PPS4 Statement

The Former Woodman Public House,

Wakefield Road,

Barnsley

Prepared on behalf of

Donald Cooke Limited

1 INTRODUCTION

1.1 This statement covers the proposed application for the site and the location of the site in relation to the relevant national, regional and local policies. It then highlights the properties and sites that have been previously identified and why they are unsuitable.

2 THE SITE

2.1 The site is located to the north of Wakefield Road (A61) just to the south of its junction with Rotherham Road (A633). The A61 is one of the main routes connecting Barnsley Town Centre with Wakefield to the North of the town.

2.2 The site is currently vacant following the demolition of the public house due to a fire under the previous occupier. The public house was demolished due to health and safety reasons.

2.3 Immediately to the north of the site is Quarry Street with an area of waste land in front of 4 detached houses. To the east of the site are a small number of 2 storey houses and apartments.

2.4 To the south of the site is a motor cycles and vehicles sales site.

2.5 To the west of the site is the quarry edge and a footpath which leads to the wooded recreation area and the housing estate beyond.

2.6 Opposite the site are a small number of houses and apartments, as well as a motor dealership.

2.7 The site is located within walking distance of residential areas and retail areas. The site is also well served by public transport, with the bus stop positioned immediately in front of the site.

3 THE CURRENT APPLICATION

3.1 The application is for the construction of a two storey retail unit for a pet supplies company, Donald Cooke Ltd, with car parking, landscaping and boundary treatments.

3.2 The front of the unit facing Wakefield Road, will be full height glazed curtain walling with signage and entrance and exit doors. The left and the right elevation from ground level to approx 2.2m will be rendered concrete block work. Above this will be a narrow rib cladding system, providing a good level of insulation.

3.3 The rear elevation will be as the side elevations although, the rendered block work wall will rise higher in order that a ramp for loading purposes from the car park to the double doors can be supported if required. This elevation will also include three sets of fire doors.

3.4 Two floors there will be 9000 sqft of retail sales. There will also be approximately 1000 sqft of office and storage.

3.5 The site will contain 30 car parking space, with 2 disabled and 2 parent and child. There will also be cycle spaces to facilitate alternative means of transport. There will be car parking to the front and rear of the property, the

rear car park will be accessed via a ramp, in order to make the best use of the severe levels across the site. The rear car park will be approximately level with the finished floor level of the first floor.

4. Planning Policy

4.1 A number of national and local planning policies are applicable to the proposed application at this site. These policies are considered below:

The Development Plan

The Core Strategy

4.2 The Barnsley Core Strategy was adopted by Full Council on 8 September 2011 and forms part of the Development Plan Documents. The Core Strategy supersedes a number of policies within the Unitary Development Plan, however, until all the DPDs are completed and adopted, 'saved' policies from within the UDP will continue to form part of the policy context for planning decisions alongside current national policy. The strategy sets out Barnsley Council's vision for the next 15-20 years and is the principal document within the Local Development Framework. It is split into several parts, namely: Relationship to other plans and strategies (including national, regional and local strategies, plans and guidance), Context, Vision, Spatial Strategy, Spatial Portrait, Strategic Objectives, Monitoring and Indicators, along with a section dedicated to the Core Policies.

4.3 Policy CSP 1 relates to climate change and expectations in relation to developments. It states that:

> Development will be expected to:
>
> - Reduce and mitigate the impact of growth on the environment and carbon emissions

- Ensure existing and new communities are resilient to climate change
- 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.

It goes on to state that:

> We will take action to adapt to climate change by:
>
> - Giving preference to development of previously developed land in sustainable locations;
> - Locating and designing development to reduce the risk of flooding (CSP 4);
> - Promoting the use of sustainable drainage systems (CSP 3).

4.4 Policy CSP 2 relates to sustainable construction and states that new developments 'will be expected to demonstrate how it minimises resource and energy consumption, compared to the minimum target under current Building Regulations legislation' along with how the design and location withstands longer term impacts of climate change.

4.3 Policy CSP8 relates to the locations of growth and asserts that priority will be given to development in Urban Barnsley along with various Principal Towns. Policy CSP 8 goes on to state that: 'Urban Barnsley will be expected to accommodate significantly more growth than any individual Principal Town to accord with its place in the settlement hierarchy'. The supporting text states

that this approach ‘is advocated to encourage development in specific locations to ensure the spatial strategy for the borough is achieved’. It goes on to state that ‘Urban Barnsley will be the main focus for employment, shopping, health, leisure, business and public services in the region’.

4.5 Policy CSP 25 relates to new developments and sustainable travel. There is an expectation that new developments will be located and designed to reduce the need to travel and will be accessible to public transport and meet the needs of pedestrians and cyclists. This policy also specifies that new developments must provide minimum levels of parking for two wheeled vehicles including cycles and scooters and that provision must be made for minimum parking requirements for people with disabilities.

4.6 In general design terms, Policy CSP 29 expects that new developments will be of high quality and will take advantage and enhance the distinctive features of the area. New developments are expected to contribute to place making and to contribute to a healthy, safe and sustainable environment. It also states that developments should ‘help to transform the character of physical environments that have become run down’. New developments should be safely accessible to disabled people, older people and meet the needs of families and children.

4.7 Policy CSP 31 relates to the Town Centre and its sub regional role. The policy states that: ‘the majority of new retail and town centre development will be directed to Barnsley Town Centre…A sequential approach will be used to assess proposals for new retail and town center development’. However,

edge of centre and out of centre development will be considered where it meets the requirements of Planning Policy Statement 4.

4.8 Policy CSP 42 relates to infrastructure and planning obligations in relation to new developments and states that: 'Development must contribute as necessary to meet all on and off site infrastructure requirements to enable development to take place satisfactorily'.

Unitary Development Plan

4.6 The Barnsley UDP was adopted in December 2000 and is made of up of two parts. The first part, Volume 1, relates to Strategy, Policy and Justification and contains borough wide development strategies and policies. Volume 2 relates to specific community areas including employment and land use along with specific policies. Volume 2 is also accompanied by the Proposals Map, which is the adopted Proposals Map until the Development Sites and Places DPD and the Barnsley Town Centre Area Action Plan are formally adopted.

4.7 The proposed site falls within Barnsley Urban Community Area in the UDP Proposals Maps and is situated within an area designated for Mixed Use.

4.8 Policy ED4 relates to economic development and residential amenity including the likely impact of the following on residential amenity:

> "A) Air pollution including smell, fumes, smoke, soot, ash, dust or grit.
>
> B) Noise from operation on, or traffic entering or leaving the site.
>
> C) Visually intrusive buildings, plant, fencing, lighting or outside storage."

4.8 Policy S3 relates to retail developments outside the defined shopping centres specified within the Proposals Map. It states that:

> "All new retail development (including that for both convenience and comparison goods) which is proposed on a site outside the central shopping area of Barnsley Town Centre and the principal shopping and commercial centres defined on the Proposals Map 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 center so long as it can provide a satisfactory functional connection thereto in terms of distance and physical relationship and where trips to it and the adjacent centre, subject to the provisions of Policy S4 of the plan.
>
> 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 an out-of-center site in a location accessible by a choice of means of transport, subject to the provisions of S4 of the Plan.

PPS 4 – Planning for Sustainable Economic Growth

4.6 PPS4 sets out the Government's planning policy for economic development, including employment development, public and community uses as well as the main town centre uses, which include:

- Retail development (including warehouse clubs and factory outlets);
- Leisure, entertainment facilities and more intensive sporting and recreational facilities;
- Offices;
- Arts, culture and tourism development.

4.7 The policies set out in PPS 4 apply to development which will achieve at least one of the following objectives:

i) Provides employment opportunities

ii) Generates wealth, or

iii) Produces or generates economic output or product.

4.8 PPS 4 is therefore relevant to the proposed retail development and is a material consideration which should be taken into account in its determination.

4.10 Relevant policies for consideration within PPS4 include:

- "EC10 Determining planning applications for economic development;
- EC11 Determining planning applications for economic development (other than the main town centre uses) not in accordance with an up to date development plan.

- EC15 The consideration of sequential assessment for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan.
- EC16 The impact assessment for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan.
- EC17 The consideration of planning applications for development of main town centre uses not in a centre and not in an up to date development plan."

4.11 The main town centre uses which are applicable to PPS4 are:

- Retail development (including warehouse clubs and factory outlets);
- Leisure and entertainment facilities, including more intensive sporting and recreational uses;
- Offices;
- Arts, culture and tourism development.

5. Planning Considerations

5.1 Policy EC10 Determining Applications for Economic Development

5.1.1 In accordance with policy EC 10.1 local planning authorities should adopt a positive and constructive approach to planning applications for economic development and proposals that secure sustainable economic growth should be treated favourably.

5.1.2 Policy EC10.2 requires that: ‘all planning applications for economic development should be assessed against the following impact considerations:

a) ‘Whether the proposal has been planned over the lifetime of the development to limit carbon dioxide emissions and minimise vulnerability and provide resilience to climate change.

b) The accessibility of the proposal by a choice of means of transport including walking, cycling, public transport and the car, the effect of the local traffic levels and congestion (especially to the trunk road network) after public transport and traffic management measures have been secured.

c) Whether the proposal secures a high quality and inclusive design which takes the opportunities available for improving the character and quality of the area and the way it functions.

d) The impact on economic and physical regeneration in the area including the impact on deprived areas and social inclusion objectives.

e) The impact on local employment.’

5.1.3 Policy EC10.2 (a) Climate change considerations

In order to take into account climate change considerations the new building uses timber from sustainable resources and environmentally friendly products during the construction. The building will be heavily insulated in order to conserve energy and reduce heating in the winter and aid cooling in the summer.

New technologies and sustainable construction techniques will also be used in order increase energy efficiency and minimise carbon emissions. In accordance with CSP1 and CSP2

5.1.4 Policy EC10.2 (b) accessibility. (CSP 25)

The unit is accessible by walking, cycling, bus and car and will not increase trips above the use of a Public House.

The site will be accessible on foot off Quarry Street and Wakefield Road and the site is within easy walking distance of residential areas.

Immediately in front of the site is the bus stop which facilitates access.

Cycle spaces and hoops will also be provided for scooters and bikes.

As Wakefield Road has other retail premises and is often used to access the town centre, many customers using the site are likely to combine their visit creating link trips, therefore reducing congestion.

The transport consultant has covered the trip generation within their report and the proposal has less trip generation than a pub which was the site's previous use.

Regarding noise from operation on, or traffic entering or leaving the site, as raised in Policy ED4B, there will be very little noise caused by the operation of the site, and only with traffic entering or leaving the site. This noise is likely to be minimal and mainly from cars. It is also likely to be less noise than that created by a Public House and within normal retail opening hours.

It is proposed a new access is formed off Quarry Street in order to improve access to the site. (CSP 42)

5.1.6 Policy EC10.2 (c) Design considerations (CSP 29)

The surrounding buildings are of varying design styles and age, although the most recent appear to be two storey cladded retail / trade counters. During our pre application discussions the Local Authority were satisfied with this forming the design principal.

In order to achieve a high quality of design the building is a two storey building to utilise the space of the site effectively as well as to maintain aesthetic proportions.

The front of the property is two storey glazed curtain walling facing Wakefield Road, which will create an impressive front and a contrast between the glazing at the front and the cladding to the sides. It also conveys the use of the building. The front of the building will have entrances at the front of the car park for the ease of the customers.

The cladding on the remaining three sides will be a narrow rib, highly insulated composite quality cladding. This cladding is pre-coated and requires little maintenance for many years.

The building, both internally and externally, will have a very modern feel.

The location of the building on the site makes the best use of the difficult sloping nature of the site and the poor quality ground. The car park at the rear of the property will be level with the first floor in order to reduce excavation and the height of retaining walls.

5.1.7 Policy EC10 (d) Economic and Physical Regeneration Considerations (CSP 29)

The business will not only serve the community, create jobs and investment to the area, it will bring a disused difficult site back into use.

5.1.8 Policy EC10 (e) Local Employment

Initially during the construction stage there will be considerable temporary jobs created, and the works will be tendered to contractors including those locally based.

Once the business is open, it will create initially 7 jobs with the potential to create 10 jobs. The majority of the employees will be from the local area, as with the store in Rotherham. The jobs will be a mixture of full and part-time positions and suitable for all age ranges.

Donald Cooke's provide and invest in training to all their staff, which in turn can lead to career progression. This benefits the individuals and the business. The recruitment process will start during the construction period and the jobs will be advertised locally.

The part-time positions are often attractive to a wide variety of people including single parents, people who wish to get back into work, people wanting to study part-time etc.

5.2 Policy EC11 Determining planning application for economic development (other than main town centre uses) not in accordance with an up to date development plan

5.2.1 Policy EC11 states that: 'In determining planning applications for economic development other than for main town centre uses which are not in accordance with the development plan, local planning authorities should:

a) Weigh market and other economic information alongside environmental and social information;

b) Take full account of any longer term benefits, as well as the costs, of development, such as job creation or improved productivity including any wider benefits to national, regional or local economies; and

c) Consider whether those proposals help to meet the wider objectives of the development plan.'

Sections a, b and c are covered in other areas of the report to avoid duplication.

5.3 Policy EC15 The consideration of sequential assessments for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan.

5.3.1 Policy EC15.1 makes the following relevant statements: ‘In considering sequential assessments required under policy EC14.3 local planning authorities should:

a) Ensure that sites are assessed for their availability, suitability and viability;

b) Ensure that all in centre options have been thoroughly assessed before less central sites are considered;

c) Ensure that where it has been demonstrated that there are no town centre sites to accommodate a proposed development, preference is given to edge of centre locations which are well connected to the centre by means of easy pedestrian access;’

Sequential Assessment (Policy EC15)

5.3.2 Under PPS4 the Government guidance requires a sequential approach to be carried out with regards to site selection for development proposals for town centre uses that are outside the town centre and not allocated within the current development plan, in order to assess their availability, suitability and viability.

5.3.3 During the pre-application discussions undertaken with the Council, the following areas were identified for inclusion within the Sequential Assessment:

- Barnsley Town Centre
- The Peel Retail Park
- Wakefield Road / Old Mill Lane

5.3.4 All the centres were inspected in order to view any sites being advertised as available.

5.3.5 As well as visiting the areas we have also completed a search of local agents to establish any suitable properties.

5.3.6 The application proposal is for a 929 sqm retail store, of which around 836 sqm will be sales area split over two floors, along with around 93 sqm to be used as offices by the end user.

5.3.7 The pet supplies business will sell their own name products (manufactured in Rotherham) and brand name goods for a variety of pets including dogs, cats, fish, rabbits, hamsters and wild birds. The site will also stock fish bait and feed for chickens and other products that would be used on small holdings.

5.3.8 A large proportion of the goods sold is animal feed, and due to the weight of the bags and products, staff carry goods to customers' vehicles as part of the service. Due to insurance purposes they need to have a dedicated car park classed as their premises.

5.3.9 Whilst there are a number of vacant units within the Barnsley Town Centre, there are no units with suitable floor space or with car parking. The empty units are included within the tables below:

5.3.10 Currently, The Peel Retail Park is fully occupied.

5.3.11 Wakefield Road / Old Mill Lane currently has a number of retail and trade units, including KFC, Topps Tiles, The Carphone Warehouse and Wickes. There were two vacant sites identified on Wakefield Road as below:

5.3.12 The Former Sportsman Public House, Wakefield Road

The site visit identified a piece of land being marketed by Stanhope Property Consultancy: The former Sportsman Public House which is only 0.3 acre and therefore too small and unsuitable.

5.3.13 Centenary Works, Wakefield Road

This site was previously a tyre and exhaust repair centre. The buildings currently occupy 415sqm. This property and car parking is too small for our Client's use and it is not possible to extend the property further.

5.3.14 As part of our investigation we identified the following A1 units currently being marketed in Barnsley Town Centre. They are unsuitable as they are between 50% and 80% too small with no car parking facilities to assist with the purchase of bulky goods.

Address	Street	Unit size (sq m)
32-34 Eldon Street, Barnsley, S70 2JB	Eldon Street	22
10 Old Mill Lane, Barnsley, S70 2LA	Old Mill Lane	23
17 The Arcade, Barnsley, S70 2QP	The Arcade	36
20 Shambles Street, Barnsley, S70 2SW	Shambles Street	74
10 Peel Square, Barnsley, S70 1YA	Peel Square	76

1 New Street, Barnsley, S70 1RX	New Street	78
3 Market Street, Barnsley, S70 1SL	Market Street	82
32-34 Eldon Street, Barnsley, S70 2JB	Eldon Street	91
2-4a Eldon Street North, Barnsley, S71 1LF	Eldon Street North	103
1 Peel Street Arcade, Barnsley, S70 2RS	Peel Street Arcade	107
11 Market Hill, Barnsley, S70 2PX	Market Hill	145
48 Market Street, Barnsley, S70 1SN	Market Street	159
Barnsley Interchange, Midland Street, Barnsley, S70 1SE	Midland Street	235
31-33 Eldon Street, Barnsley, S70 2JJ	Eldon Street	587

5.3.15 We also identified the following A1 units currently being marketed outside Barnsley Town Centre. They are unsuitable as they are between 80% and 95% too small.

Address	Street	Unit size (sq m)
21 New Street, Barnsley, S70 1RZ	New Street	53
120 Sheffield Road, Barnsley, S70 1JB	Sheffield Road	55

76 Commercial Street, Barnsley, S70 4PA	Commercial Street	77
126-132 Sheffield Road, Barnsley, S70 1JB	Sheffield Road	198
126-132 Sheffield Road, Barnsley, S70 1JB	Sheffield Road	216

5.3.16 The following property falls under A1 use class, however, they are not suitable as the floor space is in excess of our Client's requirements by over 50% and has no car parking facilities.

Address	Street	Unit size (sq m)
Permanent Building, Regent Street, Barnsley, S70 2EH	Regent Street	1626

The following properties are available between 800sqm and 1100 sqm, but these are unsuitable as they are offices within an office park.

Address	Street	Unit size (sq m)
Fields End, Fields End, Barnsley, S75 9TH	Fields End	841
Fields End, Fields End, Barnsley, S75 9TH	Fields End	848

5.3.18 Conclusion

Under Policy EC15 there are no sequentially preferable sites for Donald Cooke Ltd, in Barnsley Town Centre, The Peel Retail Park or on Wakefield Road that provide the suitable floor space, site size or car parking**.**

5.4 Policy EC16 The Impact Assessment for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan

5.4.1 Policy EC16.1 states that: 'Planning applications for main town centres uses that are not in a centre (unless EC16.1.e applies) and not in accordance with an up to date development plan should be assessed against the following impacts on centres:

a) The impact of the proposal on existing committed and planned public and private investment in a centre or centres in the catchments area of the proposal;

b) The impact of the proposal on town centre vitality and viability, including local consumer choice and the range and quality of the comparison and convenience retail offer;

c) The impact of the proposal on allocated sites outside town centres being developed in accordance with the development plan;

d) In the context of a retail of leisure proposal, the impact of the proposal on in-centre trade/turnover and on trade in the wider area, taking account of current and future consumer expenditure capacity in the catchments area up

to five years from the time the application is made, and, where applicable, on the rural economy;

e) If located in or on the edge of a town centre, whether the proposal is of an appropriate scale (in terms of gross floor space) in relation to the size of the centre and its role in the hierarchy of centres;

f) Any locally important impacts on centres under Policy EC3.1.e'.

During our enquires with the Local Authority the following were identified:

- There are no allocated sites in close proximity to the site
- The site is not in or on the edge of the centre
- The Local Authority has not identified any locally important impacts

EC.16.1.a Impact on investment - In the last few years there has been significant development and regeneration in the town. Due to the size and nature of our client's business there will be no impact on this development and regeneration in the town.

EC.16.1.b The impact on town centre vitality and viability – The Town centre is a busy town centre with large brand shops ie M&S, Argos, HMV, W.H.Smith. It also has the Alhambra Shopping Centre. A pet supplies company is unlikely to affect the vitality and viability of the Town Centre and Donald Cookes would not want this to happen.

EC.16.1.d The impact on in-centre trade/turnover

Donald Cooke Supply pet supplies for a variety of animals including dogs, cats, fish, birds, hamsters, and chickens. They stock a mix of branded goods, as well as their own manufactured feeds, and these are produced at their premises in Rotherham.

Unlike the small pet shops, many of which Donald Cooke's supply (and would not want to see this market deterate) The store sells larger bulk quantity as well as feeds for small holdings, which is why they require a car parking area to assist customers with their purchases. Most of the competition selling large own brand bulk products are located in rural areas often linked to farms, therefore these will be little impact, on the nearby centres.

Unlike the food stores that sell some of the brands, like Whiskers, Felix etc. Donald Cooke's sell a wider variety, giving customers more choice.

In the Peel Retail Park there is a Pets at Home, which do sell some of the same product lines, however they also sell Pets and is more aligned with the domestic pet market. Pets at Home is a very large national business, with a large brand and buying power. Donald Cooke's do not sell animals and will sell a variety of types of feed and are unlikely to have any significant impact on Pets at Home.

Donald Cooke's will also stock angling products which Pets at Home do not. A search shows there are very few in Barnsley the nearest supplies are Darfield and Hoyland, and their trade is unlikely to affected.

Overall, due to the type and nature of the products sold, it is unlikely to have any significant impact on other businesses.

Donald Cooke's also currently employ local firms for their deliveries, web site, and the supply of the staff uniforms. Therefore the expansion of the retail side of the business will create further work for local companies.

5.5 Policy EC17 The consideration of planning applications for developments of main town centre uses not in a centre and not in accordance with an up to date development plan

5.5.1 Policy EC17.1 states that: 'Planning applications for main town centre uses that are not in an existing centre and not in accordance with an up to date development plan should be refused planning permission where:

a) The applicant has not demonstrated compliance with the requirements [of] the sequential approach (Policy EC15); or

b) There is clear evidence that the proposal is likely to lead to significant adverse impacts in terms of any one of [the] impact set out in Policies EC10.2 and EC16.1 (the Impact Assessment) taking account of the

likely cumulative effect of recent permission, developments under construction and completed developments.'

5.5.2 Policy EC17.2 states that: 'Where no significant adverse impacts have been identified under Policies EC10.2 and EC16.1, planning applications should be determined by taking account of:

a) The positive and negative impacts of the proposal in terms of Policies EC10.2 and EC 16.1 and any other material considerations; and

b) The likely cumulative effect of recent permissions, developments under construction and completed developments'.

5.5.3 EC17.3 states that: 'Judgements about the extent and significance of any impacts should be informed by the development plan (where this is up to date). Recent local assessments of the health of town centres which take account of the vitality and viability indicators in annex D of this policy statement and any other published local information (such as a town centre or retail strategy), will also be relevant'.

5.5.4 EC17 – Conclusion

This report has demonstrated the requirement of the property to be built using a sequential approach and it will not cause significant adverse impact to the any of the set impacts.

We have demonstrated that:

- There are no suitable properties available the right size and with car parking.
- The business will create jobs and investment
- It will bring a redundant disused site back into use and will improve the access to the site
- The building constructed will be of a modern and sustainable design.
- There will be minimal affect on local pet food retailers and there are few supplies of pet food and angling supplies in the vicinity.
- Many South Yorkshire firms are employed by the company and the company expansion will increase trade to these companies.