



Dearne Valley Parkway, Birdwell, Barnsley

Outline planning application for an employment led mixed use scheme that comprises of Retail (A1), Office (B1), Food & Drink (A3/A4/A5), Employment Uses (B2), Clinic/Health/Day Centre (D2), Hotel (C1) and Petrol Filling Station (Sui Generis) and a new pedestrian crossing across Dearne Valley Parkway.

Planning Statement

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1 Introduction

1.1.1 This Planning Statement is submitted to Barnsley Metropolitan Borough Council on behalf of Hartwood Estates in support of an outline planning application for an employment led mixed use scheme that comprises of Retail (A1), Office (B1), Food & Drink (A3/A4/A5), Employment Uses (B2), Clinic/Health/Day Centre (D2), Hotel (C1) and Petrol Filling Station (Sui Generis). A new pedestrian crossing shall also be constructed across the Dearne Valley Parkway (A6195). The proposed land uses comprise:

- Retail – 497m²
- Office - 498m²
- Cafe - 304m²
- Public House - 669m²
- Drive through restaurant - 336m²
- Industrial units – 2,588m²
- 80 bed hotel - 2,166m²
- Clinic/health/day centre - 689m²
- Petrol filling station with retail area - 466m²

1.1.2 The site is located to the south of Birdwell, approximately 7km to the south of Barnsley town centre. It comprises 3.1 hectares of land and is currently undeveloped.

1.1.3 The application is in outline and all matters are reserved for future consideration, apart from access. A new access/egress is proposed from the Dearne Valley Parkway (A6195) to the south of the site.

1.1.4 Pre-application discussions have been held with Barnsley Metropolitan Borough Council regarding the proposed development. A meeting was held with planning officers in August 2014 and there has been regular correspondence since. The scope of the planning application submission was agreed. There have also been discussions with the Regeneration Team and Remaking Barnsley. Comprehensive public engagement has been undertaken, including a public exhibition on 24th September 2014, a meeting with local councillors in August 2014.

1.1.5 A request for an Environmental Impact Assessment Screening Opinion was submitted to Barnsley MBC on 20th August 2014 under Regulation 5 of the Town and Country Planning (Environmental Impact Assessment Regulations) (England and Wales) 2011. A response was



received on 22nd October 2014 stating that there was not a requirement for the planning application to be accompanied by an Environmental Statement.

1.1.6 A range of reports have been prepared to support this planning application. These are:

- Statement of Community Consultation - WYG;
- Design and Access Statement – JRP;
- Plans - JRP;
- Ecological Appraisal - Enzygo;
- Phase 1 Environmental Desk Study and Mining Report – Enzygo;
- Air Quality Assessment – Isopleth Ltd;
- Flood Risk Assessment – Enzygo;
- Arboricultural Constraints Appraisal – Bowland Tree Consultancy Ltd;
- Noise Assessment – Enzygo;
- Report on the Suitability for Employment Use - Harvey Burns & Co;
- Transport Assessment – Bryan G Hall; and
- Travel Plan – Bryan G Hall.

1.1.7 The structure of this statement is as follows; section 2 provides an overview of the site's surroundings and relevant background information; section 3 outlines the scheme proposals; section 4 reviews the planning policy context; section 5 details the sequential test; section 6 provides the planning analysis and section 7 concludes with the scheme's justification.



2 Relevant Background Information

Site and Surroundings

- 2.1.1 The boundaries of the site are formed by the A6195 Dearne Valley Parkway to the south, Rockingham Roundabout to the north east, Rockingham Business Park to the north west and a highways depot to the south west. Rockingham Business Park has a site area of approximately 1.3 hectares and contains a number of light industrial units which is accessed off Rockingham Row to the north.
- 2.1.2 The application site is located approximately 7km to the south of Barnsley town centre. It is approximately 500m from Junction 36 of the M1. Birdwell roundabout is located to the south of the site which is the junction between the M1 at Junction 36 and the A61.
- 2.1.3 The site comprises primarily of unmanaged reclaimed colliery land. It is triangular in shape and has tree cover on the east, south and west boundaries. The site is well screened along Dearne Valley Parkway when travelling from the north east by the existing vegetation.
- 2.1.4 There is no designated retail centre for Birdwell, the closest centre being Hoyland Common and Hoyland Town Centre to the south. Birdwell is a liner settlement with local facilities dispersed along Sheffield Road (A61). Amenities include a doctor's surgery, pub, pharmacy, primary school, small convenience store, clothes shop, fishing shop, florists, sandwich shop, fish and chip shop, chinese takeaway, post office, pre-school, Methodist church, hairdressers, and a petrol filling station.

Statutory Designations

- 2.1.5 The site is designated as part of an 'Employment Proposal' in the Barnsley Unitary Development Plan (adopted December 2000) under policy HN3/2 Rockingham Employment Site.
- 2.1.6 The site does not lie within a Conservation Area nor does it contain any Listed Buildings. There are no Tree Preservation Order's (TPOs) or statutory Environmental Designations on the site. The site also lies outside the M1 Air Quality Management Area, and is located in Flood Risk Zone 1.



Planning History

- 2.1.7 A planning application for a mixed use development comprising B1, B2, and B8 uses, restaurant, hotel, public house and car showrooms was submitted in April 2003 by UK Coal (application reference B/03/0517/H). This planning application was subsequently withdrawn.

Community Consultation

- 2.1.8 A comprehensive programme of community consultation has been undertaken in line with Barnsley Council's adopted Statement of Community Involvement and as agreed with Planning Officers at Barnsley Council. This included a public consultation exhibition in September 2014. A Statement of Community Involvement is submitted with this planning application.



3 Scheme Proposals

- 3.1.1 The outline planning application seeks permission for a mixed use development on land off Dearne Valley Parkway in Birdwell, Barnsley. The vehicular access is proposed onto the A6195 Dearne Valley Parkway, accessible only from the northbound carriageway, via a left-in/left-out arrangement. Pedestrian access will also be provided alongside the vehicular access on Dearne Valley Parkway and via a separate pedestrian only access along the site frontage. Following consultation with local residents, the provision of a signalised controlled crossing (Puffin) over Dearne Valley Parkway will be provided just to the north of the Birdwell Roundabouts. A signalised crossing point will also be provided across the proposed site access.
- 3.1.2 The Outline Masterplan (reference P13 48 06 10 revision 0) shows the proposed layout of the development. The table below sets out the different land uses and floorspace proposed.

Use	Use Class	Sqm	Storeys
Retail	A1	497m ²	Single storey unit
Cafe	A3	304m ²	Single storey unit
Fast food restaurant	A5	336m ²	Single storey unit
Public house	A4	669m ²	Two storey unit
Petrol filling station with retail area	Sui generis	466m ²	Single storey unit
Office	B1	498m ²	Two storey unit
Industrial units	B2	2,588m ²	Single storey unit
Clinic/health/day centre	D1	689m ²	Two storey unit
80 bed hotel	C1	2,166m ²	Three storey unit



- 3.1.3 With regard to parking, the proposals incorporates 353 parking spaces which includes 14 disabled spaces. There will also be 12 cycle storage spaces.
- 3.1.4 The scheme has been designed to provide the retail and leisure uses to the south of the site so that they are in a prominent location close to the Birdwell roundabout as the site forms the key gateway into Birdwell. The site characteristics and design principles are further outlined in the Design and Access Statement.
- 3.1.6 There are advanced discussions ongoing with operators for the public house and hotel. The detailed design, in line with the operator's requirements, will be addressed in the Reserved Matters planning submission.



4 Planning Policy

- 4.1.1 This chapter provides an overview of the relevant Development Plan Policies and other material considerations. Section 38 (6) of the Planning and Compulsory Purchase Act (2004) requires that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 4.1.2 The Development Plan consists of the Barnsley Core Strategy (adopted in 2011) and the saved policies (2006) from the Barnsley Unitary Development Plan (adopted in 2000). National policy forms the overarching context for development as set out by the National Planning Policy Framework (NPPF) which is a material consideration in the determination of planning applications. Other material considerations include Supplementary Planning Documents and the emerging Local Plan.
- 4.1.3 In September 2012 Barnsley MBC consulted on a Development Sites and Places (DSAP) Development Plan Document. The site was put forward as an Employment Land Option (reference H2). Barnsley MBC is currently preparing a new Local Plan which will contain proposed changes to parts of the Core Strategy as well as new policies and site allocations. Consultation on the draft document is scheduled for October/November 2014, with adoption expected in Spring 2016.

Barnsley Core Strategy (2011)

- 4.1.4 The Barnsley Core Strategy was adopted in September 2011. Whilst proposed changes to the Core Strategy are expected in the new Local Plan, this has not yet been published for consultation. The table below provides a summary of those policies in the Core Strategy which are of relevance to this planning application.

Policy	Context	Relevance to the Scheme
CSP1 Climate Change	Development will be expected to: <ul style="list-style-type: none"> - reduce and mitigate the impact of growth on the environment and carbon emissions - ensure existing and new communities are resilient to climate change 	Details of the scheme's sustainability are included within the Design and Access Statement and Section 6 of this Statement.



	<ul style="list-style-type: none"> - harness the opportunities that growth, and its associated energy demands, brings to increase the efficient use of resources through sustainable construction techniques and the use of renewable energy. <p>We will take action to adapt to climate change by:</p> <ul style="list-style-type: none"> - giving preference to development of previously developed land in sustainable locations - locating and designing development to reduce the risk of flooding - promoting the use of sustainable drainage systems - promoting investment in Green Infrastructure to promote and encourage biodiversity gain. 	
<p>CSP2 Sustainable Construction</p>	<p>Development will be expected to demonstrate how it minimises resource and energy consumption, compared to the minimum target under current Building Regulations legislation, and how it is located and designed to withstand the longer term impacts of climate change. All non-residential development will be expected to achieve at least BREEAM standard of 'very good' or equivalent.</p>	<p>Sustainable construction will be addressed fully in Reserved Matters submission.</p>
<p>CSP3 Sustainable Drainage Systems</p>	<p>All development will be expected to use Sustainable drainage systems (SuDS). Only in exceptional circumstances, where it can be demonstrated that all types of SuDS are impractical, will other drainage</p>	<p>The feasibility of SuDS is covered in the Flood Risk Assessment.</p>



	management systems be permitted. Planning applications must include an assessment to show that SuDS will work and be maintained.	
CSP4 Flood Risk	<p>The extent and impact of flooding will be reduced by:</p> <ul style="list-style-type: none"> - not permitting new development where it would be at an unacceptable risk of flooding or would give rise to flooding elsewhere - demonstrating how the proposal will make a positive contribution to reducing or managing flood risk - expecting all development proposals on greenfield sites to maintain or reduce existing run-off rates - requiring development proposals to use Sustainable Drainage Systems (SuDS) in accordance with policy CSP 3 - not culverting or building over watercourses and encouraging the removal of existing culverts wherever practicable using flood resilient design in areas of high flood risk.ore Policies 	<p>The site is within Flood Zone 1. However as it is over 1 hectare a site specific Flood Risk Assessment has been undertaken to assess the potential impact of the proposed development on flood risk elsewhere and to demonstrate the feasibility of appropriately designing the development such that the development would not increase flood risk elsewhere.</p>
CSP5 Including Renewable Energy in Developments	<p>All development of 1,000sqm or more of non residential floorspace will be expected 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, rising to 20% for</p>	<p>Renewable Energy will be addressed in the Reserved Matters planning submission.</p>



	<p>applications submitted thereafter subject to such measures being practicable and not unacceptably prejudicing the viability of the development. Where it is not appropriate to incorporate such provisions within the development, an off site scheme, or contribution to such may be acceptable.</p>	
<p>CSP8 Location of Growth</p>	<p>Priority will be given to development in the following locations:</p> <ul style="list-style-type: none"> - Urban Barnsley - Principal Towns of Cudworth, Wombwell, Hoyland, Goldthorpe (Dearne Towns), Penistone and Royston <p>Urban Barnsley will be expected to accommodate significantly more growth than any individual Principal Town to accord with its place in the settlement hierarchy.</p>	<p>The application site is located within the Principal Town of Hoyland therefore the level of growth proposed is appropriate.</p>
<p>CSP11 Providing Strategic Employment Locations</p>	<p>BMBC will allocate 350 hectares of land in sustainable locations to go towards meeting the development needs of existing and future industry and business up to 2026. This will provide a choice of sites in places that meet the needs of businesses and their workforce in terms of accessibility and are accessible from communities that would benefit from greater access to job opportunities.</p>	<p>Since the adoption of the Core Strategy, strategic employment locations have not yet been allocated in the Development Sites and Places DPD.</p>
<p>CSP19 Protecting Existing Employment Sites</p>	<p>Existing employment land, or land last used for employment purposes will be retained in order to safeguard existing or potential jobs. The redevelopment of employment land and buildings for non-employment uses will only take place if:</p>	<p>The proposed development is predominantly employment uses and the ancillary retail and leisure uses will support the new business location.</p>



	<ul style="list-style-type: none"> - redevelopment would not result in a loss of existing jobs or employment potential; and - there will still be an adequate supply of employment land in the locality <p>If the above criteria can be satisfied then redevelopment will be allowed where it can be demonstrated that:</p> <ul style="list-style-type: none"> - the buildings or land cannot satisfactorily support continued employment use. 	<p>There are no existing jobs on the site and the proposed development is expected to create circa 239 jobs.</p> <p>This is further explored in Section 6 of this statement – Planning Analysis and the report on the Suitability for Employment Use.</p>
<p>CSP25 New Development and Sustainable Travel</p>	<p>New development will be expected to:</p> <ul style="list-style-type: none"> - be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists - 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 the SPD - provide a transport statement or assessment in line with the thresholds and guidance set out in Department for Transport 'Guidance on Transport Assessments' - provide a travel plan statement or a travel plan in accordance with the thresholds and guidance set out in Department for Transport 'Good Practice Guidelines: Delivering Travel Plans through the 	<p>A Transport Statement and Travel Plan have been submitted with this planning application.</p> <p>A new pedestrian crossing is proposed across the A6195. This will enable pedestrians and cyclists to cross the road safely between Hoyland and Birdwell.</p>



	<p>Planning Process'. Travel plans will be secured through a planning obligation or a planning condition.</p> <p>Where levels of accessibility through public transport, cycling and walking are unacceptable, we will expect developers to take action or make financial contributions in accordance with policy CSP 42.</p> <p>If it is not possible or appropriate for the minimum amount of parking for cycles motorbikes, scooters and mopeds to be met on site, the developer must provide, or contribute towards, off-site parking, or improve or provide other forms of travel.</p>	
<p>CSP26 New Development and Highway Improvement</p>	<p>New development will be expected to be designed and built to provide safe, secure and convenient access for all road users.</p> <p>If a development is not suitably served by the existing highway, or would create or add to highway safety problems or the efficiency of the highway for all road users, we will expect developers to take mitigating action or to make a financial contribution to make sure the necessary improvements go ahead.</p>	<p>The development has been design to provide safe, secure and convenient access for all road users. The Transport Assessment provides detail of this.</p>
<p>CSP29 Design</p>	<p>High quality development will be expected, that respects, takes advantage of and enhances the distinctive features of Barnsley, including topography, Green Infrastructure assets, important habitats, woodlands and other natural features views and vistas to key buildings, landmarks, skylines and gateways heritage, townscape and landscape character including the scale, layout, building styles and materials of the built</p>	<p>The Design and Access Statement includes an analysis of the site area and its constraints and opportunities. It demonstrates how design solutions have been used to create a high quality mixed use development.</p>



	<p>form.</p> <p>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.</p>	
<p>CSP31 Town Centres</p>	<p>Support will be given to maintaining and enhancing the vitality and viability of the hierarchy of centres.</p> <p>Town centre – Barnsley town centre District - Cudworth, Hoyland, Wombwell, Goldthorpe, Penistone, Royston Local - Athersley ,Bolton on Dearne (St Andrew's Square), Darfield, Darton, Dodworth, Grimethorpe, Hoyland Common, Lundwood, Mapplewell, Stairfoot, Thurnscoe (Houghton Road), Thurnscoe (Shepherd Lane)</p> <p>A sequential approach will be used to assess proposals for new retail and town centre development. 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 development</p>	<p>The site is not within any defined town or local centre.</p> <p>PPS4 has been replaced by the NPPF. The sequential assessment, in line with the NPPF, is set out in section 5 of this statement.</p>



	will only be allowed where it meets the requirements of Planning Policy Statement 4.	
CSP36 Biodiversity and Geodiversity	Development will be expected to conserve and enhance the biodiversity and geological features of the borough. Development which may harm a biodiversity or geological feature will not be permitted unless effective mitigation and/or compensatory measures can be ensured.	An Ecological Appraisal has been prepared which identified that the site consists of improved grassland with a high diversity of wildflowers, a number of mature trees and areas of scrub and tall ruderal vegetation. The Ecological Appraisal demonstrates that the site is of low ecological value.
CSP37 Landscape Character	Development will be expected to retain and enhance the character and distinctiveness of the individual Landscape Character Area in which it is located (as set out in the Landscape Character Assessment of Barnsley Borough 2002).	The proposed new development is in keeping with the surrounding landscape and reflects the character, materials and details of the local area. This is set out in the Design and Access Statement.
CSP39 Contaminated and Unstable Land	Where the future users or occupiers of a development would be affected by contamination or stability issues, or where contamination may present a risk to the water environment, proposals must be accompanied by a report which: <ul style="list-style-type: none"> - shows that investigations have been carried out to work out the nature and extent of contamination or stability issues and the possible effect it may have on the development and its future users, the natural and historic 	A Ground Conditions Survey and Coal Recovery Report has been prepared to accompany this planning application. This does not identify any significant issues and recommends that an intrusive ground investigation is undertaken which could be secured by planning condition.



	<p>environment; and</p> <ul style="list-style-type: none"> - sets out detailed measures to allow the development to go ahead safely, including, as appropriate: removing the contamination; treating the contamination; protecting or separating the development from the effects of the contamination; and addressing land stability issues resulting from former coal mining activities. <p>Where measures are needed to allow the development to go ahead safely, these will be required as a condition of any planning permission.</p>	
<p>CSP40 Pollution Control and Protection</p>	<p>Development will be expected 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.</p>	<p>An Air Quality Assessment has been prepared which demonstrates that the magnitude of impact at all assessed receptors is predicted to negligible at all locations.</p> <p>A Noise Assessment has been undertaken which concludes that there are no significant issues relating to noise impacts associated with the proposed development that would preclude the scheme from being granted outline planning permission subject to appropriate conditions. The Noise Impact</p>



		Assessment indicates that noise generated by the site would not be considered detrimental to the noise climate of the area.
CSP41 Development in Air Quality Management Areas	Development in air quality management areas will be expected to demonstrate that it will not have a harmful effect on the health or living conditions of any future users of the development in terms of air quality or that any such harmful effects can be mitigated against. We will only allow development in air quality management areas which could cause more air pollution, where the developer provides an assessment that shows there will not be a significantly harmful effect on air quality.	The site is not within an Air Quality Management Area, however the M1 corridor (100m either side of the central reservation) is an Air Quality Management Area therefore an Air Quality Assessment has been undertaken, the results of which are summarised in Section 6. The site is located approximately 225m from AQMA No.1 at its closest point.

Barnsley Unitary Development Plan (2000)

4.1.5 The policies in the Barnsley UDP can be given limited weight as it is significantly out of date and was not adopted in accordance with the Planning and Compulsory Purchase Act 2004. The UDP Proposals Maps remain part of the development plan until such time as the new Local Plan is adopted. The following policy is therefore relevant.

Policy	Context	Relevance to the Scheme
HN3 Employment Sites	Policy HN3/2 Rockingham Employment Site - This site was allocated for employment use in the Hoyland Local Plan. A significant part of the land forms part of the Rockingham Opencast Coal Working site and will be compacted to a standard suitable for employment development. The	The scheme delivers employment uses with supporting ancillary uses. The traffic generated can be accommodated in the highway network as demonstrated in the <i>Transport Assessment, Analysis</i>



	<p>opportunity has been taken to review the allocation in the Local Plan in the light of the opencast restoration proposals, including the removal of the existing spoil heap. As a result 2.73 hectares of the existing allocation near to existing and proposed housing at Birdwell has been deleted and 5.66 hectares of land formerly in the Green Belt is proposed for employment. This land, immediately to the west of the spoil heap and south of the Dearne Towns Link Road is to be compacted as agreed at the Public Inquiry into the Opencast Coal working proposals. Access to the employment land proposals will be taken directly from the Dearne Towns Link Road. Landscaping strips will be required to protect the amenity of residential properties.</p> <p>This proposal, like all others, is subject to Policy T2, pursuant to which development will only be allowed if the traffic generated by it can be acceptably accommodated in the highway network. In the light of the site's proximity to the M1 junction 36 any application for planning permission will inevitably be referred to the Highway Agency for its consideration.</p>	<p>predicts that the development will increase queuing on the A61 Birdwell Approach and as a consequence mitigation is proposed to address the impacts. The Rockingham priority roundabout and the site access junction will operate well within capacity following completion of the development.</p>
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National Planning Policy Framework (2012)

- 4.1.6 The proposals have been prepared in the context of the National Planning Policy Framework (2012). The key elements of the NPPF are detailed below.
- 4.1.7 The NPPF sets out that the purpose of the planning system is to contribute to the achievement of sustainable development, the 3 dimensions of this being economic, social and environmental objectives (paragraph 7). These 3 objectives should be sought jointly through the planning system (paragraph 8).

Section	Context	Relevance to the Scheme
Presumption in favour of Sustainable Development (14)	<p>This policy states that the presumption should be the 'Golden thread' that runs through decision making.</p> <p>As a result development proposals that accord with the development plan should be approved without delay.</p> <p>Where the development plan is absent, silent or relevant policies are out of date, local planning authorities should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.</p>	<p>The proposed development will deliver a range of sustainability objectives in terms of economic, social and environmental targets and can be considered sustainable development. Therefore there is a presumption in favour of these proposals.</p> <p>The supporting documentation demonstrates that the development is sustainable and has a number of significant benefits.</p>
Core Planning Principles (17)	Paragraph 17 sets out the 12 core planning principles which underpin	The proposals accord with the planning principles for the reasons set out in this



Section	Context	Relevance to the Scheme
	<p>plan making and decision taking.</p> <p>The principles include that Local Authorities should <i>'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and meet the development needs of an area and respond positively to wider opportunities for growth, and promote mixed use developments'</i>.</p>	<p>Planning Statement.</p>
<p>Building a Strong, Competitive Economy (18- 22)</p>	<p>The NPPF states that it is committed to securing economic growth in order to create jobs and prosperity (18).</p> <p>The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Significant weight should be placed on the need to support economic growth through the planning system (19).</p> <p>Investment in business should not</p>	<p>This proposal will create jobs and sustainable economic growth and will contribute towards building a strong competitive economy.</p> <p>Notwithstanding that the proposed development does incorporate employment uses; it also provides a mix of uses.</p> <p>Land allocations for employment uses have not been regularly reviewed. In line with paragraph 22 alternative uses should be treated on their merits and this is discussed in Section 6 Planning Analysis.</p>



Section	Context	Relevance to the Scheme
	<p>be over-burdened by the combined requirements of planning policy expectations (21).</p> <p>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 (22).</p>	
<p>Ensuring the Vitality of Town Centres (23 – 27)</p>	<p>Planning policies should be positive and promote competitive town centre environments (23).</p> <p>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. They should require applications for main town centre uses to be</p>	<p>As the site is outside the existing centres, Section 5 of this Statement undertakes this Sequential Test. This concludes that there are no available and suitable sites located within the town centre or edge of centre that could accommodate these proposals.</p> <p>As the retail, leisure and office elements, in combination, are under 2,500 sqm, an impact assessment is not required.</p>



Section	Context	Relevance to the Scheme
	<p>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. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale (24).</p> <p>When assessing applications for retail, leisure and office 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 (if there is no locally set threshold, the default threshold is 2,500 sqm) (26).</p> <p>Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused</p>	



Section	Context	Relevance to the Scheme
	(27).	
Promoting Sustainable Transport (29-41)	<p>The Government sets out policies addressing its approach to supporting more sustainable forms of transport.</p> <p>All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Decisions should take account of whether the opportunities for sustainable transport modes have been taken up, safe and suitable access can be achieved, and improvements can be undertaken within the transport network that could limit the significant impacts of the development. Development should only be prevented on transport grounds where the residual cumulative impacts of development are severe (32).</p>	<p>A Transport Assessment has been submitted with this planning application. This demonstrates that the proposed development supports sustainable forms of travel and will not cause significant adverse impact on transport grounds.</p>
Requiring Good Design (56-68)	<p>The NPPF attaches great importance to the quality of design in new developments, and how this contributes to sustainable environments and creating places for people (56).</p> <p>Development should add overall</p>	<p>The Design and Access Statement outlines how the physical characteristics of the proposed scheme have been influenced by a thorough design process. The process undertaken includes assessment, involvement, evaluation and design. The access elements includes vehicular</p>



Section	Context	Relevance to the Scheme
	<p>to the quality of the area, establish a strong sense of place, optimise the potential of the site, respond to local character and history, create safe and accessible environments and are visually attractive (58).</p>	<p>and transport links and inclusive access.</p> <p>The Design and Access Statement also outlines measures to design out crime.</p>
<p>Promoting Healthy Communities (69-78)</p>	<p>The NPPF states that the planning system can play an important role in social interaction and creating healthy, inclusive communities (69).</p> <p>Planning decisions should plan positively for the provision and use of community facilities such as local shops to enhance the sustainability of communities (70).</p>	<p>This mixed use development will provide facilities for nearby communities in Birdwell and Hoyland, such as shops, cafe, a restaurant, clinic/health/day centre, therefore reducing the need to travel and promoting opportunities for meeting between members of the community.</p>
<p>Meeting the Challenge of Climate Change, Flooding and Coastal Change (93-108)</p>	<p>The NPPF states that in setting local requirements for building sustainability local authorities should do so in a way consistent with nationally described standards (95).</p> <p>It identifies that when determining applications authorities should expect new development to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption (96).</p>	<p>Climate Change has been considered in the design of the proposals.</p> <p>A Flood Risk Assessment has been prepared by Enzygo which demonstrates that the proposal will not increase flood risk elsewhere.</p>



Section	Context	Relevance to the Scheme
	<p>When determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere (103).</p>	
<p>Conserving and Enhancing the Natural Environment (109-125)</p>	<p>The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests and soils; recognising the wider benefits of ecosystem services; minimising impacts on biodiversity and providing net gains in biodiversity where possible; preventing new development from contributing or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and remediating and mitigating contaminated and unstable land where appropriate (109).</p>	<p>A number of reports have been prepared to support this planning application in respect of the natural environment. These include the Biodiversity Survey, Coal Recovery Report, Ground Conditions Survey, Air Quality Assessment, and Noise Assessment.</p> <p>These demonstrate that there will be no significant adverse impacts on the natural environment.</p>
<p>Decision Taking (186-187)</p>	<p>Local planning authorities should approach decision taking in a positive way to foster the delivery of sustainable development (186).</p> <p>Local planning authorities should look for solutions rather than problems and decision takers</p>	<p>The proposal is sustainable development and therefore decision taking should be positive to ensure that the mixed use development can be delivered.</p>



Section	Context	Relevance to the Scheme
	<p>should seek to approve applications for sustainable development where possible (187).</p>	
<p>Pre-application Engagement (188-191)</p>	<p>It is confirmed that seeking early engagement with Local authorities has the potential to improve the efficient and effectiveness of the planning application system, leading to improved outcomes for the community (188).</p>	<p>There has been significant pre-application engagement with the Local Authority. This is further discussed in the Statement of Community Involvement.</p>
<p>Implementation (208-219)</p>	<p>Confirms that policies contained within the NPPF are important material considerations which local planning authorities should take into account from the day of its publication (212).</p> <p>Following the 12 month period from the date of publication, due weight should be given to relevant policies in existing local plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater weight that may be given) (215).</p>	<p>The proposals accord with the policies set out in the NPPF which are key material considerations to be taken into account in the determination of the application.</p>



Supplementary Planning Documents

4.1.8 Barnsley MBC has a number of adopted Supplementary Planning Documents. The Parking SPD was adopted in March 2012 and provides guidance on parking standards. These standards have been applied to these proposals.

Barnsley Draft Development Framework – Junction 36 Sites, Hoyland (March 2014)

4.1.9 Barnsley Council has produced a draft Development Framework to 'summarise the aspirations and requirements' of the Council in respect of the proposed employment development at Hoyland, adjacent to Junction 36 of the M1. This includes the application site. It identifies that the Draft Framework should be used as guidance to Developers until such time as the new Local Plan is finalised. The document aims to ensure that development is deliverable, comprehensive and contributes to de-risking and streamlining the development process for private sector developers.

4.1.10 The Draft Development Framework identifies that the M1 Junction 36 area at Hoyland offers a *'fantastic opportunity as it is a very strong location that is attractive to all employment uses. Large areas of land for employment with attractive natural features make it an appealing location for developers and end users'*.

4.1.11 With regard to land uses, this document states *"plots closest to the centre of the overall plot, nearest to the Birdwell and Rockingham roundabouts are prominent and are identified as having potential for higher value uses such as offices/hotel/service station, subject to Sequential Testing of the uses proposed. Development of these prominent sites will be carefully considered to ensure suitable high quality buildings are constructed"*.

4.1.12 It states that it is envisaged that land will progress based upon market demand from occupiers. This would incorporate speculative development where appropriate and the local authority would work with land owners and developers in the delivery of such a proposal.

4.1.13 The Development Framework contains development considerations such as highways and transportation issues, ecology/geology, ground conditions, site constraints/opportunities, Masterplan, services, supplies, drainage, and design criteria.



5 Sequential Assessment

Context

5.1.1 This section outlines the Sequential Assessment which has been undertaken with respect to these proposals as required by Core Strategy Policy CSP31 Town Centres and paragraph 24 of the NPPF.

5.1.2 The site is classified as out of centre as it is approximately 700m from Hoyland Common and approximately 2.3km from Hoyland Town Centre. These two centres are defined in the Barnsley UDP (adopted 2000) under Policy HN15, which states '*retail development will normally be encouraged to locate within the following principal shopping/commercial centres as defined on the Proposals Map*'. These are:

- HN15/1 Hoyland Town Centre - This centre contains three supermarkets, and a twice weekly outdoor market. Local Council services are available at Hoyland Town Hall. The centre also has an extensive range of smaller shops, and services such as banks, and a health centre. A large number of bus routes pass through Hoyland Town Centre, making it accessible to the majority of the settlement and surrounding areas.
- HN15/2 Hoyland Common – This local centre is based around Hoyland Road and Sheffield Road. There is one supermarket and several smaller food shops, as well as a range of durable good shops, and services.

5.1.3 Guidance on how to undertake the sequential assessment is included within the National Planning Practice Guidance. This is set out below:

"The sequential test guides main town centre uses towards town centre locations first, then, if no town centre locations are available, to edge of centre locations, and, if neither town centre locations nor edge of centre locations are available, to out of town centre locations, with preference for accessible sites which are well connected to the town centre. It supports the viability and vitality of town centres by placing existing town centres foremost in both plan-making and decision-taking".

"It is for the applicant to demonstrate compliance with the sequential test (and failure to undertake a sequential assessment could in itself constitute a reason for refusing permission). Wherever possible, the local planning authority should support the applicant in undertaking the sequential test, including sharing any relevant information. The application of the test should be proportionate and appropriate for the given proposal. Where appropriate, the



potential suitability of alternative sites should be discussed between the developer and local planning authority at the earliest opportunity.

The checklist below sets out the considerations that should be taken into account in determining whether a proposal complies with the sequential test:

- *with due regard to the requirement to demonstrate flexibility, has the suitability of more central sites to accommodate the proposal been considered? Where the proposal would be located in an edge of centre or out of centre location, preference should be given to accessible sites that are well connected to the town centre. Any associated reasoning should be set out clearly.*
- *is there scope for flexibility in the format and/or scale of the proposal? It is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development being proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.*
- *if there are no suitable sequentially preferable locations, the sequential test is passed.*

In line with [paragraph 27 of the National Planning Policy Framework](#), where a proposal fails to satisfy the sequential test, it should be refused. Compliance with the sequential and impact tests does not guarantee that permission is granted – local planning authorities will have to consider all material considerations in reaching a decision”.

5.1.4 Paragraph 27 of the NPPF indicates that, where an application fails to satisfy the sequential test it should be refused. However recent appeal decisions have confirmed (for example, PINS ref. APP/R0335/A/12/2181506 concerning a retail proposal in Bracknell) that this ‘direction’ does not extinguish the requirement set out in statute to examine all material considerations and for the decision maker to assess the ‘planning balance’ in reaching a decision.

5.1.5 There has been comprehensive pre-application engagement with Barnsley MBC regarding this Sequential Assessment. It was agreed that a 10 minute drive time catchment was acceptable for the purposes of this sequential assessment for these application proposals. A 10 minute drive time catchment plan is included at Appendix 1. Scoping discussions were held with the neighbouring local authorities of Sheffield City Council and Rotherham Metropolitan Borough Council to ascertain whether there were any sites that needed to be assessed within their administrative boundaries. It was confirmed that there was one site within the catchment of



Sheffield City Council's administrative boundary that needs to be included within the sequential assessment; this is land off Manchester Road, Stocksbridge. There were no sites within the catchment that Rotherham Metropolitan Borough Council required to be assessed.

5.1.6 It was agreed with Barnsley MBC's planning policy officer that the following two sites should be included within the sequential assessment:

- Former YEB Depot, Harborough Hill Road, Barnsley; and
- Heelis Street, Barnsley

5.1.7 It is evident from recent appeal decisions that the sequential test relates entirely to the application proposal and whether the full proposal can be accommodated on an alternative site not whether a materially different scheme can be pursued on other sites. As such, there should be no requirement to consider the disaggregation of the individual elements of the scheme. The recent decision by The Secretary of State dated 11th June 2013 in relation to the application by LXB RP (Rushden) Limited at Land adjacent to Skew Bridge Ski Slope, Rushden (Appeal Ref: APP/G2815/V/12/2190175) states, at paragraph 15 that:

'Furthermore, having regard to the arguments put forward by the Inspector at IR8.44-8.48, the Secretary of State agrees with his conclusion at IR8.48 that the sequential test relates entirely to the application proposal and whether it can be accommodated on an actual alternative site (e.g. a town centre site)...it is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and format of development being proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.'

5.1.8 In understanding the Secretary of State's conclusions, it is useful to refer to paragraph 8.46 and 8.57 of the Inspector's report which state:

'It is important to bear in mind that the sequential test as set out in the NPPF require applications for main town centre uses to be located in town centres and it then runs through the sequence, edge and then out-of-centre. This makes good the very simple point that what the sequential test seeks is to see whether the application i.e. what is proposed, can be accommodated on a town centre site. There is no suggestion here that the sequential test means to refer to anything other than the application proposal. So Dundee clearly applies to the NPPF.'



'A related submission concerns the differences between national policy as now stated in the NPPF and as previously stated in PPS4. The last sentence of NPPF [24] states that: "Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale." This contrasts strikingly with what was said previously in PPS4 in policy EC15.1 at (d) (iv) and 15.2 which contained an explicit requirement for disaggregation. There is no longer any such requirement stated in the NPPF. It is no answer to this to refer to the words "such as" in the last sentence of NPPF [24]. These words cannot be read so as to imply that a major, and extremely controversial, part of previously stated national policy lives on by implication in the NPPF. Had the Government intended to retain disaggregation as a requirement it would and should have explicitly stated this in the NPPF. If it had been intended to carry on with the requirement then all that would have been required is the addition of the word "disaggregation" at the end of NPPF.'

5.1.9 It is extremely clear from the Secretary of State's decision that there is no requirement for the applicant to consider the disaggregation of the individual elements of the scheme, and that provided that an element of flexibility is exercised on issues such as format and scale, that any potential sequential sites should be considered in terms of whether they could accommodate the complete application proposal.

5.1.10 In undertaking the sequential assessment, it is useful to take into account the *Tesco Stores Limited v Dundee City Council* Supreme Court appeal which considered the meaning of 'suitable' when determining whether alternative sites are suitable for the proposed development in accordance with the sequential test. Paragraph 38 of the decision states that:

'The issue of suitability is directed to the developer's proposals, not some alternative scheme which might be suggested by the planning authority. I do not think that this is in the least surprising, as developments of this kind are generated by the developer's assessment of the market that he seeks to serve. If they do not meet the sequential approach criteria, bearing in mind the need for flexibility and realism...they will be rejected. But these criteria are designed for use in the real world in which developers wish to operate, not some artificial world in which they have no interest in doing so.'

5.1.11 The Dundee decision has since been referred to by Inspectors in relation to subsequent judgements. In relation to an appeal between Next and Sheffield City Council, the Inspector's decision stated at paragraph 35 that:



'...what needs to be established is whether an alternative site is suitable for the development proposed, not whether the proposed development can be altered or reduced so that it can be made to fit an alternative site.'

5.1.12 The Inspector found that the shape of a potential sequential site precluded Next from developing a store in its preferred format and he therefore concluded at paragraph 53 that:

'Having regard to all the points detailed above it is my view that the extent to which Next would have to compromise its business model to operate a H&G store from Moorfoot would be both excessive and unreasonable. Accordingly I am satisfied that this site has been shown to be unsuitable for the development which Next is seeking to progress, and to expect it to operate from such a site would clearly run counter to the principles set out in the Supreme Court ruling referred to above.'

5.1.13 The above cases demonstrate that in considering suitability as part of any sequential assessment that the specific requirements of the proposed operator (if secured) needs to be taken into account, and that any potential alternative sites are required to be considered in terms of whether they are suitable for the development as proposed by the applicant.

5.1.14 It is clear from our review of recent appeal decisions that there is no requirement for the applicant to consider the disaggregation of the proposed scheme. The section below reviews the two sites required by Barnsley MBC for assessment and the one site required by Sheffield City Council.

The Sequential Assessment

Former YEB Depot, Harborough Hill Road, Barnsley

5.1.15 This site was granted planning permission for its redevelopment comprising retail development, associated car parking, landscaping works and a new access in 2005. An extension of time limit for implementing the outline permission (B/05/1339/BA) with Reserved Matters (2008/1564) was approved in February 2011 (2010/1431). This planning consent expired on the 10th February 2014. Therefore, there is not a valid planning consent on site. The site extends to 1.4 hectares and the approved proposal comprises of 7,060 sqm of retail floorspace.

5.1.16 The site is considered by Barnsley MBC to be edge of centre. It is identified in the Barnsley UDP as a "Development Site" Policy TC58 (20) Eastern Development Area. The Barnsley UDP



states that the site is suitable for office or retail developments (1.94 hectares) for BusinessB1(a)(b)/Retail. The policy states *'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 fulfil the needs of a food discount operator and comparison goods units. A mixed development incorporating business use would also be considered'*.

5.1.17 The site has been earmarked for retail development since the mid 1990s and has had the benefit of a retail planning permission since 2005, until it expired on the 10th February 2014. However development has not proceeded. The permission is restricted in terms of the range of comparison goods that can be sold, to more bulky type goods and there is a limit placed on the food hall and convenience elements.

5.1.18 In terms of suitability, levels change across the site with the central area at the highest point and the land falling away to the north and the south. The northern end of the site sits at a higher level. Planning applications have been made to secure access from Harborough Hill Road which have been refused. Therefore, access would need to be taken from Schawbisch Grmund Way which reduces the site's attractiveness to developers.

5.1.19 Even adopting the need for flexibility, the site is not large enough to accommodate the proposed mixed use development without major disaggregation which does not comply with planning guidance. There are also a number of constraints to the development of the site which are set out above which indicate that the site is not suitable for this proposal.

5.1.20 In terms of availability, it is understood that the site is in multiple ownerships and its development would require the relocation of a large existing electricity substation. Therefore it is considered that the site would not be available for development within a reasonable time period.

5.1.21 It is therefore concluded that the former YEB Depot is not suitable or available for the proposed development.

Heelis Street, Barnsley

5.1.22 The site at Heelis Street has planning permission for a proposed new superstore with associated petrol filling station, car parking, access, servicing and landscaping (application www.wyg.com)



reference 2012/0196) which was approved in September 2012. The site area is 2.87 hectares and 8,922 sqm A1 retail net additional floorspace is proposed.

5.1.23 The site is edge of centre and is covered by a number of UDP designations as shown on the proposals map. These are:

- TC51/5: Southern Development Area – This policy places an emphasis on the area being used for 'high density, high profile employment use' on large sites that can accommodate their own parking requirements.
- TC60/3: Castlereagh Street / Burleigh Street Comprehensive Employment Development Area – This policy states that the area has a number of sites that have the potential to be developed comprehensively to deliver employment opportunities but that consideration of this may need to have regard to 'the disposition of uses and proposals within the wider area' taking into account general plan policies, economic benefits, environmental, parking and traffic considerations.
- TC 58/22: Burleigh Street / John Street Development Site – This policy envisages this site being developed for A2, A3 or B1 uses incorporating high quality development to unify the frontage along Westway.
- TC58/23: New Street / Heelis Street Development Site – This policy envisages B1 uses on this site which should be in the form of a comprehensive redevelopment respecting the amenity of the adjacent dwellings.

5.1.24 In terms of suitability, the topography of the site is complicated in that there is a south/north downward slope from Wood Street to Westway and an east/west downward slope from Heelis Street to New Street. Furthermore, at some points the site levels are appreciably lower than the adjacent streets and as a result there are high retaining walls along the Wood Street and Heelis Street boundaries. It is unlikely to be economically viable to carry out the complex cut and fill operations necessary to create the flat platform required for the mixed use proposal.

5.1.25 It was recognised by an Appeal Inspector with regard to a Sequential Assessment for a retail proposal in Rotherham (appeal reference APP/P4415/A/13/2197947) that Barnsley Council regard the Heelis Street site as the best site available to meet the need for an additional



superstore in Barnsley town centre. Therefore, if the site was developed for a mixed use proposal there would be no existing sites in the town centre or edge of centre to accommodate a new superstore.

5.1.26 The location would not be suitable for elements of the mixed use proposal; particularly the hotel which has a requirement to be located near the motorway network to attract business in a strategically important location.

5.1.27 In terms of availability, it is understood that there is no committed interest from a supermarket operator. However, the landowners believe there is a prospect of a superstore being built. There are significant questions about the sites availability and viability for the mixed use proposal. It is therefore concluded that the site is not suitable or available for the mixed use development proposed.

Manchester Road, Stocksbridge

5.1.28 The site at Manchester Road, in Stocksbridge, has planning permission for a retail led mixed use development which comprises of 14,085sqm gross retail development. This includes a food superstore (5,651sqm) and non food retail (7,059sqm). The application site area is 9.24 hectares.

5.1.29 In the Sheffield UDP (adopted 1998) the site is designated as General Industry Area with Special Industries. The site is in an edge of district centre location. The proposed development is part of the Stocksbridge town centre physical expansion proposals and therefore there is a requirement for the comprehensive regeneration of the whole site.

5.1.30 As the site is a former steelworks, it requires significant work before it can be developed and is heavily contaminated. Preliminary work started on the site in February 2014 to prepare the site for the permitted mixed use development. The first phase of work is to deliver a new warehouse for Tata Steel to enable the current steel stockyard to be relocated so work can start on the main retail site. The highway works on the A616 Stocksbridge bypass have now been completed and work is due to start on the roads around the new retail and office development in Winter 2014.

5.1.31 In terms of suitability, work on the site is already underway with committed operators. The site is large and requires complex preparatory works and is not suitable for the smaller scale mixed use development proposed. The location of the site, away from the motorway, is not in the same high profile location as the site at Birdwell which is essential to ensure that the site is a successful gateway business location.



5.1.32 In terms of availability, it was announced in January 2014 that Tesco have signed a deal to anchor the development and provide the 5, 800 sqm food superstore. It is expected that this will open in Spring 2016. The site is therefore not available.

5.1.33 Based on the above, the proposal satisfies the sequential assessment as there are no suitable sites which are available in the town centre or edge of centre locations. As the proposed retail, leisure and office elements of the development are under 2,500 sqm an impact assessment is not required.



6 Planning Analysis

6.1.1 This section assesses the merits of the development proposals in the context of the Development Plan policy and other material considerations.

Accordance with the Development Plan

6.1.2 The proposed development is in accordance with the Development Plan and other material planning considerations such as the NPPF as identified in Section 4 of this Statement.

6.1.3 The main considerations in terms of the principle of development are the sequential assessment and the employment land designation in the UDP.

6.1.4 The sequential assessment is satisfied as there are no suitable sites which are available in the town centre or edge of centre locations as set out in chapter 5. Three sites have been considered as recommended by Barnsley Council and Sheffield Council. As the proposed retail, leisure and office elements of the development are under 2,500 sqm a retail impact assessment is not required.

6.1.5 All of the proposed uses on site will provide employment. However, Barnsley Council have identified through pre-application discussions that Core Strategy Policy 19 'Redevelopment for non-employment purposes' needs to be addressed in this Planning Statement. The development will not result in a loss of existing jobs and will create up to 239 jobs. Barnsley Council has an obligation to ensure sufficient provision of employment land is available and to regularly monitor supply and demand. The most recent Barnsley Employment Land Review is dated April 2010. The 2012 Annual Monitoring Report (AMR) provides information on the supply of employment land in Barnsley. The AMR identifies that 2011/12 saw 1,864 sqm of new commercial floorspace (B uses) completed. There were no new plots of employment land developed. These figures are the lowest ever recorded for Barnsley. Development on land in the previous few years was also on a very limited scale, with 1 ha developed in 2010/11, 4ha developed in 2009/10, and 11ha in 2008/09. The lack of development over the last few years implies the need for action by both the Council and developers to bring viable schemes forward for development.

6.1.6 The report on the 'Suitability for Employment Use' produced by Harvey Burns & Co Chartered Surveyors identifies that a pure employment scheme (in the B uses) is unlikely to be successful given the employment market and demand, and the configuration of the site. However a mixed use scheme incorporating leisure and some retail use offers the ability to



provide employment and amenities to the wider Junction 36 employment sites and local residents.

- 6.1.7 The NPPF states that applications for alternative uses, on sites allocated for employment use, should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities. The NPPF supports mixed use developments and the proposal will provide facilities which the local community can utilise, reducing their need to travel.
- 6.1.8 The NPPF's definition of economic development includes development within the B use classes, public and community uses and main town centre uses. This includes retail development, drive through restaurants, hotels and offices. Therefore the proposed development complies with the NPPF definition of economic development. All of the proposed uses will provide employment opportunities.
- 6.1.9 This site is the most suitable part of the wider Rockingham Employment site (as designated in the UDP) which can accommodate retail and leisure uses due to its location closest to the settlement of Birdwell and its prominent location close to the motorway junction. The Draft Development Framework for the wider site, prepared by Barnsley Council in March 2014, states that plots closest to Birdwell and Rockingham roundabout are prominent and are identified as having potential for higher value uses such as offices/hotel/service station. This mixed use development will therefore enable BMBC to realise these aspirations.

Socio-Economic Benefits

- 6.1.10 The proposed development will make a substantial contribution to the economy through the creation of new job opportunities. In accordance with the Homes and Communities Agency Employment Densities Guide 2nd Edition (2010), the development will result in the creation of 239 Full Time Equivalent (FTE) jobs across the uses. A table is provided at Appendix H of the 'Report on the Suitability for Employment Use' which identifies the number of jobs created by the different uses. This figure purely relates to direct employment opportunities i.e. those employed within the new units. In addition to these positions, further jobs will be created during the construction process and through the supply chain. Given the nature of the uses to be created on the site, it is likely the majority of the jobs created will be available to those in the local area.
- 6.1.11 The NPPF sets out that planning should operate to encourage and not act as an impediment to sustainable growth and therefore that significant weight should be placed on the need to



support economic growth through the planning system. It is evident that the proposed development will make a significant contribution to local economic growth.

- 6.1.12 It is important to note that the proportion of people claiming out of work benefits in Barnsley is 2.9%, which is higher than the Great Britain average of 2.3% (Source: Nomis Labour Market Statistics August 2014). The Indices of Multiple Deprivation (2010) ranked Barnsley as the 47th most deprived Local Authority out of 326 in England which places it within the 15% most deprived local authorities nationally. The development of this site and subsequent new employment opportunities will therefore assist with alleviating the relatively high levels of unemployment and deprivation in the area.
- 6.1.13 A key objective in the Barnsley Core Strategy is to accelerate economic growth by creating the conditions needed for the retention, attraction and growth of innovative people and firms to create a diverse economy, providing a balanced mix of high quality, well located sites and premises in order to attract new investment, protecting existing good quality employment land and premises, seeking to attract more growing firms in economically competitive and new sectors, and providing the environment that allows the creation of 15,000 net additional jobs and an employment rate of at least 75% in Barnsley over the plan period. The development of this site and the creation of up to 239 jobs will assist Barnsley Council with meeting this objective.
- 6.1.14 It is expected that the development could contribute towards the up skilling of the workforce through new education and training opportunities. This could result in an increase in average household incomes and increase disposable incomes and potentially spending in the local economy.
- 6.1.15 The site is in a gateway location and acts as the entrance to the southern entrance to the Barnsley area. The site is a high quality setting, and is a prominent location close to Junction 36 of the M1 which is essential for the market requirements of the hotel and office development. It will provide a catalyst for economic regeneration which may attract other businesses and investment to the area.
- 6.1.16 Ultimately these significant quantitative and qualitative socio-economic benefits will result in new jobs and increased spend within the local economy and help to secure a sustainable economic future for Birdwell.



Sustainability

- 6.1.17 The proposed development is sustainable and has a number of social, economic and environmental benefits. Various reports have been submitted with this planning application and these demonstrate that there will be no significant adverse impacts arising from the development. The site is not considered to be of high environmental quality and has been identified for employment uses in the Barnsley UDP (adopted 2000).
- 6.1.18 As this planning application seeks outline planning permission, all occupiers have not yet been identified, therefore it is not considered appropriate to be prescriptive of the environmental sustainability measures to be incorporated into the design of the development phases.
- 6.1.19 The following paragraphs provide a summary of the reports that have been submitted to support the planning application.

Transport

- 6.1.20 A Transport Assessment has been prepared by Bryan G Hall. This assessment identifies that the site has good access to existing public transport links. The nearest bus stops to the proposed development are located on the A6135 Sheffield Road, approximately 350 metres to the east and 500 metres to the west of the site. A number of bus services can be accessed from these bus stops to destinations such as Barnsley, Sheffield, and local towns and villages. The site is also suitably located to promote trips by foot and by cycle from the surrounding residential areas. The application site is in a sustainable location and offers a wide opportunity for sustainable travel. This will assist in reducing reliance upon the private car to access the proposed development and the proposed facilities on the site will reduce the reliance on the private car as the site is within an acceptable walking distance from properties in Birdwell and Hoyland, thereby reducing resident's travel distances to facilities such as retail, leisure, day/health centre and employment opportunities on site.
- 6.1.21 Vehicular access to the site will be provided by constructing a new access on Dearne Valley Parkway (A6195), accessible only from the northbound carriageway, via a left-in/left-out arrangement.



- 6.1.22 Pedestrian access will also be provided alongside the vehicular access on Dearne Valley Parkway and via a separate pedestrian only access along the site frontage. Following consultation with local residents, the provision of a signalised controlled crossing (Puffin) over Dearne Valley Parkway will be provided just to the north of the Birdwell Roundabouts. This will incorporate a central island refuge with dropped kerbs and tactile paving for pedestrians wishing to cross the access.
- 6.1.23 The traffic impact on the local highway network has been assessed. Analysis predicts that the development will increase the queuing on the A61 Birdwell approach to the Birdwell roundabout and as a consequence mitigation is proposed to address the impacts. The Rockingham priority roundabout and the site access junction will operate well within capacity following completion of the development.
- 6.1.24 The Transport Assessment demonstrates that, subject to local improvement schemes, the traffic likely to be generated by the development proposal can be safely and satisfactorily accommodated on the local highway network and will not be likely to create conditions that are detrimental to road safety. The mitigation measure proposed is a minor widening of the entry to the junction from the A61 Birdwell approach to ease the flow of traffic on this approach to the roundabout.
- 6.1.25 A Travel Plan has been provided by Bryan G Hall which provides a strategy for minimising employees' and customers' dependence on travel by private car. This includes a number of measures to encourage the use of public transport, walking, cycling and car sharing. The travel plan will be reviewed regularly and the results monitored.
- 6.1.26 It is therefore concluded that there are no highways, road safety or transport-related reasons why the development should not be granted planning approval.

Ecology

- 6.1.27 A Preliminary Ecological Appraisal has been prepared by Enzygo. This assessed the site as being of low ecological value. A Phase 1 habitat survey was carried out to identify the habitats and species present on the site and an extended Phase 1 survey was conducted to assess the potential for protected species. The appraisal recommends that the boundary trees, scrub and ruderal vegetation offer the potential to support breeding birds therefore an inspection for breeding birds on the site is required by a qualified ecologist prior to the



removal of the vegetation, if the clearance works is to be conducted in the breeding season (March to August inclusive). The risks of ecological damage indirect or direct are considered to be low either without modification or through the incorporation of reasonable mitigation measures.

Land Quality

6.1.28 A Phase 1 Environmental Desk Study and Mining Report has been prepared by Enzygo. It is considered that there is a low risk associated with land quality issues at the site; however some remediation may be required in the vicinity of the railway cutting. The Coal Mining Report indicates that there is no present or future potential for open cast coal mining within the vicinity of the site. It is recommended that an intrusive ground investigation is undertaken to confirm the presence of potential workings underneath the site at shallow depth, this could be secured by planning condition. The scope of the ground investigation is recommended.

Air Quality

6.1.29 An Air Quality Assessment has been prepared by Isopleth Ltd. This report presents the air quality assessment undertaken in relation to air pollution and dust emissions from the development proposals. The conclusions of the assessment are summarised below. The IAQM 'Guidance on the assessment of dust from demolition and construction' describes that, where suitable mitigation is applied, the residual effect will normally be 'not significant'. This is the case with the proposed development scheme where robust mitigation measures have been adopted. The difference levels of NO₂ and PM₁₀ along all assessed roads links as a result of the construction phase of operations is negligible. This is as would be expected given the number of vehicles which will be involved which is very low when considered against the existing baseline. The magnitude of impact at all assessed receptors is predicted to negligible at all locations.

Noise

6.1.30 The Noise Assessment, prepared by Enzygo, has demonstrated that the proposed development will not cause significant issues relating to noise that could not be controlled by planning condition subject to the implementation of appropriate acoustic design



considerations. Therefore noise should not be considered a material factor for the restriction of the granting of outline planning permission for the development as proposed.

Flood Risk and Drainage

6.1.31 The Flood Risk Assessment, prepared by Enzygo, identifies the current flood risk and site drainage proposals. It has considered the potential impact of the development on surface water runoff rates. The surface water management strategy for the proposed development will manage and reduce the flood risk posed by the surface water runoff from the site. It has been shown that both surface water and foul flows from the site can be managed such that flood risk to and from the site following the proposed development is not increased.

6.1.32 The Flood Risk Assessment demonstrates that the proposed development would be operated with minimal risk from flooding, would not increase flood risk elsewhere and is compliant with the requirements of the NPPF and the Planning Practice Guidance. The development should not therefore be precluded on the grounds of flood risk.

Design

6.1.33 The Design and Access Statement outlines the design principles used which includes an analysis of the site area, opportunities and constraints, the design solution including landscaping and green infrastructure considerations, and measures to design out crime. The intention is to deliver a secure and sustainable mixed use development in a safe, green and welcoming environment. The proposals will include high quality landscaping and amenity measures and will provide an attractive employment setting for businesses and employees. The indicative design solution achieved carefully considers the wider employment allocation and suggests high quality design solutions for this key gateway site and scheme which would not prejudice existing or future development. These elements will ensure the creation of a high quality, mixed use environment.



7 Conclusions

7.1.1 Having regard to the evidence detailed in this statement, it is considered that the proposals are acceptable. The proposal will provide a mixed use development with a number of significant social, economic and environmental benefits which includes the provision of a pedestrian crossing across the Dearne Valley Parkway which will benefit local residents and new employees and customers of the mixed use proposal. There has been a comprehensive consultation and design process to ensure that the proposals relate to and complement the surrounding area. The site is in a key gateway location into Birdwell and the high quality design has ensured that the opportunity has been realised to create a new mixed use development that will raise the profile of Birdwell and Barnsley as a high quality business location.

7.1.2 In accordance with the requirements of the NPPF a sequential assessment has been undertaken which has demonstrated that there are no sequentially preferable sites which could accommodate the 'main town centre' uses in this proposal. These uses are considered essential to ensure that the site is a high quality business location that will attract investment.

7.1.3 The proposals are deliverable and the local developer is keen to develop the site as soon as possible to create new jobs, facilities and services for the local area.

7.1.4 In summary, it is considered that the proposals constitute sustainable development, which the NPPF states there should be a presumption in favour of such development. The benefits of the proposed development significantly and demonstrably outweigh any adverse impacts and therefore the development should be supported.



APPENDIX 1 - 10 MINUTE DRIVE TIME PLAN



