

Appendix 2 – Retail Planning Policy Review

- 1.1 Set out below is an overview of relevant retail planning policy in respect of the proposed development. Relevant national policy is contained within the National Planning Policy Framework.
- 1.2 The Development Plan currently comprises saved policies of the Barnsley Unitary Development Plan, Barnsley Core Strategy DPD and the Barnsley Education sites DPD. The Barnsley Education Sites DPD is not of relevance to the proposal.
- 1.3 Full assessment of all relevant planning policies and the weight to be attached is given in the accompanying Planning Statement.

National Retail Planning Policy

National Planning Policy Framework (March 2012)

- 1.4 The National Planning Policy Framework (NPPF) came into effect on 27 March 2012 and sets out the Government's planning policies for England and how these are expected to be applied. It replaces all existing planning policy statements, including PPS4. It does not, however, explicitly cancel or replace associated guidance and best practice guidance that was published alongside PPS4, although this is currently in the process of being replaced.
- 1.5 Paragraph 13 states that the NPPF: *"...constitutes guidance for local planning authorities and decision takers both in drawing up plans and as a material consideration in determining applications."*
- 1.6 Paragraph 19 highlights that:

"Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system."
- 1.7 Annex 2 of the NPPF defines economic development as:

"Development, including those within the B Use Classes, public and community uses and main town centre uses¹ (but excluding housing development)."
- 1.8 The NPPF (paragraph 23) identifies that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.
- 1.9 The NPPF includes, at paragraphs 24, 26 and 27 what amount to the development management tests in determining applications for retail development. Applicants are required to satisfy the sequential test (paragraph 24) and then address an impact

¹ Defined in Annex 2 to the NPPF as including retail development

assessment (paragraph 26) for main town centre uses that are not in an existing centre and not in accordance with an up-to-date Local Plan.

- 1.10 In applying the sequential approach the NPPF (paragraph 24) states that local planning authorities should require applications to be:

“...located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.”

- 1.11 When considering edge of centre and out of centre proposals, the NPPF states that preference should be given to accessible sites that are ‘well connected’ to the town centre. Applicants and local planning authorities should also demonstrate flexibility on issues such as format and scale.

- 1.12 For the purposes of applying the sequential approach, Annex 2 to the NPPF states that references to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance.

- 1.13 Paragraph 26 indicates that local planning authorities should require an impact assessment if the development is over a proportionate, locally set threshold. If there is no locally set threshold, the default threshold is identified to be 2,500 sq m.

- 1.14 In assessing impact, the NPPF highlights that this should focus on a two pronged approach (paragraph 26) that includes an assessment of:

- *The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and*
- *The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.*

- 1.15 Paragraph 27 highlights that where an application fails to satisfy the sequential test or is likely to have a significant adverse impact on one or more of the above factors, it should be refused. The term ‘significant adverse’ is not defined with the NPPF.

- 1.16 Paragraph 34 deals with sustainable transport and highlights that plans and decisions should ensure that development that generates significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. In this context, paragraph 37 states that:

“Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.”

Ministerial Statement: Planning for Growth (23 March 2011)

- 1.17 The Ministerial Statement for Growth (which has not been revoked by the introduction of the NPPF) sets out a set of proposals to help build Britain's economy and provides a useful baseline to consider the key aims and objectives of the Government.
- 1.18 The planning system has a key role to play in growth, vital to rebuilding Britain's economy, by ensuring sustainable development is able to proceed as easily as possible. The statement sets out steps the Government expects local planning authorities to take to achieve this prior to planning reform.
- 1.19 Planning authorities are to meet the housing, business and other development needs of their areas and respond positively to wider opportunities for growth. When making decisions they should, *inter alia*:
- Consider fully the importance of national planning policies aimed at fostering economic growth and employment, given the need to ensure a return to robust growth after the recent recession
 - Consider the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as increased consumer choice, more viable communities and more robust local economies (which may, where relevant, include matters such as job creation and business productivity)
 - Ensure they do not impose unnecessary burdens on development.
- 1.20 Applications securing sustainable growth that are consistent with national planning policy should be treated favourably.

Development Plan

- 1.21 Section 38(6) of the Planning and Compulsory Purchase Act (2004), states that regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 1.22 The development plan for Barnsley currently comprises the saved policies of the Unitary Development Plan adopted in 2000 and Barnsley Core Strategy adopted in 2011.

Barnsley UDP

- 1.23 The Barnsley UDP was adopted in December 2000 and a number of policies have been 'saved' pending the adoption of further LDF documents.
- 1.24 Saved Policy S3 deals with retail developments outside defined shopping centres and states that such development will only be permitted:
- a) *On a site allocated for that purpose in the plan*
 - b) *Where there is no suitable site available within a centre defined on the proposals map, or where there is no available allocated site, then on a site at the edge of a defined shopping centre so long as it can provide a satisfactorily functional connection thereto in terms of distance and physical*

relationship and where it is likely that the development of the site will generate joint trips to it and the adjacent centre, subject to the provisions of Policy S4 of the Plan [Policy S4 of the UDP has not been saved]

Or

- c) Where there is no suitable site available either within any of the centres defined above or in accordance with the requirements of (a) or (b), then on an out-of-centre site in a location accessible by a choice of means of transport, subject to the provisions of Policy S4 of the Plan*

- 1.25 Saved Policy S5 outlines that all retail development which would create a new shopping unit or units in excess of 930 sq m outside of the central and principle shopping centres will be subject to planning conditions which control the range and type of goods to be sold and the maximum or minimum unit size as measures by the gross floor area.

Barnsley Core Strategy

- 1.26 The Barnsley Core Strategy was adopted in September 2011 and considers the key elements of the planning and transportation framework for Barnsley.
- 1.27 The Core Strategy (Policy SP31) identifies the following settlement hierarchy:
- Town: Barnsley
 - District: Cudworth, Hoyland, Wombwell, Goldthorpe, Penistone and 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)
- 1.28 In considering this settlement hierarchy, the Core Strategy as the dominant town centre in the Borough. To ensure it continues to fulfil its sub regional role the majority of new retail and town centre development will be directed to Barnsley town centre.
- 1.29 Policy SP31 reflects national planning policy in requiring a sequential approach to be undertaken for new retail and town centre development.

Emerging Local Development Framework Documents

- 1.30 The Council are currently preparing the Barnsley Town Centre Area Action Plan. Whilst in the early stages of consultation, this document identifies key development sites in the town centre and lays out policies to guide their development and explains how this will be implemented.
- 1.31 The Council are

