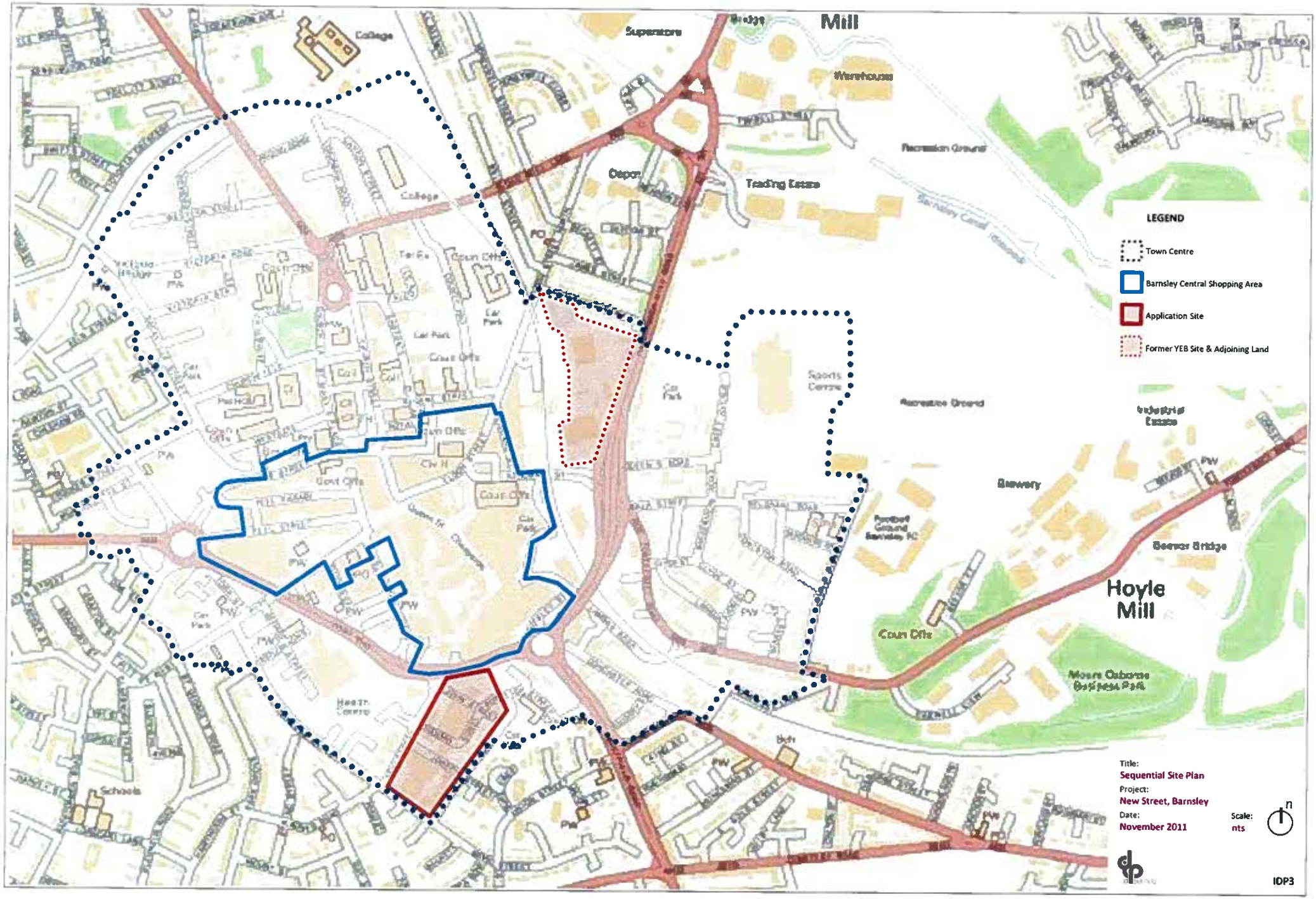

Mill
Warehouses
Recreation Ground
Trading Estate
Sports Centre
Recreation Ground
Brewery
Hoyle Mill
Beever Bridge
Court Offs
Schools
LEGEND
Town Centre
Barnsley Central Shopping Area
Application Site
Former YEB Site & Adjoining Land
Title:
Sequential Site Plan
Project:
New Street, Barnsley
Date:
November 2011
Scale:
nts
IDP3

PROPOSED SUPERSTORE, NEW STREET, BARNSLEY

SEQUENTIAL SITES ASSESSMENT

FORMER YEB DEPOT SITE AND ADJOINING LAND, BARNSLEY

Site Description

1. The site is situated north east of the central shopping area but on land within the town centre community area boundary as shown on the Barnsley UDP Proposals Map. It is located opposite Barnsley Railway Station, which forms part of an Interchange facility with the town's main bus station.

2. The site is bounded to the west by Schwabish Gmund Way, to the east by Harborough Hill Road (A61), to the north by the rear of residential properties on Mottram Street and to the south by Kendray Street, which leads to a junction on the A61 (Harborough Hill Road). The latter forms the main road around Barnsley town centre and is the main route north out of Barnsley.

3. The site itself is partly cleared. The northern part, towards the houses on Mottram Street, is the former YEB depot and is cleared land. Along the western boundary is an area of parking which is fenced off and not for use by the general public. There is a pick up/drop off point outside the railway station along part of the western boundary.

4. The central part of the site includes a further cleared area which was formerly the site of a social club. Adjoining and in the central part of the site is a large electricity sub-station. The southern part of the site is occupied by the Gala Bingo with car parking to the front accessed from Kendray Street. The car park is free to Gala Bingo customers but pay and display for other users.

5. Levels change across the site with the central area at the highest point and the land falling away to the north and south. The northern end of the site (cleared former YEB depot) sits at a higher level to the residential properties on Mottram Street with an embankment down to a new road linking Mottram Street to Interchange Way. The site is cleared and unattractive in appearance. The Gala Bingo building is relatively modern being of typical 1970's/80's construction.

6. The central shopping area in Barnsley town centre is situated to the south west, across Schwabish Gmund Way, the railway line and Kendray Street. The latter is not heavily trafficked limited to taxis leaving the Interchange at that point. The entrance to the Barnsley Markets area is located opposite the interchange pedestrian forecourt area. The defined 'Principal Shopping Frontage' in the town centre starts at the corner of May Day Green/ Kendray Street.

7. Units along the southern side of Kendray Street are largely vacant but are included in the site of the Barnsley Market redevelopment proposals and have

therefore become vacant over time to facilitate that redevelopment. On the north side units are more secondary in nature including from west to east: a cafe, butchers, phone shop, travel agent, William Hill bookmakers and towards the corner near the Interchange a public house.

Planning History

8. The Gala Bingo Hall building in the southern part of the site has no planning history of relevance in the context of retail development. All the history available on the Council's records relates to more minor development including expansion of the facility, signage, erection of a canopy etc. Equally, planning history of the social club also includes more minor developments such as illuminated signage, change of use from social club to health promotion department and change of use granted from a private club to public house.

9. The former YEB depot lies in the northern part of the overall site. This includes the grant of outline planning permission (B/05/1339/BA) on 17th October 2005 for redevelopment of the existing site comprising retail, associated car parking, landscaping works and new access. The permission was subject to various conditions including:

- Condition 5 which prevents the sale of certain goods from the site or premises (i.e. food & drink for consumption off the premises, clothes and shoes, fashion accessories, jewellery, cosmetics and toiletries, pharmaceutical products, toys, cameras), except in accordance with condition 6;
- Condition 6 limits the retailing floorspace for a foodstore to no more than 1,400 sqm; and
- Condition 7 restricts individual units within the building to be not less than 930 sqm.

10. Reserved matters (2008/1564) were granted on 17th December 2008 for the retail development. The reserved matters scheme included 7,060 sqm gross floorspace in four units with ground and first floor along with 148 parking spaces.

11. As the above permission was due to expire a further application (2010/1431) was submitted for the extension of time limit for implementing outline planning permission (B/05/1339/BA) with reserved matters 2008/1564. Permission was granted on 10th February 2011. Conditions attached to the renewal largely reflected those attached to the original outline in terms of range of goods, size of foodstore and size of units. Development is to commence within 2 years from the date of grant i.e. by 10th February 2013.

12. In addition to the above the owners of the site sought and were refused a variation of Condition 32 of outline permission B/05/1339/BA. Planning applications 2009/0298 (28th April 2009) and 2007/1890 (3rd September 2008), both sought variation of condition 32 and were refused on the date given. The variation sought to facilitate general access to the development from Harborough Hill Road rather than it just being service only access.

13. Application 2007/1867 was also refused on 3rd September 2008 and sought permission for the formation of alternative access to Harborough Hill Road.

Appeals were lodged on the three above applications and were due to be heard at Inquiry until all three appeals were withdrawn on 1st February 2010. The council were awarded partial costs against the appellant.

14. A further application (2009/0297) was also refused on 28th April 2009 for the formation of an alternative vehicular and pedestrian access onto Harborough Hill Road.

Policy Context

15. The site is located within the area covered by the Barnsley Town Centre Community Area inset Proposals Map. The western part of the site (a relatively narrow area along Schwabish Gmund Way) is located within Policy Area Boundary for Area 3 'Transport Interchange', whilst the vast majority of the site is situated in Area 4, referred to as the 'Eastern Development Area'. Both designations are under UDP Policy TC51.

16. In relation to Area 3, the UDP identifies the area to accommodate the need for a suitable and adequate terminus for public transport. The Transport Interchange has been built and has not used the area of land along the western part of the site between the former YEB site and Interchange Way.

17. The Eastern Development Area (Area 4) is an area characterised by a wide mixture of employment and commercial uses and major potential sites as well as some residential uses and adjoining residential uses, for example houses on the southern side of Mottram Street.

18. Policy TC52 states that within the eastern development area proposals, other than on sites defined on the Proposals Map, development will be limited to 930 m^2 (10,000 ft^2) gross and subject to other plan policies.

19. Within the overall site the larger and northern part incorporating the sub-station area, the site of the former club and the former YEB site all fall within an identified 'Development Site' (Site 20) under Policy TC58.

20. Policy TC1 limits new retail development to the defined central shopping area and other designated locations including those set out under specific sites including site TC58/20 (the former YEB site). Policy TC28/20 states:

"1.94 hectares.....Business B1(a)(b)/Retail

Currently in use as a depot, engineering and storage facility. It is considered that this area has the potential to form a suitable site for development, as an edge of centre retail site. Subject to Supplementary Planning Guidance it is considered that the site is capable of accommodating retail units to fulful the needs of a food discount operator and comparison goods units. A mixed development incorporating business use would also be considered".

21. The southern part of the site (Gala Bingo) is designated as a private car park to which Policy TC37 applies. This seeks to ensure that in accordance with other policies proposals affecting the level of car parking provision in particular developments will only be considered if adequate alternative provision is made including, in particular, short stay parking for shoppers and visitors including the Bingo site on Queens Road (140 spaces). This is in the southern part of the site.

22. The boundary of the Central Shopping Area runs along the railway line and around the allocated Interchange site.

Assessment

23. The former YEB site and associated land (including Gala Bingo) is referred to in the UDP as an edge of centre location. From the proposals map it appears the nearest point of the Gala Bingo site is a short distance from the edge of the defined central shopping area after crossing the railway line and around 50 metres from the same point to the corner of the existing Markets site in the central shopping area.

24. When considering the sequential approach **availability** of a site is one factor to be assessed. In this case the area is in multiple ownerships and a significant part of the overall site is occupied by Gala Bingo and a primary sub-station. These two parcels of land take up the southern portion of the site towards Kendray Street, which runs into the central shopping area providing access to the multi storey car park in the town centre.

25. Gala Bingo is an appropriate town centre use under PPS4 and consequently benefits from its location towards the centre of Barnsley. Proximity of the existing site to the Interchange and car parks, along with its own car park, means that it benefits from a good location for those using the facility in the evening. In addition, the Gala Bingo site is not on the market and so far as can be ascertained there is no intention for them to relocate. Consequently this part of the site is not available.

26. Inquiries have also been made in relation to the current position on the primary sub-station with YEDL. Those initial inquiries suggest no intention to relocate. The facility forms a strategic part of the network and supplies many thousands of customers. Any proposal to move the current facility would cause significant issues for the continuity of supply. Initial inquiries indicate this element of the site would not be available.

27. Possible timescales for relocation of the primary sub-station would also be a hindrance to development of the area. Current thinking is that this would take in excess of 5 years and the cost would not just include the relocation cost itself but also the cost of provision of continuous supplies during the relocation. Relocation would also involve acquisition and preparation of a new site for the primary substation and all necessary connections at no cost to the electricity company. The anticipated substantial financial cost of relocation and timescales potentially involved would mitigate against this frontage area becoming available within a reasonable period of time.

28. The PPS4 Practice Guidance (PG) indicates that a site is considered available for development, when, on the best information available, there is confidence that there are no insurmountable legal or ownership problems, such as multiple ownerships, ransom strips, tenancies or operational requirements of landowners. In relation to ownership, the PG indicates a consideration is whether the owner(s) appear willing to bring the site forward for development. In this case and based on the information above we consider the Gala Bingo and primary substation portions of the overall site are not available with a reasonable period of time.

29. In addition to the above **viability** would also be a relevant consideration. The PG advises this relates to a judgement as to whether there is a reasonable prospect that development will occur on the site. Relocation of Gala Bingo and the significant cost of relocating a primary sub-station would result in a substantial redevelopment cost before even considering treatment of land to the north and bringing that area forward as well given the change in levels and potential for contamination. Costs relating to the primary substation relocation would include not just the relocation cost but also the reconnection costs of a new unit somewhere else and all costs associated with purchase of the necessary land, provision of the new infrastructure serving the primary substation, relocation of cabling etc all at nil cost to the electricity company. As with availability, we consider the Gala Bingo and primary sub-station portions of land can be discounted on the basis of viability.

30. On the assumption that the primary substation remains in its current location, this would then have knock on effects on how the adjoining land to the north could come forward for redevelopment.

31. The substation would have an effect on the developable area likely to remain on the northern part of the site in terms of the location of a building footprint. The location of a building next to the primary substation and the network of cables would be likely to raise concerns with the electricity company. Existing network cables leave the primary substation to the north and south west and development proposals would have to account for easements or divert cables resulting in potential substantial add on cost.

32. This leaves a much smaller site area when land to the north is taken into account on its own. In addition, visibility between this area and the central shopping area is much reduced due to a combination of levels and the railway station/interchange. The walking distance from the edge of the site to the central shopping area is increased with the more obvious route through the interchange area, which includes steps etc to access the footbridge across the railway line, which would all add time to the walk in and the perception of ease of linkage.

33. This awkwardly shaped area is set well back from the frontage to Kendray Street. Donaldsons carried out the first Barnsley town centre study for the Council in 2003. They assessed the merits of the site as a retail location and concluded in the 2003 Barnsley Retail & Leisure Study the site was some 350 metres from the nearest primary retail frontage and was cut off by the railway station and non-interactive frontages to function as part of the Central Shopping Area. They regarded it as being too remote from the main shopping area to be suitable for retail use and that development would tend to undermine proposals in the town centre. We assume the latter related to the comparison goods element of the Markets redevelopment. Donaldsons recommended the retail allocation be deleted in any review of the plan. It is therefore questionable as to whether the remaining area of land on the former YEB site should be regarded as edge of centre and would more appropriately be regarded as out of centre.

34. Policy TC58/20 allocates the former YEB depot 1.94 hectare site for business B1(a)(b)/Retail. The text of the allocation suggests the site would be capable of accommodating retail units to fulfil the needs of a food discounter and comparison goods units. Permission has been granted for a retail development on the rear land although construction has not commenced.

The permission is restricted in terms of the range of comparison goods to more bulky type goods and there is a limit placed on the foodhall or convenience element.

35. The planning history suggest the Council regard the location of the site as more appropriate for bulky goods type retailers, which are often located outside existing centres given the form of units they tend to occupy, rather than more traditional high street retailers. Their approach to development on the site must reflect the general location of the site relative to the central shopping area and therefore concerns that they would not wish general non food retail to be developed on this site. This, in itself, suggests a concern that the site would not link strongly with the central shopping area, being more backland with limited visual connection to the retail core.

36. The approved scheme for the site includes a different format of retail development compared to a superstore. The layout shows a terrace of units accessed from Schwabish Gmund Way to the west and extending in a east/west direction towards Harborough Hill Road with parking to the front. However, even that layout is heavily compromised with an awkward car park layout trying to make use of a sliver of land partly wrapping around the primary substation.

37. Furthermore, an application was made to secure general access to the development site from Harborough Hill Road rather than just service access. However, all attempts to gain access for 'all' vehicles from Harborough Hill Road were unsuccessful with three applications refused during the course of 2008 & 2009. This highlights a further potential issue with the suitability of this site for a superstore. The developer clearly recognises that without general access from Harborough Hill Road, this would reduce the attractiveness of the location to retailers. This situation has not altered and as matters stand access would be likely to be taken from Schwabish Gmund Way rather than the main route past the site.

38. Against this background and based on the likely reduced site area that could potentially be available and its location, along with the identified need for an additional superstore development, we consider the site is **not suitable** for the proposed development.

39. Having regard to the above and the location of the remaining area of land on the former YEB site, we consider the New Street site offers a much better prospect of linkage between the store and the central shopping area in both visual and functional terms. We therefore conclude that the former YEB site does not provide a sequentially preferable opportunity to the New Street application site.