
Ref: 2022/0056

Applicant: Mark Warrior – Warrior Developments Ltd

Description: Erection of a 1,979 sq.m (gross) retail unit (Use Class E) with vehicular and pedestrian accesses; parking; hard and soft landscaping; boundary treatments; trolley bay; electricity substation and associated works

Former Goldthorpe Primary School Site, High Street, Goldthorpe, Rotherham, S63 9NQ

Site Description

The application site comprises of a cleared parcel of land that is approximately 1ha in size that is located at the junction of High Street / Doncaster Road in the centre of Goldthorpe. The site was previously occupied by Goldthorpe Primary School. However, following the relocation of the school the buildings were cleared leaving behind a derelict site.

The site lies within Goldthorpe District Centre and there is an ASDA supermarket and residential properties on Market Street to the direct south of the site. The western boundary of the site is formed by High Street beyond which lies a terrace of retail and commercial properties. Goldthorpe Police Station lies on the opposite side of the High Street / Doncaster Road junction. Doncaster Road forms the northern boundary of the site and the retail and commercial properties located along here for the majority of the primary shopping frontage.

The site is broadly flat and the western and northern boundaries fronting High Street and Doncaster Road are formed by a low level red brick wall with pillars and metal railing infills, although this transitions to a solid brick wall towards the south western corner of the site. Vehicular access to the former school was achieved from High Street and there are also pedestrian access points on both High Street and Doncaster Road

There is evidence of more mature tree and shrub planting to the eastern boundary adjoining St Mark's Methodist Church and the southern boundary with residential properties on Market Street and the ASDA Supermarket. There are also 3 No. Ash trees to the northern boundary of the site adjoining Doncaster Road

Proposed Development

It is proposed to erect a retail unit on the site, in the south-eastern corner with parking arranged to the front and side and access from High Street.

The proposed store will provide 1,979 m² of retail floor space across one level. The building design has a mono pitched roof and is clad white to the sides with grey cladding to the roof. There is full height glazing to the principle elevation, facing High Street which extends around the corner of the building to part of the elevation facing onto Doncaster Road.

Servicing is to the side of the building, adjacent properties backing onto the site from Market Street.

Customer parking accommodates 110 spaces, including 6 disabled bays, 8 parent and child bays and 6 spaces with electric vehicle charging. Access is via High Street for vehicles, and there are various pedestrian routes into the site from High Street and Doncaster Road.

Landscaping is shown around the site boundaries including a buffer around the building itself. The three mature Ash Trees along the Doncaster Road frontage are retained.

A sub station is proposed on the site, close to the junction of Doncaster Road and High Street.

Planning History

2016/0553 – Demolition of existing school (Prior Notification). Prior approval was granted by the Council 25/08/2016.

2019/0518 - Erection of a 1,394 sq.m (gross) retail unit (Use Class A1) with access, car parking, hard and soft landscaping, trolley bays, electricity substation and associated works - Approved

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The new Local Plan was adopted at the full Council meeting held 3rd January 2019. In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision making process.

The site is allocated within the District Centre of Goldthorpe as shown on the Local Plan Proposals Map

Policy GD1 'General Development' provides a starting point for making decisions on all proposals for development setting out various criteria against which applications will be assessed.

Policy LG2 'Location of Growth' give priority to Urban Barnsley and the Principle Towns which includes Goldthorpe.

Policy T3 'New Development and Sustainable Travel' looks to promote growth in sustainable, accessible locations.

Policy T4 'New development and Transport Safety' expects new development to provide safe, secure and convenient access and movement.

Policy D1 'Design' sets various criteria against which the design of development will be judged.

Policy TC1 'Town Centres' supports maintaining and enhancing the vitality and viability of the hierarchy of centres.

Other relevant policies include:

Policy TC2 'Primary and Secondary Shopping Frontages'

BIO1 'Biodiversity and Geodiversity'

Policy CC1 'Climate Change'

Policy CC2 'Sustainable Design and Construction'

Policy CC3 'Flood Risk'

Policy CC4 'Sustainable Drainage Systems'

Policy RE1 'Low Carbon and Renewable Energy'

Poll1 'Pollution Control and Protection'

NPPF

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Consultations

Air Quality – The proposed includes less than 10% of the parking spaces as having EVCP, this is contrary to the requirements of the Sustainable Travel SPD. However, an Electric Vehicle Charge Point and Infrastructure Strategy has been provided which confirms that charge points will be 22kw fast chargers, which exceeds the Council's minimum specification of 7kw mode 3, reducing charging times. In addition, infrastructure will be in place to increase the number of EVCP to cover 20% of parking on the site as demand arises. This is acceptable and the strategy will be included in the list of approved documents.

Biodiversity – No objections subject to conditions and a S106 payment to offset biodiversity impact. More detail in the report.

Drainage – No objections subject to a suitable condition requiring drainage details

Enterprising Barnsley – Support the proposal

Highways – Support subject to the same conditions applied to 2019/0518, including a car park maximum stay to encourage linked trips.

Regulatory Services – The servicing area is close to existing residential properties, giving rise to potential noise issues. Restricted hours for deliveries have been agreed and a Noise Management Plan has been conditioned alongside an acoustic fence. This will mitigate the noise, albeit not remove it.

South Yorkshire Police – No comments

Superfast South Yorkshire – Requested standard condition.

Trees – No objection subject to conditions.

Yorkshire Water – No objections subject to conditions.

Ward Councillors – No comments received.

Representations

The application has been advertised by neighbour notifications to 81 residents. In total 2 comments have been received one raising concerns that the existing congestion issues and how the development will make these worse. A second letter is in support, welcoming the proposed development and the potential to improve confidence in the town as well as attracting people to shop there.

Assessment

The site was last used as a primary school. Policy I2 indicates that educational and community facilities would be protected from development unless it can be demonstrated that the site is no longer required by the existing or an alternative community facility. The school has been relocated as part of the Goldthorpe Masterplan which promotes a retail redevelopment on this site. The proposed retail development will secure local shops which are included in the list of community facilities which it is desirable to locate centrally to the communities they serve. Therefore, the proposed complies with Policy I2.

The proposed is on a brownfield site in Goldthorpe, which along with Thurnscoe and Bolton on Dearne is identified as a Principal Town within the hierarchy of settlements, with Goldthorpe the main focus for retail investment within the Dearne Towns area. The Dearne Towns are a priority in terms of housing and employment development with a focus on market renewal.

The proposed is located within the District Centre of Goldthorpe as identified on the Proposals Map and as such does not require either a sequential test, or a retail impact assessment. Policy TC1 states that support will be given for maintaining and enhancing the vitality and viability of centres with District Centres having an important role in serving localised catchments and meeting local needs. Retail and town centre developments are expected to be appropriate to the scale, role, function and character of the centres in which they are proposed. The supporting text identifies that Goldthorpe is one of the larger district centres with average vitality and viability. Reference is made to the Goldthorpe Masterplan (2008) for the town and an economic study undertaken at the time which identified that the centre had sufficient retail space and would benefit from consolidation to ensure its future viability and sustainability.

The Goldthorpe Masterplan (2008) has not been adopted as an SPD so can be given only limited weight. However, it is referenced in the Local Plan and includes a vision for this former school site to be redeveloped with a 20,000sq ft (equivalent to 1,858 sq.m) supermarket, to help reduce trade leakage, together with 200 parking spaces, a new public square and a potential outdoor market area. The proposed scheme will deliver more floorspace, being 1,979 sq.m but with reduced parking and no public square. Nevertheless, the layout which some includes public realm and 110 car parking spaces can be said to be broadly in compliance with the aspirations of the masterplan.

Overall, the proposed retail development is accepted to be appropriate to the scale role, function and character of Goldthorpe District Centre as it will bring an anchor store to a brownfield site in located prominently within the centre attracting shoppers and encouraging linked trips. This is in accordance with Local Plan Policy TC1.

The car parking provision proposed at 110 is within the range set out in the adopted Parking SPD. Furthermore, the applicant has agreed to allow for 2 hours car parking, supporting linked trips between the site and the wider shopping area of Goldthorpe. This can be seen as a benefit of the scheme particularly as other car parks in the area have been lost to development or are limited to 1 hour.

Taking account of all the above the proposed development is acceptable in land use planning policy terms.

Residential Amenity

There are a number of residential properties to the south and eastern boundaries of the site which would be impacted by the proposed development. In particular the servicing area for the store is located in this part of the site and therefore closest to the residential dwellings. This was raised when the previous application was being assessed (2019/0518) and although an alternative layout was sought, the applicant demonstrated that this would be difficult to achieve with the site constraints and as such a precedent has been set in this regard. The applicant has agreed to restricted hours for deliveries and to provide a detailed Noise Management Plan setting out how noise disturbance will be reduced and managed on the site. In addition, an acoustic fence is

proposed along the boundary. These measures will not remove all noise disturbance, however, as this is largely related to deliveries the impact is intermittent and not constant. No objections have been received from these residents.

The scale of the store is also a factor, being circa 75m along the rear elevation with a height of 5.1m to the ridge adjacent the rear of Market Street. The applicant has sought to address the requirements of the Residential Amenity and the Siting of Buildings SPD by providing a section on the layout plan which confirms that the building is 16m from the rear elevations of properties on Market Street and achieves the 25 degree rule in terms of access to daylight.

In terms of outlook, it is pertinent to note that along this boundary there is an existing high wall which the applicant is retaining and mature planting which is either being retained or will be replaced and reinforced by the planting of heavy standard trees. This would soften the appearance of the proposed store and the acoustic barrier for residents.

Therefore, the proposed is acceptable in residential amenity terms and accords with Local Plan Policies Poll1, Pollution Control and Protection and D1, Design and the accompanying SPD's.

Visual Amenity

The proposed store design is consistent with modern retail development incorporating a glazed entrance and white and grey composite cladding. Glazing has been incorporated to the side elevation, facing Doncaster Road, which along with the landscaping will create a frontage along this key route. However, the main visual impact of the proposed development can be said to be associated with the large expanse of car parking. The applicant has provided a detailed landscaping plan which includes areas of soft landscaping to all the boundaries. This soft landscaping is a good mix of standard and heavy standard trees, native hedgerows and shrubs and wildflower / grassed areas. Along the northern boundary, with Doncaster Road, a large landscape area is set aside with the 3 existing Ash Trees retained and clearly defined pedestrian routes into the site. This would extend the existing public realm improvement works undertaken to footpaths along this route and further details have been conditioned to ensure that this area ties in well. To the western boundary, the landscaping is less substantial but remains a strong belt of trees, hedgerows and ground cover which creates an attractive entrance into the site.

The substation is located close to the junction of High Street and Doncaster Road which is not ideal, being somewhat prominent. However, direct access is required and there are limited alternative locations as a result. A hedgerow along here will screen it softening the appearance.

Overall, the landscaping proposed would create an attractive development the Goldthorpe District Centre, where there is currently an empty and unsightly brownfield site. It is therefore, in compliance with Local Plan Policy D1, Design.

Sustainability

The site is previously developed land and is located within the existing District Centre of Goldthorpe. It is therefore located in a sustainable location and complies with the first aspect of Local Plan Policy CC1. The applicant has not provided any specific information with regards to the sustainability of the building but it is accepted that it would comply with the minimum requirements of building regulations in accordance with RE1. Also, a condition would be required achieve a minimum standard of BREEAM 'Very Good' as per Local Plan policy CC2 Sustainable Design and Construction.

In addition, cycle parking is provided, and the Travel Plan sets out how cycling and walking to work will be encouraged. The proposal also includes 6 fast charging points for electric vehicles with the infrastructure to increase provision on the site to 20% of the total spaces as demand arises. This is in accordance with Local Plan Policy T3 Sustainable Travel.

The drainage strategy and flood risk assessment provided confirm that the site is not located in an area at high risk of flooding in compliance with Policy CC3. However, further detail is required in relation to the drainage strategy proposed. This will be conditioned and wherever possible SUDS would be employed in accordance with Local Plan Policy CC1 and CC4.

The proposed scale and mix of landscaping on site has been scrutinised by the Ecology Officer along with the supporting Biodiversity reports and Metric. There is a minor loss of 0.25 units on the site, this relates to the mixed scrub and wildflower meadow areas that have developed since the site was cleared. There is also a substantial net gain of hedgerow units (0.94 units which is 2159.96% gain) proposed as part of the development, however, the rules require like for like replacement and so a contribution is proposed through the S106 to ensure the impact on biodiversity is fully mitigated. The onsite enhancements are secured through appropriate conditions and as the loss is small, in this case, a contribution has been agreed towards off site mitigation. On this basis the proposed complies with the requirements of BIO1 and the accompanying SPD Biodiversity and Geodiversity.

Highways

The proposals have been amended during the application process and now include a reduced number of 110 parking spaces rather than the previously proposed 121 spaces. This is still within the range set out in the SPD: Parking and is therefore acceptable. Swept paths showing a 16.5m articulated vehicle manoeuvring within the site have now been provided and demonstrate that the site layout can accommodate this size of delivery/service vehicle.

The Barnsley Road/Doncaster Road/High Street signalised junction has been assessed using the revised Committed Development flows as requested by our Traffic Signals department. The results show there will be some exceedance in queuing along High Street at peak periods. However, the increase is not severe and coupled with the fact that the assessment is robust, taking in a worst case scenario, it is concluded that the proposals are acceptable in terms of traffic generation and the resultant impact upon the local highway network.

The proposals are therefore considered acceptable from a highways development control perspective subject to appropriate conditions.

Conclusion

The proposed development, located within Goldthorpe District Centre would bring a currently vacant site back into use and secure a national retailer as an anchor store for the centre. The additional car parking with a maximum stay time of 2 hours would encourage linked trips enhancing the vitality and viability of the centre in accordance with Local Plan Policy TC1. The landscaping scheme would also create an attractive edge to the development which would contribute to place making and transform the character of the physical environment in this location. The Officer recommendation is for approval subject to conditions and a S106 Agreement to secure the 2 hour parking limit in the car park.

Recommendation

Grant – Subject to conditions and a S111 Agreement (to secure 2 hour parking limit for the car park and £6,250 to offset biodiversity)