transport Assessment). The development will provide customer cycle spaces adjacent to each store entrances.
- 8.35 Further details regarding the sustainability proposals are outlined in the accompanying Design & Access Statement. It is considered that the proposed development complies fully with the sustainability requirements set out in national and local planning policy.
- 8.36 It is also important to note, as detailed in earlier sections, Aldi pride themselves on offering genuine quality products at heavily discounted

prices. Crucial to this objective is the efficient running of operations in order to avoid having to transfer unnecessary costs on to customers. Such efficiencies also have added advantages in making the day-to-day running of stores more environmentally sustainable. In addition, Aldi further endeavour to generally operate in a sustainable manner as a commitment to achieving a 'greener' company. Examples include:

- At the distribution depot, goods are prepared, packaged and palletted ready for delivery straight to the shop floor of the store. In addition to reducing the amount of packaging necessary for transportation, this also minimises the amount of vehicular movements required for deliveries as a store will only ever require, at most, two deliveries per day. This excludes bread and milk deliveries, although;
- Bread and milk is sourced locally, meaning that road time is further reduced as vehicles do not have to travel as far to dispatch deliveries of these products.
- Strict controls over packaging to minimise waste. Only returnable and reusable crates and pallets are used. The aim is to ensure that any waste that is generated is limited to cardboard and plastics, which are then recycled.
- Any organic waste from spoilage is stored in paladins and removed regularly for safe and sustainable disposal, such as compost and animal feed.
- Whilst sufficient lighting is fitted to allow for the safe and convenient use of, for example, car parks, this will be kept to a minimum to avoid light pollution and unnecessary use of energy. Lights are turned off outside of store opening hours.
- Aldi stores are not fitted with air conditioning systems, which consume excessive amounts of energy. Instead, stores are designed so as to be 'self-sufficient'. External doors are not left open. Efficient building techniques, to incorporate good insulation and natural circulation, enable temperatures to remain stable in both winter and summer.

- Carrier bags, which are made of recyclable materials are available for customers, although usage is discouraged as these come at a small price. Customers are instead encouraged to re-use carrier bags and boxes.
- Stringent management regimes of the external areas ensures that litter is kept to a minimum, whilst coin operated trolleys minimise the potential for these to be taken off site and discarded.

8.37 Overall, the proposed development fully complies with Section 10 of the NPPF and Policies CSP 1, CSP 2, and CSP 5 of the Core Strategy.

Social Inclusion

8.38 In the context of existing unsustainable shopping patterns, the proposal has the opportunity to significantly benefit those who are currently experiencing a form of social exclusion through their lack of access to modern main food shopping facilities.

8.39 The census statistics for the Rockingham Ward attached in **Appendix 1** of this document, the figures highlight that unemployment is 3% higher than national average and the area is dominated by C,D and E social grades. Birdwell also has an aged population with a high proportion of people over 65. Therefore the proposal will provide accessible retail facilities within a localised catchment.

8.40 It is also important to note, given the current economic climate where people are price conscious the nearest discount foodstore is Doncaster Road, Barnsley located 3 miles north of the application site.

8.41 Aldi are proud to be able to invest within the communities where they locate their stores, including being able to provide regeneration and enhanced vitality and viability. Many of the regenerative benefits, including the specific elements of this proposal, have been discussed earlier, although other social benefits will be delivered:

- Site and store layouts are designed so as to alleviate crime and antisocial behaviour. Public areas are lit and openings arranged in such a way so as to enable such areas to remain well monitored.
- Level store access, wide aisles and easily accessible checkouts further add to this. In instances where underground parking is proposed, lifts and stairwells give direct access to the shop floor.
- In addition to being an economic benefit, Aldi also actively pursue an equal opportunities and local policy for staff recruitment.
- As detailed earlier, the 'Aldi concept is one that offers genuinely quality products at heavily discounted prices. In areas suffering from high levels of deprivation, particularly in respect of income, social exclusion is directly addressed.

Economic Growth and Local Employment

- 8.42 Birdwell suffered severe decline in traditional sources of employment during the 1980's, a process which accelerated in the 90's with the almost complete cessation of coal mining and associated activity.
- 8.43 A further positive impact of the application proposals is the significant investment into the local economy and the resultant boost to local job opportunities.
- 8.44 The census data for the Rockingham Ward identifies a high percentage of unemployment within the area. Indeed only 61.8% of the population is economically active, compared to the national average of 66.86%.
- 8.45 Therefore the redevelopment of the site will enable the employment of approximately 30 people, in addition to the high quality design and physical enhancements.
- 8.46 It is important to note that Aldi have a policy of recruiting locally as this benefits how the store operates and integrates Aldi into the community. Aldi staff are paid higher than industry standard and receive a full training

programme, with store staff trained to carry out any role within the store.

- 8.47 It is apparent that, in addition to the strong policy and retail justification for the proposals, there are many additional benefits of an Aldi store, such as providing an essential facility to its surrounding community. Indeed, there is a lack of provision in the area for existing residents, and the proposal by Aldi will enable the centre to be formally recognised.
- 8.48 The proposals will significantly improve and enhance the contribution of the site to the character of the surrounding area and, furthermore, will be carried out in such a manner so as to deliver significant environmental, social and economic benefits.
- 8.49 Overall, the proposed development fully complies with UDP Policy BE5 and Policies CSP 7 and CSP 8 of the Core Strategy.

9.0 CONCLUSION

- 9.1 This Planning and Retail Statement has been prepared on behalf of Aldi Stores Limited in support of a planning application for the demolition of existing units (Use Class B1 and B8) and construction of a foodstore (Use Class A1) with car parking, landscaping and associated works on the former Hangmanstone Depot site, Sheffield Road, Birdwell.
- 9.2 Aldi Stores Limited have given considerable thought to the proposals to ensure that the development will relate to, and complement the area, whilst being sensitive to the neighbouring residential properties. In this context, pre-application discussions have taken place with Barnsley Metropolitan Council's Planning and Policy Officers as well as a community consultation process.
- 9.3 **Section 2 and 3** described the sites location within Birdwell and its connections to the surrounding land uses. The site comprises two vacant buildings on a large area of hardstanding, and an area of unkempt scrubland which has been poorly maintained. The site is considered highly accessible to a mode of transport and the population of Birdwell. It is evident from the planning history that the principle of retail development of site is acceptable.
- 9.4 **Section 4 and 5** discussed the layout and efficiency of an Aldi store. The format of an Aldi store has been designed to serve a local catchment, whilst offering competitive and discount prices to local residents through its footprint and design layout.
- 9.5 **Section 6** considers the key relevant retail planning policy and the key tests identified within the NPPF and local planning policy in the form of the UDP and Core Strategy. The current agenda of national and local planning policy is to support economic growth, and the provision of accessible retail facilities which will offer choice and competition within the market place.

- 9.6 **Section 7** established that although the site forms part of a wider allocation for employment use in the UDP – this historic allocation has not been taken forward by the Council, given recent permissions for retail use. In addition, the NPPF which reflects previous planning guidance in the form of PPS4 identifies retail as an employment use.
- 9.7 **Section 8** looked at the planning issues surrounding the development of the site. It has been agreed with Planning Officers that Birdwell has a distinct local catchment, given its physical separation from the surrounding urban areas by its existing road network and areas of green wedge. In this respect, the proposal has been designed to serve its own catchment area and therefore any impact in retail planning terms will be positive as expenditure will be clawed back to the catchment area thus promoting more sustainable shopping patterns.
- 9.8 As demonstrated in both this and other supporting statements, the *proposals are justified against the NPPF, and local policy objectives and aspirations* and it is therefore, respectfully requested that permission is granted to facilitate the beneficial regeneration of brownfield site within Birdwell.

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Age Structure, 2011 (KS102EW)

Period: Mar11

Area: Rockingham (Ward)

Variable	Measure	Rockingham	Barnsley (Metropolitan District)	Yorkshire and The Humber	England
All Usual Residents (Persons) ¹	Count	11,062	231,221	5,283,733	53,012,456
Age 0 to 4 (Persons) ¹	Count	589	13,957	328,447	3,318,449
Age 0 to 4 (Persons) ¹	%	5.3	6.0	6.2	6.3
Age 5 to 7 (Persons) ¹	Count	355	7,798	182,818	1,827,610
Age 5 to 7 (Persons) ¹	%	3.2	3.4	3.5	3.4
Age 8 to 9 (Persons) ¹	Count	215	4,764	114,657	1,145,022
Age 8 to 9 (Persons) ¹	%	1.9	2.1	2.2	2.2
Age 10 to 14 (Persons) ¹	Count	626	13,378	306,096	3,080,929
Age 10 to 14 (Persons) ¹	%	5.7	5.8	5.8	5.8
Age 15 (Persons) ¹	Count	133	2,989	65,774	650,826
Age 15 (Persons) ¹	%	1.2	1.3	1.2	1.2
Age 16 to 17 (Persons) ¹	Count	267	5,804	130,943	1,314,124
Age 16 to 17 (Persons) ¹	%	2.4	2.5	2.5	2.5
Age 18 to 19 (Persons) ¹	Count	253	5,597	151,928	1,375,315
Age 18 to 19 (Persons) ¹	%	2.3	2.4	2.9	2.6
Age 20 to 24 (Persons) ¹	Count	608	13,533	382,679	3,595,321
Age 20 to 24 (Persons) ¹	%	5.5	5.9	7.2	6.8
Age 25 to 29 (Persons) ¹	Count	629	14,446	347,304	3,650,881
Age 25 to 29 (Persons) ¹	%	5.7	6.2	6.6	6.9
Age 30 to 44 (Persons) ¹	Count	2,131	45,725	1,042,121	10,944,271
Age 30 to 44 (Persons) ¹	%	19.3	19.8	19.7	20.6
Age 45 to 59 (Persons) ¹	Count	2,235	48,377	1,031,066	10,276,902
Age 45 to 59 (Persons) ¹	%	20.2	20.9	19.5	19.4
Age 60 to 64 (Persons) ¹	Count	722	14,843	325,329	3,172,277
Age 60 to 64 (Persons) ¹	%	6.5	6.4	6.2	6.0

Age 65 to 74 (Persons) ¹	Count	1,283	22,080	463,849	4,552,283
Age 65 to 74 (Persons) ¹	%	11.6	9.5	8.8	8.6
Age 75 to 84 (Persons) ¹	Count	752	13,250	296,421	2,928,118
Age 75 to 84 (Persons) ¹	%	6.8	5.7	5.6	5.5
Age 85 to 89 (Persons) ¹	Count	189	3,279	75,868	776,311
Age 85 to 89 (Persons) ¹	%	1.7	1.4	1.4	1.5
Age 90 and Over (Persons) ¹	Count	75	1,401	38,433	403,817
Age 90 and Over (Persons) ¹	%	0.7	0.6	0.7	0.8
Mean Age (Persons) ¹	y	42.2	40.4	39.4	39.3
Median Age (Persons) ¹	y	43	41	39	39

Last Updated: 30 January 2013

Source: Office for National Statistics

Notes

¹ National Statistics

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Approximated Social Grade, 2001 (UV50)

Period: Apr01

Area: Rockingham (Ward)

Variable	Measure	Rockingham	Barnsley (Metropolitan District)	Yorkshire and The Humber	England
All People Aged 16 and over in Households (Persons) ¹	Count	2 8,508	171,623	3,868,291	38,393,304
AB: Higher and intermediate managerial / administrative / professional (Persons) ¹	Count	2 1,099	24,258	731,113	8,520,649
C1: Supervisory, clerical, junior managerial / administrative / professional (Persons) ¹	Count	2 2,051	39,864	1,046,135	11,410,569
C2: Skilled manual workers (Persons) ¹	Count	2 1,711	33,256	648,644	5,780,577
D: Semi-skilled and unskilled manual workers (Persons) ¹	Count	2 1,867	39,890	754,093	6,538,308
E: On state benefit, unemployed, lowest grade workers (Persons) ¹	Count	2 1,780	34,355	688,306	6,143,201

Last Updated: 23 September 2005
Source: Office for National Statistics

Notes

¹ National Statistics

² Value derived by aggregating data supplied using the Neighbourhood Statistics Geography Hierarchy

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Economic Activity, 2011 (QS601EW)

Period: Mar11

Area: Rockingham (Ward)

Variable	Measure	Rockingham	Barnsley (Metropolitan District)	Yorkshire and The Humber	England
All Usual Residents Aged 16 to 74 (Persons) ¹	Count	8,128	170,405	3,875,219	38,881,374
Economically Active; Total (Persons) ¹	Count	5,446	113,306	2,649,975	27,183,134
Economically Active; Employee; Part- Time (Persons) ¹	Count	1,238	24,807	564,578	5,333,268
Economically Active; Employee; Full-Time (Persons) ¹	Count	3,047	62,841	1,435,376	15,016,564
Economically Active; Self-Employed with Employees; Part-Time (Persons) ¹	Count	16	515	14,356	148,074
Economically Active; Self-Employed with Employees; Full-Time (Persons) ¹	Count	106	2,639	67,831	715,271
Economically Active; Self-Employed Without Employees; Part-Time (Persons) ¹	Count	112	2,863	80,424	990,573
Economically Active; Self-Employed Without Employees; Full-Time (Persons) ¹	Count	337	7,086	162,821	1,939,714
Economically Active; Unemployed (Persons) ¹	Count	377	8,738	187,755	1,702,847
Economically Active; Full-Time Student (Persons) ¹	Count	213	3,817	136,834	1,336,823
Economically Inactive; Total (Persons) ¹	Count	2,682	57,099	1,225,244	11,698,240
Economically Inactive; Retired (Persons) ¹	Count	1,563	28,008	570,173	5,320,691
Economically Inactive; Student (including Full-Time Students) (Persons) ¹	Count	251	6,225	228,653	2,255,831
Economically Inactive; Looking After Home or Family (Persons) ¹	Count	284	7,435	166,214	1,695,134
Economically Inactive; Long-Term Sick or Disabled (Persons) ¹	Count	443	11,925	174,493	1,574,134
Economically Inactive; Other (Persons) ¹	Count	141	3,506	85,711	852,450

Last Updated: 30 January 2013

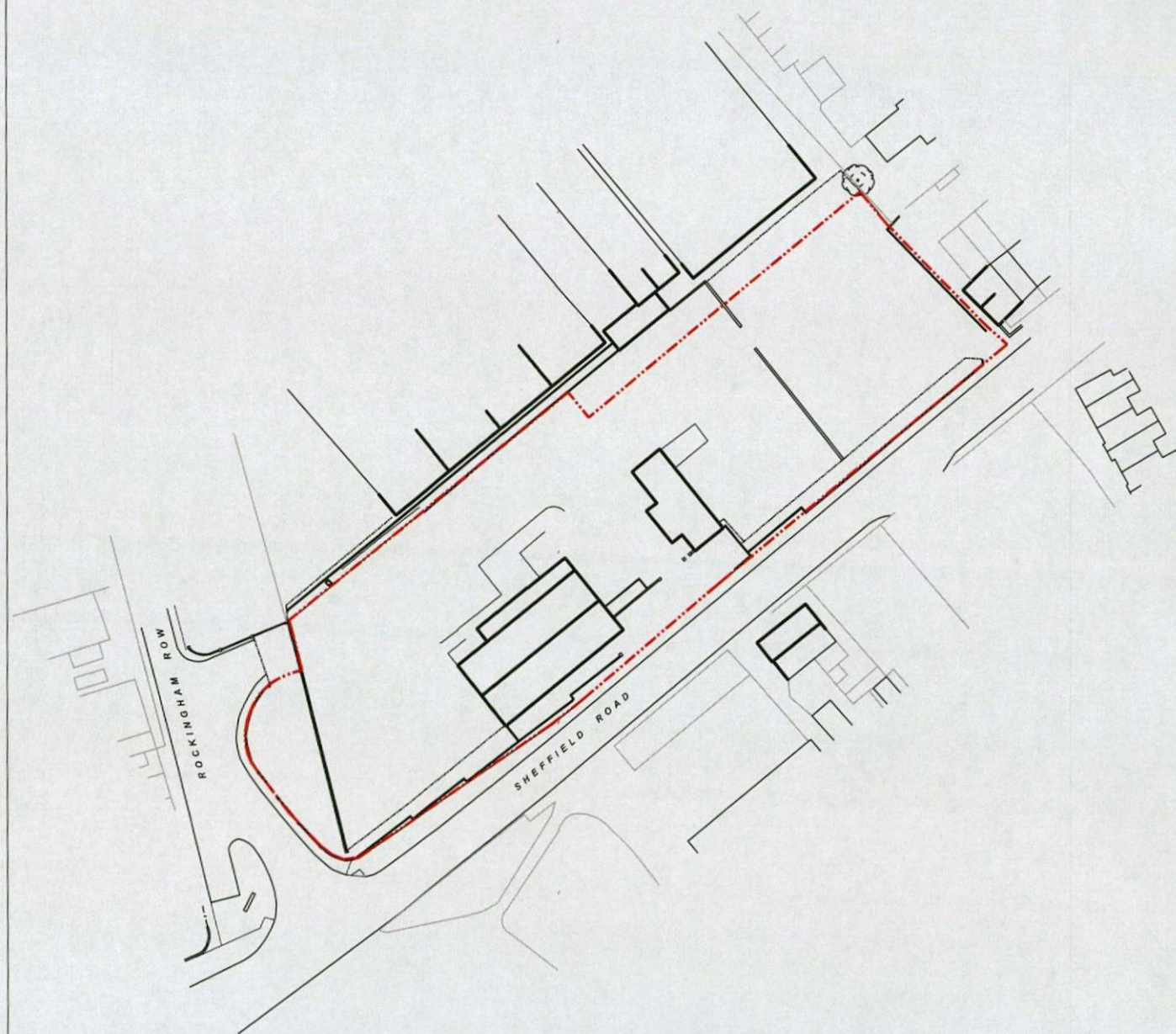
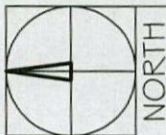
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Rev	Date	Description	Rev By	CHK'd By
1	06/11/13	Proposed Foodstore Development		
Project Title				
Sheffield Road				
BIRDWELL				
Client				
ALDI Store Ltd				
Status				
PLANNING				
Scale				
1:1250				
Drawing Size				
A4				
Drawn By				
LH				
Checked By				
JDB				
Date				
06/13				
Drawing Title				
OS Location Plan				
Job-Dwg No				
0705-50				
Rev				
1				

THE HARRIS PARTNERSHIP
WATFIELD
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- 15) Prior to the store opening a Travel Plan shall be submitted to and approved in writing by the local planning authority. Within 3 months of the store opening for business the approved Travel Plan shall be implemented in all respects in accordance with those details and shall be maintained for the duration of the agreed period.
- 16) No construction works shall commence until provision has been made within the site for the parking and loading/unloading of construction vehicles, the storage of plant, machinery and materials, and the parking of site operatives' vehicles, and such provision shall be maintained for the duration of building works.

- (a) the proposed brick walling shall be constructed in strict accordance with bonding and pointing details to be submitted to and approved in writing by the local planning authority and such details shall be demonstrated by the prior construction of a sample panel. The panel shall be retained until the completion of the walling;
- (b) the proposed concrete walling shall be constructed in strict accordance with details of shuttering and finish to be submitted to and approved in writing by the local planning authority and such details are to be demonstrated by the prior construction of a sample panel. The panel shall be retained on site until the completion of the walling.
- 8) Building operations shall not be commenced until details of the design and position of all external lighting units proposed to be installed have been submitted to and approved by the local planning authority. The details shall include the design of any lighting columns and a scheme for the configuration, installation and hours of operation of all external lighting.
- 9) The fire door on the south west elevation adjacent to the staff room shall be used for emergency purposes only.
- 10) No development shall take place until a programme of archaeological work has been implemented in accordance with a written scheme of investigation which has been submitted to and approved in writing by the local planning authority.
- 11) Notwithstanding the submitted details, no development shall commence on site until full engineering details showing a proposed Highway Safety Scheme on Gloucester Road including 3 new pedestrian crossing islands (including one as part of the ghost island access proposals) and the widening of the existing island have been submitted to and approved in writing by the local planning authority. The approved Highway safety Scheme shall then be implemented in accordance with the approved details prior to the development being first brought into use.
- 12) No development shall commence on site until full details of the proposed access has been submitted to and approved in writing by the local planning authority. The access facilities shall then be completed in all respects in accordance with those details before the development is brought into use.
- 13) Before the store is first opened for business the car park and manoeuvring areas shown on Entran drawing no. RW014-002 shall be surfaced and drained in accordance with details to have previously been submitted to and approved in writing by the local planning authority. These areas shall thereafter be maintained and kept clear for the parking and manoeuvring of vehicles associated with the development.
- 14) No part of the development shall be brought into use until space has been laid out within the site in accordance with details to be submitted to and approved in writing by the local planning authority for 18 bicycles to be parked.

SCHEDULE OF CONDITIONS

Page 1 of 3

- 1) The development hereby permitted shall begin not later than three years from the date of this decision.
- 2) The retail trading use of the building hereby permitted shall not take place outside the hours of:
08.30 – 20.00 (Monday to Saturday); and
10.00 – 17.00 (Sundays and Bank Holidays).
- 3) No loading or unloading of service or delivery vehicles associated with the use hereby permitted shall take place on or adjacent to the site outside the hours of 0700 – 21.00 (Monday to Saturday) and 10.00 – 17.00 (Sundays and Bank Holidays) and no service vehicles shall arrive on the site outside these hours.
- 4) Before development commences a scheme of noise attenuating measures to ensure that noise from deliveries, air handling units, chillers or any other necessary plant has been submitted to and approved in writing by the local planning authority. The scheme shall include performance levels, a timetable for works along with the procedures for verification. The measurements and assessment shall be made in accordance with BS 4142:1997. The approved measures are to be implemented prior to the commencement of the use hereby permitted.
- 5) No development shall commence until a contaminated land assessment has been carried out and a remediation strategy to deal with contamination on the site has been submitted to and approved in writing by the local planning authority. The contaminated land assessment and remediation strategy shall include an investigation and assessment to identify the extent of contamination and the measures to be taken to avoid risk to the environment, the general public and the proposed development. The scheme shall include a timetable of works and the remediation strategy shall be implemented in accordance with the approved details and timetable. A completion/validation report confirming the remediation has been carried out as agreed shall be submitted to and approved in writing by the local planning authority on completion of the development.
- 6) The landscape works set out in Planting Plan, drawing no. 08/126 02 shall be carried out in the first full planting season following the first use of the building or the completion of the works, whichever is the sooner. Any trees and plants which within a period of 5 years from the substantial completion of the works die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the local planning authority gives written consent to any variation of the first planting.
- 7) Building operations shall not be commenced until samples of external walling and roofing materials proposed to be used have been submitted to and approved in writing by the local planning authority and all materials used shall conform to the samples so approved:

and found to be satisfactory by the highway authority. A condition in this respect is therefore unnecessary. Drainage details are more appropriately dealt with under other, non-planning, legislation. Consequently I shall not impose the suggested condition.

Overall Conclusions

27. I therefore conclude that, subject to conditions, the proposed development would not cause unacceptable harm to the character of the area or to the amenity of nearby residents, most notably those occupying No's 9, 11 and 15 Lincoln Close. The proposal would bring a well known food discount retailer to Tewkesbury that will help address the proven need for additional convenience retailing outlets.

Philip Crookes

INSPECTOR

established principle that each application has to be considered on its own merits.

23. I also recognise that many representations are in support of the provisions of a discount food retailer in the area which it is considered would fill a gap in the retail provision and avoid lengthier journeys to food outlets elsewhere in the town and beyond. In my consideration, I have balanced this factor with the fact that many of these residents do not live in close proximity to the store. They would therefore derive the benefits of a discount food store in their neighbourhood without any of the disadvantages perceived by some residents who live adjacent to the site.

Planning Obligation and Conditions

24. At the inquiry a Unilateral Obligation pursuant to section 106 of the Town and Country Planning Act 1990 was handed in. This sets out to address a number of concerns and issues raised by the county highway authority. The undertaking is in a form whereby the appellant will enter into other agreements under section 106 of the Planning Act and section 278 of the Highways Act 1980. These will provide for funding towards the upgrading of two nearby bus shelters on Gloucester Road, the provision of islands and a ghost island on the Gloucester Road crossing and for the making of orders to extend waiting restrictions and the 30mph speed limit further along Gloucester Road past the frontage of the development. The undertaking also provides for drainage work associated with the works to the highway. I have given consideration to the contents of the undertaking and find that they generally relate well to the development to be provided and are reasonable. Most will also benefit the wider community.
25. So far as conditions are concerned, restriction on trading hours is necessary. I consider that the hours referred to in the statement of common ground of 08.30-20.00 Monday to Saturday and 10.00-17.00 on Sundays and Bank Holidays represents an appropriate balance between fostering a viable business and protecting the amenity of residents. For similar amenity reasons, conditions requiring the approval and implementation of a scheme of noise attenuation, lighting details, restriction on the use of the fire door on the south west elevation and restricting the hours of delivery should be imposed. I accept that the latter should ensure that no delivery vehicles arrive on site early in the morning or late in the evening. To help assimilate the building into its surroundings approval of external materials and the landscaping of the site will be required. In view of the use of the site for commercial purposes it will be necessary for investigations regarding ground contamination to take place with any necessary remedial measures put in place. In view of the site's location within the Registered Battle of Tewkesbury policy area and on the advice of the County Archaeological Officer I agree that an archaeological field evaluation is necessary.
26. In the interest of highway safety and convenience, I intend to impose conditions relating to the implementation of a highway safety scheme, access details, carriageway works, surfacing of the car park and manoeuvring areas, bicycle parking, approval and implementation of a travel plan and detail of the provision to be made for parking of vehicles, machinery etc. during the construction period. A car park risk assessment has already been undertaken

BRE document "*Site Planning for Daylight and Sunlight*". Whilst this should not be regarded as the only measure it goes some way to indicating that, with regard to its impact on daylight and sunlight, the proposed building would not have an overbearing effect. The proposed south western elevation would also have greater articulation and more attractive design than the rather shabby outworn concrete block and asbestos elevation currently faced by the rear of the houses on Lincoln Close. These factors and the removal of seven windows, facing the rear of the adjacent houses and likely to be particularly intrusive when the lights are on inside the workshop is, in my opinion, a significant benefit of the appeal scheme. Being essentially flat roofed, the overall height of the proposed store would be significantly lower than the ridge of the asbestos pitched roofs of the existing structures. This means that unattractive views of the roof from the first floor bedroom and, to some extent from ground floor windows and gardens of the adjacent dwellings, would no longer feature. Overall, I consider that these benefits of the appeal scheme outweigh the presence of an elevation that is 0.93m higher than the current eaves line. On balance therefore I consider that the proposal would result in a development that would not have an unacceptable overbearing presence. As a result, the proposal would comply with Policies S6 and S7 of the Structure Plan.

20. Other matters in relation to residential amenity have been raised by local residents. I have given careful consideration to all of these. The unloading bay for delivery vehicles would be located close to the boundary with houses further along Lincoln Close to the south. The appellant's noise assessment is not challenged by the Council. However, the assessment advises that some mitigation measures are necessary in order to protect nearby residents from any adverse effects associated with the use of the car park and from noise from fixed and mechanical plant installations. I appreciate the sensitive relationship of the proposed store to residential properties but I am also conscious that the site has been in commercial use for many years, involving the movement of vehicles and the use of workshops. Noise from within the latter was clearly audible from an adjacent garden during my site inspection. Being long established the existing use is uncontrolled by any planning restrictions. Overall, I am satisfied that conditions could be imposed on any planning permission that would control the noise from the development to acceptable levels. Such conditions will, by necessity, also have to control the hours during which the store is open to customers and the times of servicing/deliveries.
21. There are concerns about the introduction of additional traffic and turning movements on and off Gloucester Road. This concern is not shared by the highway authority which is satisfied with the appellant's Transport Assessment. In this context, the highway authority considers that Gloucester Road is capable of accommodating the likely increased traffic subject to a number of off-site highway works which have been agreed in principle by the appellant. The level of car parking proposed would comply with the Council's standards.
22. I also appreciate that many local people would prefer to see the site redeveloped for residential purposes in line with the outline planning permission and reserved matters approvals granted in 2003 and 2005 respectively. I fully respect the preferences of some people but that does not make the appeal proposal automatically unacceptable. Moreover, it is a well-

many years. Moreover redevelopment of the site with a smaller retail unit more akin to the finer grain urban structure established by the pattern of nearby residential development is unlikely to enable the site to fulfil its potential to accommodate a commercially viable retail use.

15. I agree with the appellant that the approach to the design exercise should be adopted on the basis that 'form follows function'. I also take account of the 2007 Inspector's views that the food store proposed in that scheme would *"stand out as a bulky, monolithic and incongruous intrusion which would appear highly inappropriate to the character of the surrounding area."* Whilst the building now proposed would unashamedly appear to be a retail store it would be wrong, in my opinion, for there to be attempts to disguise it as something it is not. However, compared to previous schemes the current proposal represents a building of lower profile achieved by the incorporation of an essentially flat roof hidden behind a parapet. The visual impact of its scale and mass would be further reduced by the use of varying materials, including timber and fair faced concrete to articulate the elevations into smaller bays and by the use of glazing at focal points. Whilst the Council is critical of the use of concrete which it believes is more typical of industrial buildings, I see no reason why the restricted use of fair faced concrete should not reflect the quite extensive rough cast render finishes to many properties on Gloucester Road.
16. The building line along this side of Gloucester Road is both varied and indistinct. Although closer to Gloucester Road than the existing buildings, and slightly closer than proposed in previously rejected retail schemes, I am satisfied that the proposed building, would not be inappropriate. In this respect the assimilation of the building and its car park into the surroundings will be assisted by the proposed landscaping.
17. Overall, I have come to the conclusion that the scale, form, mass and design of building now proposed successfully addresses the criticisms of previous schemes and would sit appropriately on this established commercial site. To the extent that it would replace worn out and unattractive buildings, it would bring about a significant enhancement to the character and appearance of the area. I am also aware that the Council Architects Panel and the Tewkesbury Civic Society do not object to the proposal. Overall, I conclude that the scheme would accord with Policies S6 and S7 of the Structure Plan and the objectives of national guidance concerning retail provision and inclusive design.

The effect on residential amenity

18. The Council's concern relates to the impact on residential amenity due to the increase in height of the parapet wall to the south west elevation of the proposed building compared to the eaves height of the existing workshop building. This concern is limited to the impact on the occupiers of three houses, No's 9, 11 and 15 Lincoln Close. Not only do these houses have shorter rear gardens than those further along the Close but they face the existing northern workshop building that has a lower eaves height than the southern building.
19. The increase in height represented by the facing wall of the proposed building is agreed to be approximately 0.93m. The height of the wall does not interfere with objective standards of daylight and sunlight as gauged by reference to the

planning authorities should take into account any genuine difficulties, which the applicant can demonstrate are likely to occur in operating the applicant's business model from the sequentially preferred site, in terms of scale, format, car parking provision and the scope for disaggregation, such as where a retailer would be required to provide a significantly reduced range of products".

11. Having regard to the aspects of national guidance summarised above, I consider that the Council has adopted an incorrect starting point in its critique of the proposed design. In particular, it has failed to recognise that the contribution of the site to the recognised need for a substantial addition to convenience retailing in the town can only be met by a viable commercial operation. It would be of no benefit to promote a form of retail development that has no proven commercial viability as it would do nothing to address existing inadequacies in retail provision.
12. Aldi is a well known and proven discount food retailer that trades successfully. To achieve this, the company has developed a standard store format that enables its range of product lines to be displayed and sold effectively and efficiently and for the store to compete with other stores, for example with Morrisons and Tesco in Tewkesbury. A significantly smaller food store would not foster commercially viable trading within the Aldi business format nor provide for healthy competition and consumer choice within the food retail sector. Moreover there is no evidence before me that a smaller food store operated by any other retailer could do so. The fact that a smaller convenience store that once operated on the site in conjunction with the car related business was closed some years ago may be an indication of this.
13. The Council accepts that the mass of the existing garage buildings contrast with negative effect on the character of the area and considers that the appeal proposal would not address this either in terms of height, footprint or overall mass. I consider that the appeal site is located in a generally pleasant but not outstanding suburban area. Whilst it has prominence as a substantial site alongside a busy arterial road just outside the town centre, it is neither a gateway nor a corner site that might otherwise increase its visual significance. Furthermore, although the higher parts of the tower of Tewkesbury Abbey appear from viewpoints along Gloucester Road further into the town, the Abbey is not visible from the appeal site itself. Whilst fully recognising the importance of Tewkesbury as an important and attractive historic town, the site is not within a conservation area. Although clearly this does not justify an inferior or inappropriate form of development, I consider there is little in terms of a clear vernacular form, design or use of materials that dictates a specific outcome to the design exercise.
14. There is little to commend the existing buildings on the site. Although of relatively low profile so far as commercial buildings go, they are utilitarian and shabby in appearance and visually intrusive features in their surroundings. They detract from the overall attractiveness of one of the main approaches into the town. However, it is not unusual to expect larger footprint buildings to be present on larger sites along arterial roads such as Gloucester Road. This is not only a characteristic of the urban structure of Tewkesbury but is a common feature in many towns and cities. In principle, therefore, I do not consider it would be out of character with the wider area for a larger commercial building to replace the substantial structures that have existed on the appeal site for

acceptable in principle. This would also accord with the 2007 Inspector's findings. There is undisputed evidence that by the design year of the store there will be a potential retail expenditure of approximately £6 million to be met. The appeal scheme would meet approximately one half of that. It has been established that there is no other sequentially preferable site available to meet the requirement in the short to medium term.

The effect on the character and appearance of the surrounding area

7. The appeal site is located on the western side of Gloucester Road to the south west of Tewkesbury town centre. Gloucester Road is a main arterial route into the town centre. The site measures 0.4ha. The general character of the area is one of suburban forms of development typified to the immediate north, west and south by residential properties on Lincoln Close, Battle Road and Gloucester Road and an area of landscaped open space at the junction of Lincoln Green Lane and Gloucester Road. The residential uses mainly comprise two storey houses of low-medium density of varied ages and characteristics, including detached properties in substantial grounds, semi detached and short terraces. Materials vary but red brick and smooth and rough cast render is much in evidence, most particularly on the properties facing the appeal site across Gloucester Road. There are also some significantly larger buildings in more spacious surroundings, including the Council Offices to the north of the site, the Tewkesbury Park Hotel, Golf and Country Club to the north west, in addition to the established commercial use of the appeal site. The site also lies within the identified site of the Battle of Tewkesbury (1471). However, the development on the site, and development within the surrounding area, has served to erode the historic character of this part of the battlefield.
8. Policy GNL1 of the Tewkesbury Local Plan to 2011, adopted 2006, referred to in the Council's reasons for refusal has not been 'saved'. The policy sought to promote high quality design that is in keeping with its setting and the character of the surrounding area. It says the aim, through good design, should be to upgrade the overall quality of the environment. Although the policy has not been 'saved' its overall objective is consistent with one of the key principles of Planning Policy Statement 1: *Delivering Sustainable Development* (PPS1) to promote high quality inclusive design. Consequently, although no longer part of the development plan, I consider the general guidance in GNL 1, although a material consideration, carries limited weight. Nevertheless, Structure Plan Policies S6 and S7 are extant and have similar objectives.
9. At the inquiry it was clear that, whilst the Council does not object to a retail store being established on the appeal site, it considers that the building proposed is too large to be assimilated into the surrounding area. This fundamental objection underpins the Council's specific concerns related to the form, design, mass and materials of the proposed building.
10. Whilst promoting high quality inclusive design, paragraph 13(iv) of PPS1 requires this to take account of the function of the development or building involved. It goes on to advise that design which fails to take the opportunities available for improving the character and quality of an area should not be accepted. PPS6: *Planning for Town Centres* lists in paragraph 1.4, as one of the Government's objectives, the need to support an efficient, competitive and innovative retail sector. Paragraph 3.14 of PPS6 also advises that "local

Planning History of the Site

4. The site is previously developed land currently used for the sale of second hand cars, including outside display, a showroom and a substantial workshop. In 2003 outline planning permission was granted for the development of the site for residential purposes. Reserved matters for 7 pairs of semi detached houses were subsequently approved in 2005. It is common ground that the permission remains extant. In 2007 planning permission was refused on design grounds and in respect of a failure to meet sequential testing requirements for a 1,460 sq.m. Aldi food store. A subsequent appeal was dismissed for design reasons although the Inspector concluded that the development would accord with the sequential test set out in the development plan and national policy guidance (appeal ref: APP/G1630/A/07/2038163). A further application for a 1,479 sq.m. Aldi food store was refused in 2008 on design and residential amenity grounds. Although an appeal was lodged, it was subsequently withdrawn with the appellants considering a further revised scheme. The latter was again refused on design and residential amenity grounds and forms the subject of the current appeal.

Matters which are not in dispute

5. There is common ground between the main parties on the following matters:
- That retail policy has been met and that the development would not detrimentally affect the vitality or viability of the town centre or Tewkesbury's role in the retail hierarchy.
 - That there is no issue in respect of any loss of sunlight or daylight to the rooms of neighbouring houses in Lincoln Close.
 - Access arrangements and traffic impact.
 - Environmental issues of noise impact, odour, ground contamination (subject to conditions).
 - Flood risk and surface run off.
 - Archaeology.

Main issues

The main issues to be determined are:-

- (i) The effect of the proposed development on the character and appearance of the surrounding area; and
- (ii) The effect of the proposal on the living conditions of neighbouring residents in terms of whether it would have an unacceptably overbearing impact.

Reasons

6. Before moving to the main issues, it would be beneficial to refer to underlying retail considerations. Although the retail assessment carried out by the appellant is now over three years old I have no evidence that its findings are no longer sound. The Council accepts that a retail store on this site is



Appeal Decision

Inquiry held on 4 & 5 August 2009

Site visit made on 5 August 2009

by **Philip J A Crookes** BSc (Hons) DipTP
MRTPI

an Inspector appointed by the Secretary of State
for Communities and Local Government

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Decision date:
3 September 2009

Appeal Ref: APP/G1630/A/09/2099530

Warners Garage, Gloucester Road, Tewkesbury GL20 5SY

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Aldi Stores Limited against the decision of Tewkesbury Borough Council.
- The application Ref 08/01445/FUL, dated 28 October 2008, was refused by notice dated 3 February 2009.
- The development proposed is redevelopment of existing site to provide a 1,510 sq.m. gross Class A1 Aldi food store, access and parking.

Decision

1. I allow the appeal and grant planning permission for redevelopment of existing site to provide a 1,510sq.m. gross Class A1 Aldi food store, access and parking at Warners Garage, Gloucester Road, Tewkesbury GL20 5SY in accordance with the terms of the application, Ref. 08/01445/FUL dated 28 October 2008, and the plans submitted with it, subject to the conditions set out in the attached schedule.

Preliminary matters

2. The Council's second reason for refusal relating to residential amenity was reconsidered by the Planning Committee at its meeting on 14 July 2009 in the light of corrected dimensions of the existing and proposed buildings. The Committee resolved that it would have been minded to refuse planning permission on the basis that the proposed development would have resulted in an unacceptably low degree of residential amenity for the occupiers of No's 9, 11 and 15 Lincoln Close only. At the inquiry the Council's case proceeded on the basis of the impact on those identified properties rather than those in Lincoln Close more generally.
3. At the inquiry the appellant submitted a planning obligation in the form of an executed unilateral undertaking. Although unilateral, I agreed with the parties that, because of their interest as highway authority, it would be beneficial for Gloucestershire County Council's views to be sought on the undertaking. Following consultation, an amended executed Unilateral Obligation was submitted a few days after the close of the inquiry. The latter is in respect of an undertaking to carry out off-site highway and drainage works in accordance with further agreements that would be made. I deal with this matter later.

Emerging Local Development Framework Documents

Development Sites and Places (forthcoming)

55. This document is currently being produced by Barnsley MBC and will replace saved policies of the UDP. Consultation of the Draft Development Sites and Places DPD and Proposal Map was held between the 23rd July 2012 and 28th September 2012. Publication consultation on the document in May/ June 2013. As this document is yet to be adopted, it will not be a material consideration in the determination of this application.

Retail Analysis and Health Check of Barnsley Town Centre (2007)

52. Birdwell is located within Zone 1 'Barnsley Central'. Table 4.1 of the report identifies available capacity to support the development proposal based on two scenarios in terms of economic growth.

Employment Land Review (2009/2010)

53. Barnsley's most recent Employment Land Review is from April 2010. The application site is an allocated employment policy area within the UDP. However it is not an allocated site within the Employment Land Review (2009/2010). The Employment Land Review (2010) allocates a total of 127.86 ha of employment land which is below the Council's target of 350 ha which is set under CSP 11 Providing Strategic Employment Locations. It is evident that the Council did not want to progress the existing allocation within the UDP. As such the site has not been included within future LDF documents as an existing employment location.

Annual Monitoring Report

54. The Annual Monitoring Report (2009/2010) states that 3.8 hectares of employment land were developed in 2009/2010. This is below the council's policy aspirations for 350 hectares of employment land before 2026. This works out to be an average of 23.3 hectares of land a year. As noted in Paragraph 40 above, the site has not been identified or progressed through the Council's LDF documents as an existing employment site.

Evidence Base

Barnsley Town Centre Retail Capacity Update (March 2011)

49. This study provides an update on quantitative and qualitative capacity for additional retail development in Barnsley Town Centre (based on the 2007 household survey data). This study also provides expenditure figures for the 'Barnsley Central' zone, in which Birdwell lies, until 2026. The study highlights that residents of Birdwell are predominately shopping at convenience stores within Barnsley. Notable convenience store destinations include Morrisons, Barnsley town centre (£35.34 million from Zone 1) and ASDA, Old Moor Lane, Barnsley (£36.57 million from Zone 1).

Smaller Centre Study Addendum Report (May 2011)

50. This study updates the 'Smaller Centre Study Report' produced in 2010 following the production of Town Centre Retail Capacity Study (March 2011) and Retail Impact Analysis of Potential Superstore Developments in Barnsley Report (May 2011) for Barnsley MBC. This preceded the adoption of the Core Strategy of September 2011.
51. This Addendum Report states that PPS4 refers to the need to assess the impact of developments over 2,500 sqm gross floorspace that are not in line with the development plan and occupy either edge or out-of-centre site. This is reflected in the Council's policies which adopts a lower threshold.

Smaller Centre Study Report (2010)

The Study provides the most up to date health checks of centres, including in centre surveys of visitors and population and expenditure figures. Birdwell does not have a defined centre, therefore a health check was not undertaken by the Council.

45. Policy CSP 25 'New Development and Sustainable Travel' supports new development which is located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists. Developments must also provide at least the minimum levels of parking for cycles, motorbikes, scooters, mopeds and disabled people, and should not provide more than the maximum number of car parking spaces set out in a Supplementary Planning Document. Applications are also required to provide a transport statement or assessment and travel plan.
46. Policy CSP 26 'New Development and Highway Improvement'; supports new development which provides safe, secure and convenient access for all road users.
47. Policy CSP 29 'Design' expects high quality development respects, takes advantage of and enhances the surrounding areas. Development should:
- contribute to place making and be of a high quality, that contributes to a healthy, safe and sustainable environment;
 - help to transform the character of physical environments that have become run down and are lacking in distinctiveness
 - enable all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people contribute towards creating attractive, sustainable and successful neighbourhoods.
48. Policy CSP 40 'Pollution Control and Protection' requires developments to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people. Developers will be expected to minimise the effects of any possible pollution and provide mitigation measures where appropriate.

development will only be allowed where it meets the requirements of national planning policy. This is addressed in this application package.

38. Key policies for the determination of this application include:
39. Policy CSP 1 'Climate Change' requires development to reduce and mitigate the impact of growth on the environment and carbon emissions. Developments must increase the efficient use of resources through sustainable construction techniques and use renewable energy.
40. Policy CSP 2 'Sustainable Construction' requires all non-residential development to achieve at least BREEAM standard of 'very good' or equivalent.
41. Policy CSP 3 'Sustainable Drainage Systems (SUDS)' requires all developments to use Sustainable drainage systems (SUDS).
42. Policy CSP 5 'Including Renewable Energy in Developments' expects all developments of over 1000sqm of non residential floorspace to incorporate decentralised, renewable or low carbon energy sources and other appropriate design measures sufficient to reduce the development's carbon dioxide emissions by at least 15% for applications submitted up to 2015.
43. Policy CSP 7 'City Regions' seeks to maximise the opportunities and benefits of Barnsley's favourable location in the region and the unique economic position of sitting within two City Regions.
44. Policy CSP 8 'The Location of Growth' gives priority to development in urban Barnsley and Principal Towns including Hoyland, which Birdwell is identified as forming a supporting settlement of. Development will only be allowed in villages if it is consistent with Green Belt policy or is necessary for the viability of the settlement and to meet local needs.

33. Policy BE5 'Improving Existing Areas of Poorer Quality Built Environment' seeks to enhance the environmental quality of existing housing, commercial and industrial areas. Therefore the regeneration of the site for an Aldi foodstore would rejuvenate the site providing a fresh and modern foodstore and new public realm for the community.

Volumes 2-13

34. Volume 11 specifically sets policies for the Hoyland Community Area, in which Birdwell lies. The site is allocated under policy HN4 'Employment Policy Areas' which states that in accordance with policy ED7 the site should remain in employment use. Retail is now acknowledged as such a use within the NPPF.
35. Policy HN15 'Principal Shopping / Commercial Centres' states that in accordance with saved policy S1, retail development will normally be encouraged to locate within Hoyland Town Centre and Hoyland Common Local Centre, as defined on the Proposal Map. These centres will be addressed in the Sequential Assessment, submitted as part of this planning statement.

Barnsley Core Strategy (September 2011)

36. Adopted in September 2011, the Barnsley Core Strategy provides a spatial strategy for the future development of Barnsley up to the year 2026. The Core Strategy identifies Birdwell as forming a supporting settlement within Hoyland, which is a 'Principal Town' within the settlement hierarchy.
37. Policy CSP 31 'Town Centres' does not identify Birdwell as a centre within the retail hierarchy. All retail and town centre developments are expected to be appropriate to the scale, role, function and character of the centres in which they are proposed. The Council's requirement of a sequential assessment is also outlined in this policy. This will help to achieve the spatial strategy for the borough and will focus development on identified centres in the first instance. 'Edge of centre' and 'out of centre'

28. Section 2 of the UDP addresses Economic Development. Policy ED7 'Existing Employment Areas' states that other employment generating uses (other than traditional B class) may be permitted if they are compatible with adjoining uses. However Class A1 (Shops) are specifically defined as not a permitted use for such sites. However this is contrary to current NPPF policies and the RSS which acknowledges retail development as a form of economic development. As such, retail development is considered appropriate in this location due to the ability to generate employment; regenerate the site; attract further investment; and provide a localised convenience provision to serve the surrounding community.
29. Section 5 of the UDP sets out the Council's policies on Town Centres and Retailing. The UDP aims to enable adequate provision for retail development consistent with the needs of the community; reflect the needs of individual communities for ready access to convenience based facilities; and ensure that less able members of the community have ready access to a choice of retail facilities. There are currently no defined centres in Birdwell to meet local need.
30. Policy S3 'Retail Development Outside Defined Shopping Centres' outlines that new retail development on an 'out of centre' site will be permitted where there are no alternative suitable sites available within defined centres, and where the site is accessible- therefore setting the requirement of a Sequential Assessment.
31. Policy S4 'Retail Development Outside the Defined Shopping Areas' replicated the retail and general impact tests and requires the cumulative impact of retail proposals in edge/ out of centre locations to demonstrate that such proposals will not harm any defined centre.
32. The proposed development is in line with the retail objectives set out in the UDP, in the absence of a defined centre to meet the needs of the local community a new foodstore will increase access, range and choice to convenience facilities for the residents of Birdwell.

development.

Development Plan and New Localism Bill

24. The new localism bill received Royal Assent on the 15th of November 2011 - paving the way for the third set of fundamental reforms to the planning system in a decade. The localism act authorises the revocation of the Regional Spatial Strategies in their entirety (subject to environmental considerations). The Yorkshire and Humber Regional Spatial Strategy was formally revoked on 22nd February 2013, except for the policies of the RSS regarding the York Green Belt. Therefore this document is no longer a material consideration in the determination of this planning application.

Local Planning Policy

Barnsley Unitary Development Plan (2000)

25. The current development plan for Barnsley is the UDP adopted in 2000. A number of the UDP policies have been saved whilst the Local Development Framework is prepared.
26. The Barnsley Unitary Development Plan is split in to 2 parts. Firstly 'Volume 1' contains policies which apply borough-wide. Secondly 'Volume 2-13- Community Areas', contains more community specific policies; volume 11 specifically applies to the Hoyland Community Area which Birdwell lies within.
27. The site is allocated as an Employment Policy Area (Policy HN4).

Volume 1- Policies

statement ensuring a pro-growth policy stance with councils support growth. Specifically, the Statement states that:

'The Secretary of State for Communities and Local Government will take the principles in this statement into account when determining applications that come before him for decision. In particular, he will attach significant weight to the need to secure economic growth and employment'.

22. 'The Plan for Growth', which was published alongside the Budget in March 2011, indicates that the Ministerial Statement is intended to be a material consideration in planning decisions (page 43).
23. When deciding whether to grant planning permission, the Ministerial Statement states that local planning authorities should support enterprise and facilitate housing, economic and other forms of sustainable development. Where relevant - and consistent with their statutory obligations - they should therefore:
 - (i) consider fully the importance of national planning policies aimed at fostering economic growth and employment, given the need to ensure a return to robust growth after the recent recession;
 - (ii) take into account the need to maintain a flexible and responsive supply of land for key sectors, including housing;
 - (iii) consider the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as increased consumer choice, more viable communities and more robust local economies (which may, where relevant, include matters such as job creation and business productivity);
 - (iv) be sensitive to the fact that local economies are subject to change and so take a positive approach to development where new economic data suggest that prior assessments of needs are no longer up-to-date; and,
 - (v) ensure that they do not impose unnecessary burdens on

applicant , having regard to the type of development involved and its design, that this is not feasible or viable; and

- *Take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.” (Paragraph 96)*

Conserving and enhancing the natural environment

19. Paragraph 123 states that Planning policies and decisions should aim to:

- avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
- mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions; and,
- recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established.

20. Paragraph 124 of the NPPF requires planning policies to comply with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Birdwell is located within Barnsley MBC'S AQMA No.1 therefore planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

Ministerial Statement from Greg Clark, 23 March 2011

21. The Ministerial Statement is intended to ensure that local authorities prioritise growth and jobs when making planning decisions. A new presumption in favour of sustainable development underpins the

incorporation of green and other public space as part of developments) and support local facilities and transport networks;

- Respond to local character and history, and reflect identity of local surroundings and materials, while not preventing or discouraging appropriate innovation; .*
- Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
- Are visually attractive as a result of good architecture and appropriate landscaping."*

Meeting the challenge of climate change, flooding and coastal change

16. Principle 10 addresses issues surrounding climate change, flooding and coastal change which is considered central to the economic, social and environmental dimensions of sustainable development.

17. Paragraph 95 states that *"to support the move to a low carbon future, local planning authorities should:*

- Plan for new development in locations and ways which reduce greenhouse gas emissions;*
- Actively support energy efficiency improvements to existing buildings; and*
- When setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards."*

18. In determining planning applications, local planning authorities should expect new development to:

- "Comply with adopted Local Plan policies on local requirements for decentralised energy supplies unless it can be demonstrated by the*

11. Section 4 of the NPPF relates to transport policies which reflect previous planning guidance provided in PPG13 'Transport'. The main objective of the NPPF in relation to transport is to "*actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable*" (page 6).
12. Paragraph 37 states that planning policies should aim for "*a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.*"
13. Overall, the NPPF continues PPG13 'Transport' requirement of Transport Statement or Transport Assessment and Travel Plans for all development that generate significant amounts of movement. This will aid sustainable modes of transport.

Requiring good design

14. Section 7 of the NPPF highlights the government objective to attach great importance to the design of the built environment. As a result, good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (Paragraph 56).
15. Under paragraph 58 "*planning policies and decisions should aim to ensure that developments:*
 - *Will function and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
 - *Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
 - *Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including*

- allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available;
 - set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres.
11. Paragraph 24 of the NPPF reflects *Planning Policy Statement 4 'Planning for Sustainable Economic Growth'* and states that "*Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan*". LPAs should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.
12. Paragraph 26 of the NPPF states that when assessing applications for retail, development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold. This assessment should include:
- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
 - the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.

Promoting sustainable transport

delay'.

6. In addition the NPPF identifies a number of core principles that LPAs must take into consideration for decision making.

Delivering sustainable development

Building a strong, competitive economy

7. Section 1 promotes sustainable economic development, and states that *'planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system'* (paragraph 19).
8. Paragraph 21 has been summarised and states *'Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing'*.

Ensuring the vitality of town centres

9. Section 2 seeks to ensure the vitality of town centres. Paragraph 23 encourages local planning authorities to promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres. Policies should be set for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres.
10. As a result paragraph 23 has been summarised and encourages local planning authorities to:
 - promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;

APPENDIX 4: PLANNING POLICY CONTEXT

1. Within this section we provide a full review of the National Planning Policy Framework (NPPF) and key local and regional planning policies that are relevant to the consideration of this application.

National Planning Policy Framework (NPPF) (2012)

2. The new National Planning Policy Framework (NPPF) was published by the DCLG on the 27th of March 2012, and replaces the existing planning framework - which consisted of Planning Policy Guidance and Statements (PPGs and PPS).

The presumption in favour of sustainable development

3. The framework confirms the government's sustainable growth agenda as set out in the Greg Clark statements detailed in the following section, and makes clear to local authorities that applications that support sustainable economic growth should be positively supported by LPA's.
4. The framework is clear that development that is sustainable should go ahead without delay; a presumption in favour of sustainable development must be the basis for every decision. In addition where the development plan is absent, silent or relevant policies are out-of-date, LPAs are encouraged to grant permission unless:
 - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - Specific policies in this Framework indicate development should be restricted.
5. Paragraph 15 states that 'policies in Local Plans should follow the approach of the presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without

29. The application site is a large area of land to the east of Sheffield Road, which is currently being marketed as a development opportunity site with retail floorspace consent (application reference 2009/1259). The site has a significant amount of frontage on to Sheffield Road which is currently bound by a red brick wall which does not contribute to the streetscape of the village.
30. Opposite the application site is a large plot of open grassland which is currently being marketed as a 'development opportunity' for mixed use development within the Use Class Orders of B1 Business, C2 Residential Institutions, C2A Secure Residential Institution, D1 Non-Residential Institutions, D2 Assembly and Leisure and sui generis (rightmove). These uses are subject to planning permission, and to date no applications have been submitted. It is important to note that this site is allocated for residential development on the UDP Proposals Map (2000).
31. Other opportunities for growth in Birdwell are restricted by the dense urban grain that surrounds Sheffield Road to the north of the application site and restricted unit sizes along Sheffield Road.

Summary

32. Sheffield Road is not an identified centre by Barnsley Metropolitan Borough Council. However it has a significant number of retailers along the primary transport route. Other retailers including the Co-op which is located within a residential estate. These services operate to meet the local shopping and service needs of the residents of Birdwell. This is demonstrated by the low vacancy rate, demonstrating the long term viability of facilities in Birdwell.



Figure 1: Graffiti along Sheffield Road

25. Sheffield Road has minimal street furniture with some bins and lamp posts along the route. Generally, at the time of survey the centre was considered clean and uncluttered.

Perception of Safety

26. At the time of the survey, there were some signs of anti-social activity around the application site, due to the site being left to deteriorate for a number of years. Overall, the centre is perceived to be a pleasant environment for shoppers.

Commercial Yield and Rental Levels

27. No commercial evidence is available.

Capacity for Growth

28. The application site is a key development opportunity for the expansion and enhancement of Sheffield Road as a potential Local Centre in the future.

20. Access to Birdwell for pedestrians, cyclists and disabled is considered poor. The busy main road significantly reduces access. As such a number of pedestrian islands are provided along Sheffield Road to improve pedestrian access. Pavements along Sheffield Road vary in width. However, dropped kerbs and tactile paving is provided at pedestrian crossing points, which make the centre inclusive and accessible to disabled users.

Physical Environment

21. Sheffield Road is not an identified retail centre, however a number of retail uses are located near to the application site. Retail units vary in quality throughout the centre, with the majority of shop fronts looking dated and run down. The retail units around the centre vary in size, however are all small in format.
22. Buildings vary in scale, style and massing however the vast majority are former residential properties which have been converted for retail purpose. The shop units are therefore set within traditional stone built terraced properties which follow the road network. More modern additions include the 'Take 2 centre' which is comprised of a selection of stand alone commercial buildings of one and two storeys in height. Overall the centre has no overriding sense of identity or character and mismatching shop fronts throughout the centre. Soft landscaping within the centre is provided by residential properties along Sheffield Road.
23. The streets are generally clean and maintained with an absence of litter. However around the application site which has been neglected for a number of years, there are signs of graffiti on a nearby telephone box, bin and brick wall, as seen in figure 1.
24. Sheffield Road dominates the area, dissects the centre physically. The route is heavily trafficked with private vehicles and buses which impacts on the area visually and in noise terms.

an area. This unit is small in size and was formerly 'Rain Hair Salon' (Use Class A1).

Other Uses

15. Along Sheffield Road there are also a number of community facilities which serve the day to day needs of its local residents. These include the 'Birdwell Methodist Church', 'Birdwell Primary School', 'Birdwell Medical Centre', 'Central Garage', 'Post Office', 'Chatterbox Day Nursery' and the 'Take 2 Centre' which is comprised of a performing arts school and theatre.

Pedestrian Flow

16. Planning Potential have not conducted a flow count, however, at the time of survey (Tuesday mid-morning) the perception of pedestrian flow was low. *Pedestrians are deterred from walking along the centre due to narrow footpaths, and the dominance of Sheffield Road in terms of traffic.*

Accessibility

17. Sheffield Road (A61) is the primary transport route through Birdwell. Located 300 metres east of junction 36 of the M1, the village has excellent *transport connections to neighboring residential settlements, including Hoyland Common and Hoyland and beyond via the M1.* Car parking along Sheffield Road is poor with a limited number of on-street parking spaces.
18. A number of bus routes pass through the centre, along Sheffield Road. These services include the 64, 64A, 66, 67, 72, 227, 265 and N66. The 66 bus route passes the centre every ten minutes providing access to Barnsley, Hoyland and Wombwell.
19. Sheffield Road is subject to a 30mph speed limit.

Comparison

11. In April 2013, there were 4 comparison traders along Sheffield Road, this represents 13.8% of all units in the area. As seen in table 1, this is significantly below the UK's national average of 42.72%. A range of independent retailers provide Birdwell comparison offer which is comprised of 'Bellismo' (Menswear and Bridal Hire), 'Birdwell Pharmacy' (Pharmaceuticals), 'Pink Boutique' (Clothing) and 'Flowers of Distinction' (Florists).

Services

12. Having regard to the proportion of units occupied by 'other services', there were 8 traders operating in Birdwell in April 2013. This represents 27.6% of all units within the centre, which is significantly above the national average of 19.01%. The sector is dominated by hair and beauty parlors and includes the following retailers: 'Skin and Tonic' (Beauty Services), 'Janet's Place' (Hairdressers), 'Imagination Hair by Tony' (Hairdresser), 'Barber Shop' (Barbers), and 'Salon 36' (Hairdresser). Other services included 'Ryan Browne Photography' (Photography), 'Jays Cleaners' (Dry Cleaners) and 'Gate Estates' (Estate Agents).

Restaurants, Cafes, Takeaway and Public House

13. At the time of survey, there were two drinking establishments operating along Sheffield Road - 'The Travellers Inn' and 'The Birdwell Venue'. In addition there is one takeaway was trading along Sheffield Road, 'Wah Hing'. This provision of facilities is below the national average of 15.50%, with units within this sector representing 10.3% of units.

Vacant Units

14. In April 2013, there was only one vacant retail unit (representing 3.4% of all units) along Sheffield Road, which is significantly below the UK's national average of 12.39%. This demonstrates the health of Birdwell as

Background

7. Planning Potential undertook a survey of Sheffield Road and neighboring streets on the 30 April 2013.

Diversity of Uses

8. Table 1 below shows the composition of retailers within Birdwell.

Retail Category	Use Class	Number of Outlets	%	UK Average
Convenience	A1	4	13.8%	9.52%
Comparison	A1	4	13.8%	42.72%
Services	A1, A2	8	27.6%	19.01%
Restaurant, Café, Public Houses, Takeaway	A3, A4, A5	3	10.3%	15.50%
Vacant	Vacant	1	3.4%	12.39%
Miscellaneous	Miscellaneous	9	31%	1.21%
Total		29	100%	100%

Table 1: Diversity of Uses

*Excludes Use Classes C1, C2, C3, D1 and D2

Retailer Representation

Convenience

9. Table 1 demonstrates that in April 2013, the number of convenience retailers along Sheffield Road (13.8%) is above the UK's national average of 9.52%.
10. Convenience provision is provided by a 'Co-op', 'Birdwell News' (newsagents), 'The Sandwich Shop' (Sandwich Bar), and petrol filling station, with kiosk operated by 'Shell'. These stores are very small in size, and seek to meet the day-to-day top-up shopping needs of the residents of Birdwell. These facilities provide extremely limited choice for shoppers.

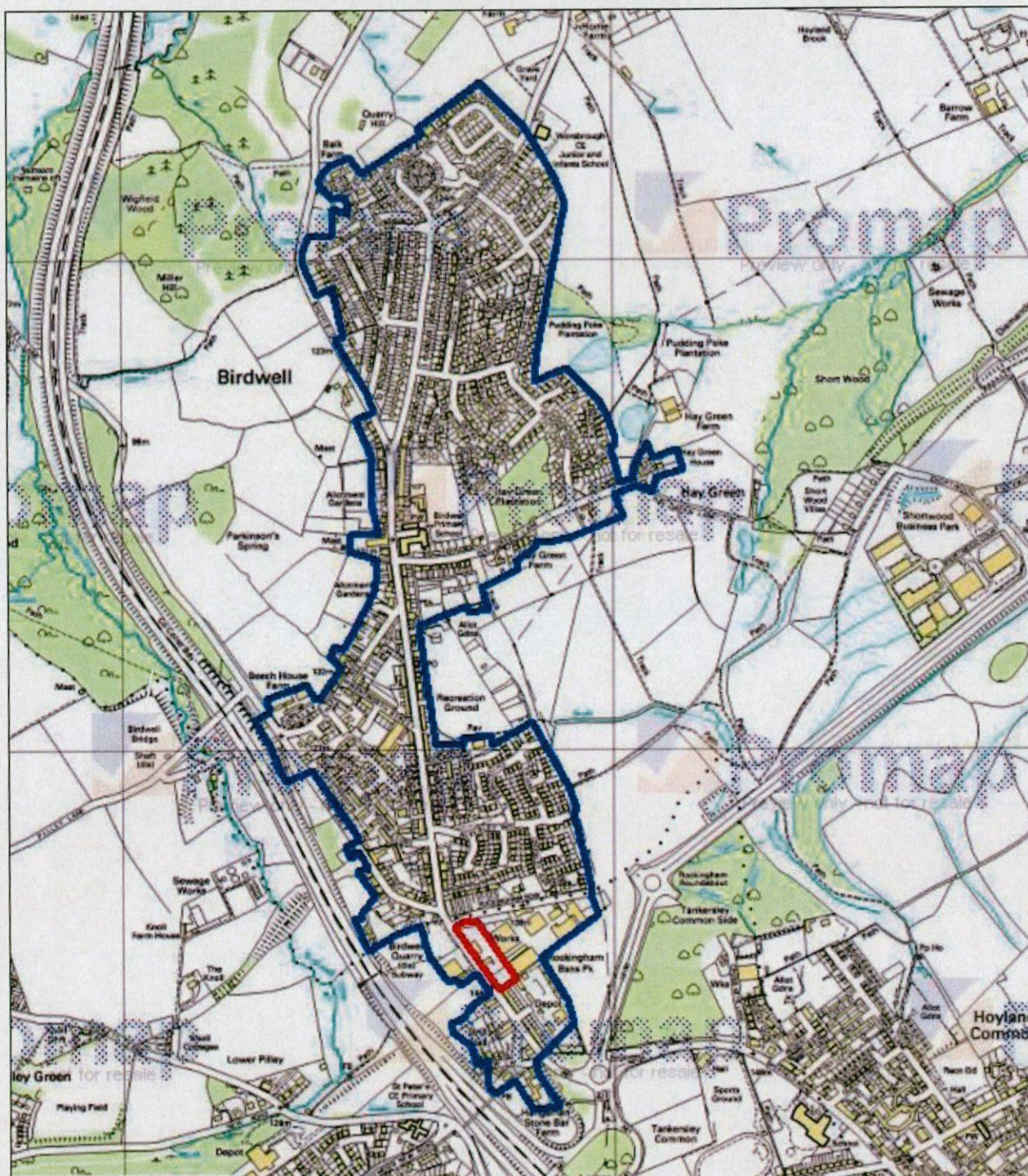
APPENDIX 5-HEALTH CHECKS

Introduction

1. The following assessments of vitality and viability are based upon the advice contained in the National Planning Policy Framework (NPPF) which was published in March 2012 and the Practice Guidance that accompanied PPS4.
2. One of the key objectives of performing health checks is to consider a centre's performance over time. This will have a bearing when considering the likely impact of new developments.
3. The performance indicators used within this study include the measurement and analysis of the diversity of uses; amount of retail floorspace; capacity for growth; retailer representation; vacancy rates; commercial yield; rental levels; pedestrian flows; accessibility; the monitoring of town centre improvements; perception of safety and the environmental quality of the centre.
4. Birdwell has no defined town centre boundary. The health check undertaken by Planning Potential is based on local retailers located along Sheffield Road and neighboring streets.

Sheffield Road, Birdwell

5. The application site is located along Sheffield Road (A61), the primary transport route through the settlement of Birdwell. There is no identified centre within Birdwell, however there are a selection of retailers dispersed along Sheffield Road amongst residential properties. These services and facilities form the heart of Birdwell for its residential population.
6. Sheffield Road lies 300 metres east of junction 36 of the M1, and provides vehicular access to the residential areas of Birdwell. These areas have grown along the eastern and western sides of Sheffield Road.



Approximate population within the identified catchment area of the site= 3,689 people. (based on LSOA (2011))

KEY

- Site
- Catchment

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Title:
Catchment Plan

Plan:
PP

Date:
19/11/2012

Job:
12/1555

Author:
CB

Article taken from Dinnington Guardian 2 May 2012

Dinnington fights back after damning verdict

A YEAR after parts of Dinnington were classed as being some of the most deprived in the country, the area is fighting back.

Business leaders say there is now a sense of optimism in the town amongst both residents and local businesses.

In the last year, a new Aldi supermarket and swimming pool has opened in the area and plans have also been passed to build dozens of new homes on derelict land in the heart of Dinnington.

Dominic Beck, policy and representation adviser for Barnsley and Rotherham Chamber of Commerce, said there has been investment in the town which will help increase economic activity and reduce unemployment.

He said: "Dinnington was decimated by the closure of the mining industry in the 1990s and the associated supply chains that relied heavily upon the sector."

"Since then in Dinnington, the local authority, community groups, small businesses and indeed multi-national companies in the form of Tesco and, more recently, Aldi have invested in the town and provided a catalyst to increase economic activity, reduce long-term unemployment through new and sustainable employment opportunities and raise the aspirations of local people."

"It is true that we have a long way to go, but certainly with the new Aldi store, a new swimming pool reopened and community spirit as strong as it has been for years, there is certainly a sense of optimism in the town, amongst both its residents and local businesses - many of whom are chamber members."

"In times of economic austerity it is vital that businesses in towns such as Dinnington show the rest how you can buck the trend whilst at the same time not forgetting that the residents and the local services they can access is the priority."

Last year's report for the South Yorkshire Rural Network said the Dinnington central, east, north east and north west all feature in the top 10 per cent most deprived areas in the country, as well as North Anston central, Woodsetts and Harthill south.

The report's author Peter Foyle said: "It is no surprise that areas within Dinnington and North Anston show high levels of unemployment, poor health and low income."

"However, to experience this in areas a long bus ride away from employment, health or training services makes life much harder."

He urged service providers to consider these factors as they try to deal with massive budget cuts and look at different ways of providing services rather than centralising or rationalising them.

Tina Chamberlain, regional development manager for Rural Action Yorkshire, said the new 75-home housing development, planned for derelict land off East Street, 'is positive, as long as there is provision for housing within the development that local people can afford.

She added: "Of course, in the current economic climate, statutory agencies have to make difficult decisions in terms of service delivery and rural areas are particularly vulnerable to cuts in services due to the extra cost of delivery in areas away from the town centre."

"It is therefore, important that any changes to service delivery take into account rural communities and look at ways of 'rural proofing' policies so that people living there, and particularly those with high levels of need, are not disadvantaged."

Ms Chamberlain felt at the Localism Bill may also provide opportunities for communities to deliver some local services themselves through the Right to Challenge and Right to Bid.



ALDI, DINNINGTON

Store Location: Dinnington Town Centre

Progress: Store opened March 2012

The Proposals: Redevelopment of a former Co-op store to anchor the town centre.

The scheme

The proposals involved the redevelopment of a former Co-op store that at the time of the application had laid redundant for over 12 months. The site was in an untidy state and in need of complete redevelopment.

The proposals were made in accordance with the newly published PPS4 which supported the development proposed.

As well as being policy compliant, the proposals offered a number of additional positive benefits including;

- Employment opportunities,
- High quality design and reduction in carbon emissions,
- Investment and regeneration,
- Opportunities to improve landscaping,
- Reduced shopping bills for an area suffering from high levels of unemployment,
- Choice for local residents,
- Reduction of trade leakage to out of centre stores in Sheffield and Worksop.

As part of the planning process, minor design changes were made to the scheme to ensure that the proposal respected the character of the adjacent Conservation Area.

The store is 990sqm net, and has 84 car parking spaces that can be used by those visiting the town centre to encourage linked trips and spin-off trade.

Update August 12

The store is trading well and residents are benefiting from local jobs and low cost shopping. The car park provides an important facility for linkage with the town centre and appears to be well used by those carrying out linked trips.

The contribution the store has made to town centre regeneration has been highlighted by the policy and regeneration adviser for Barnsley and Rotherham Chamber of Commerce who stated in a press article in May 2012 that 'Aldi have invested in the town and provided a catalyst to increase economic activity, reduce long term unemployment through new sustainable employment opportunities and raise the aspirations of local people'.



Aldi, Dinnington

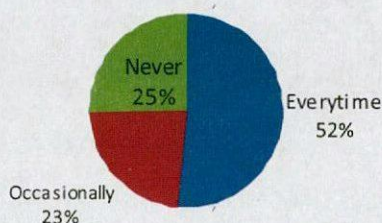
Store Location: Dinnington, Rotherham

The Aldi store opened in 2011 and provide a main food shopping destination for residents of Dinnington and the surrounding area.

Shopper surveys were undertaken in March 2013 to establish linked trips, 150 customers were interviewed over the course of a day.

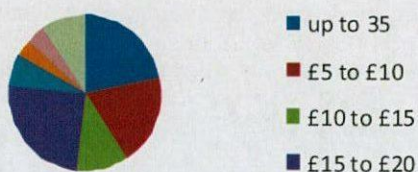
The majority of shoppers visited the town centre whilst shopping at the Aldi store. **52%** of customers visited the centre **every time** they visited the Aldi store. A further **23%** visited the town centre occasionally. Out of all the people who visited the town centre, **71%** purchased additional convenience goods.

When visiting Aldi Dinnington do you visit the town centre?



In terms of the amount of money spent in the centre, customers were asked their average spend. This equates to **£18** per head. In monetary terms out of 150 people shopping at Aldi creates additional expenditure of **£1,404** for the centre per 150 people. This does not include people who only 'occasionally' visit the centre. In total, this can be quantified at around £2.5m for an average store.

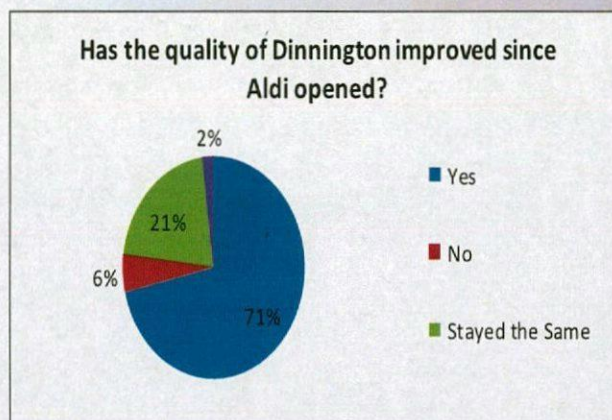
How much on average would you spend in the town centre?





Aldi, Dinnington

The majority of shoppers (**70%**) felt there had been improvements to the centre overall since the opening of the Aldi store. Only 5% felt that there hadn't been any improvement to the centre at all.



The majority of customers 81% confirmed that Aldi was their main food shopping destination. 19% still continued to use other stores to undertake a main food shopping trip.

49% of customers who visited the store were from the same postcode (S25 – Dinnington and Anston). Most of the remainder of customers are from S66 (Maltby and Wickersley/Bramley) and S26 (Swallownest/ Aston and Kiveton). These areas lack a food discounter which is people are currently prepared to travel.

It can be concluded that the store serves a main food shopping function and assists in retaining trade within the town centre. The centre benefits from high levels of linkage due to the Aldi and the perception from customers is that the town centre has improved.

CASE STUDIES

CASE STUDY: ELLEN STREET, OLDHAM (OLDHAM METROPOLITAN BOROUGH COUNCIL)

Out-of-Centre Site

Decision Making Process

Approved by the Council's Planning Committee following officer recommendation to approve subject to legal agreement.

Site Proposal

Redevelopment of site to provide five retail uses including an Aldi foodstore, a replacement DIY store, car park spaces, access and associated landscaping. The Aldi foodstore was implemented as Phase 1 of the development.

Store Size

1,428m² gross / 990m² net

Site Description

Disused land which formed part of the former Wickes DIY site. The Wickes store is now occupied by B&M Bargains on a temporary lease until Phase 2 of the site is redeveloped.

Sequential Location

Out-of-Centre site. The closest centres are Oldham town centre (0.7 miles) and Chadderton district centre (0.8 miles) and Royton district centre (1.4 miles).

Local Environment

The store sits in a mixed industrial and retail area on the same site as a B&M Bargains store and adjacent to a Tesco superstore and petrol filling station, and independent furniture, kitchen and bathroom showrooms and manufacturing facilities and other B2 factories.



Planning Process

Some of Aldi's stores are delivered through developer-led schemes where they form part of a wider mixed use scheme such as this Oldham store. The site and neighbouring land which comprised the former Wickes DIY store and car park benefited from planning permission for an out-of-centre retail park including an Aldi foodstore in 2010. A revised planning application was submitted and approved in 2011 under which the new Aldi store was developed. The Aldi element of the application was related to the relocation of an existing store located on the edge of Oldham town centre. Aldi's edge of centre store was too small (650m² net) and Aldi required a new site to deliver a high quality scheme to deliver customer aspirations. It was agreed that Aldi would surrender its existing convenience floorspace at the former edge of centre site through a legal agreement to control the amount of new convenience retail floorspace within the catchment area. The site forms part of a Primary Employment Zone (PEZ).

The developer was required to demonstrate if the site could viably be delivered for employment uses. The regeneration benefits and environmental improvements to the site and surrounding area were considered a qualitative benefit of the proposal.

Planning Permission

Planning permission was granted with unanimous support from councillors.

Policy Compliance

Aldi's retail assessment on behalf of the developer demonstrated that there were no sequentially preferable sites in the nearby centres at Oldham and Chadderton

and that the former Aldi site had no scope for expansion. Given the proposal was for a replacement store, much of the existing trade was expected to transfer to the new store, therefore impact on the existing centres was expected to be minimal and sufficient capacity for additional convenience retail space was identified. A viability assessment was prepared by the developer which showed that developing the site for uses in line with the PEZ were prohibitive. The economic climate had not approved since the application was amended and the Retail Assessment demonstrated that the proposal was acceptable. The case made was accepted by the Council. The proposal was however a departure from the development plan and therefore the application was referred to the Secretary of State before permission could be granted. The application was not called in and was considered to comply with the Development Plan and national guidance. Planning permission was granted subject to conditions including a restriction on the sale of comparison goods floorspace which should not exceed 30.9% within the Aldi store and a legal agreement controlling the use of the former Aldi store.

Public Response

Support for the proposal was positive with no objections. The proposal was for a replacement store and members of the public recognised that a smarter, more accessible store was welcomed. The site had significantly deteriorated since Wickes had moved thus leaving a blot on a prominent location which is a key gateway into Oldham. Members and local businesses supported the redevelopment of the site.

Customer Survey

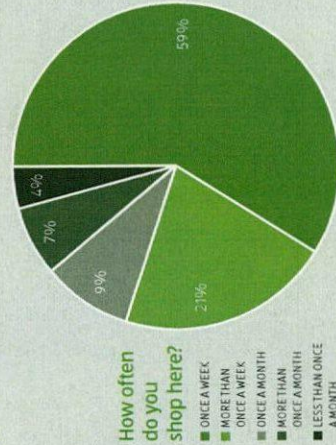
- 70% of customers visit Aldi's Oldham store at least once a week
- More than half (56%) of shoppers visit Aldi as part of a linked trip to other destinations, including 11% to Oldham town centre and 9% to Chadderton district centre. Almost a quarter (22%) also visit the neighbouring B&M store and adjacent Tesco as part of their trip
- Almost all customers (92%) continue to shop at larger supermarkets too including the adjacent Tesco store (31%) and the district centre Asda store (36%)

Although the Aldi store is located in an out-of-centre location, the district centre Asda store continues to attract shoppers from Aldi

- 38% of shoppers live within 2 miles of the Aldi store. The store is therefore able to serve the local catchment area which is heavily populated

Benefits

- The store has regenerated a brownfield site located in a prominent location at a main gateway into Oldham town centre
- Significant environmental improvements have been welcomed by local businesses in the area, many of which also use the Aldi store
- Local businesses have benefitted from higher footfall in particular to furniture showrooms
- The local residential community has experienced high levels of deprivation. The Aldi store has been a welcome addition to the retail offer in the local area providing improved choice at lower prices
- The store is trading exceptionally well, confirming the need for increased competition in Oldham
- The proposal has had no harmful impact on Oldham town and Chadderton district centres
- Shoppers visit Aldi as part of their main food shopping trip with continued visits to the nearby Asda at Chadderton
- 21 jobs created at the store





BARUGH GREEN

Store Location: Claycliffe Lane, Barugh Green

Progress: Store approved in December 2010. Store opened Spring 2012.

The Proposals: Aldi 1,390qm gross and 990sqm of net sales floorspace

The scheme

The site is located in the settlement of Barugh Green. The area is mixed use in nature, the site was previously used for commercial purposes and is adjacent to a public house. The site had been vacant for a number of years and had become overgrown. Barugh Green did not benefit from any centre as such and therefore residents were traveling to undertake main food shopping trips. The proposals presented an opportunity to provide a localised shopping facility for the community. 94% of respondents to Aldi's community consultation were in support of the planning application.



**Committee report**

Weight was given to the employment opportunities that would be generated on the site through retail development. The proposals were seen as having the ability to address an identified deficiency in the area and existing shopping pattern were acknowledged to be unsustainable. In design terms the proposal was considered to be able to uplift the area and aid regeneration. Although a departure from policy, material considerations were considered sufficient to justify the departure.

The committee report concluded that the proposals would deliver a high quality development which would respond positively to the regeneration of a longstanding vacant site bringing both economic and environmental benefits. The report also concludes that the site is in a highly sustainable location which is accessible to a range of users. The application was recommended for approval which was carried by Members.

2013 Update

The store is open and trading well. 25 people are employed at the store, the majority of these live in the local area. The store provides a walk in facility for members of the local community. The appearance of the site has improved for the benefit of the surrounding area. The store provides an important choice, particularly in recent economic times.