November 2012

# Land at Midland Road, Royston

## Planning Policy Statement for a Detailed Planning Application for the Erection of 143 Residential Units, Supermarket (Use Class A1), Petrol Filling Station, Additional Parking for Community Campus, Public Open Space, Landscaping, Access, Parking and Ancillary Works and Outline Application for Health Centre (Use Class D1) with all Matters Reserved

On behalf of

Kier Property Developments Limited

Prepared by

I D Planning
Atlas House
31 King Street
Leeds
LS1 2HL

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# 1.0 Introduction

1.1 This Planning Policy Statement has been prepared on behalf of Kier Property to support a hybrid planning application for:

**Detailed planning application for the erection of 143 residential units, supermarket (Use Class A1), petrol filling station, additional parking for Community Campus, public open space, landscaping, access, parking and ancillary works. Outline application for Health Centre (Use Class D1) with all matters reserved ("the proposed development")**

1.2 This statement describes the application site before identifying and examining relevant planning issues in the context of both the development plan and the advice of Central Government. In seeking to establish whether the proposed use is appropriate, particular regard has been had to the statutory development plan and the National Planning Policy Framework. The application is supported by the following documents and plans:

- Application form and certificates;
- Design and Access Statement;
- Planning Policy Statement;
- Retail Assessment;
- Transportation Assessment;
- Draft Framework Travel Plan
- Air Quality Assessment;
- BREEAM Pre-Assessment Report for Supermarket & Health Centre;
- Housing Planning Policy Statement;
- Building For Life Assessment;
- Housing – General Sustainability Statement;
- Contaminated Land Assessment - Phase 1;
- Ecological Study;
- Flood Risk Assessment/Drainage Strategy;
- Landscape Masterplan and Report;
- Noise Impact Assessment;
- Statement of Community Involvement;
- Tree Survey;
- Topographical Survey
- Site Location Plan;
- Site Layout Plan, as proposed;
- Scheme plans (See schedule of plans/Documents enclosed with submission).

## 2.0 Site Description

2.1 The site is approximately 7.12ha in size and is now vacant having previously been occupied by Royston High School. The previous school buildings were demolished in 2010.

2.2 The site is bordered in all directions by residential development. A small Asda foodstore lies to the east of the site along with some other small retail units. Royston Civic Centre and a library lie to the west of the site. To the south is a mix of residential properties and other uses including a place of worship.

2.3 Vehicular access to the site is currently from Midland Road. Pedestrian access is via the same route with further access from Rushton Drive and Station Road. Warren Walk crosses the site east/west and provides a pedestrian link between Station Road and Rushton Drive.

2.4 In terms of public transport, Royston is currently served by four local bus routes that provide links to a number of settlements between Barnsley and Wakefield. Three of the services operate within close proximity to the site (57, 59 and 194), with bus stops located at various locations along Midland Road and Station Road.

2.5 The site is allocated in the adopted Proposals Map as a community facility. However, the Development Sites and Places Development Plan Document, *proposes the site is allocated for residential purposes* with an element of retail and other community facilities reflecting the closure of the school. This document was on consultation in September 2012 and is expected to be adopted by the end of 2013.

## 3.0 The Proposed Development

3.1 This statement accompanies a hybrid application which includes proposals for residential development. The Design and Access Statement and submitted plans show how the site's physical and policy context have been fully considered and respected as part of the proposals.

### Residential

3.2 The submitted drawings demonstrate how the proposed residential development can be accommodated on the site. The main site access is proposed from The Lane with internal access roads to be provided. Warren Walk will be maintained to allow pedestrian access to the site.

3.3 The layout shows a variety of housing types of varying sizes, all with parking facilities and private gardens. In total the layout shows 143 dwellings, which would have two, three and four bedrooms. It is anticipated the dwellings would be 2 and 2.5 storeys in height and would respect the existing dwellings in the locality in terms of design.

3.4 Further details on the elevation treatment and internal layout of the dwellings can be found in the supporting Design and Access Statement and on the technical drawings submitted with the application. In summary the new buildings will be designed to reflect the scale and proportions of the existing buildings adjacent to the site.

### Commercial

3.5 The commercial element includes provision of a Class A1 supermarket along with a petrol filling station and health centre together with associated car parking and access roads. Full planning permission is sought for the supermarket and outline consent for the health centre. Once operational the commercial element will serve the residents of Royston linking with the existing defined centre on Midland Road.

3.6 Given the limited walking distance between the proposed commercial elements and the defined centre, it is considered visitors to the site would have convenient access to other shops and services in the centre thus encouraging linked trips and increased activity/footfall in the centre. This would benefit existing traders and act as a catalyst to attract new retailers/services to the centre.

3.7 The supermarket itself measures 3,066m$^2$ gross (1,858m$^2$ net) and would be of sufficient size in this context to attract shoppers back to Royston for their main food shop. The supermarket would provide predominantly convenience goods with a complementary non-food offer. The supermarket's convenience range would be of sufficient size to provide for the main food shop in the context of provision elsewhere. The modern store would do much to improve food shopping provision in Royston and encourage residents and those living

in the nearby settlements to visit the centre for their main food shop and visit other shops/services as part of the same trip.

3.8 Further details on the proposed supermarket can be found in the supporting NPPF Retail Assessment.

3.9 The health centre will be located to the south of the supermarket. Details of the health centre will be dealt with as part of a separate reserved matters application in due course.

## Public Open Space

3.10 To the south of the residential development is an area of public open space. It is anticipated this area will predominantly be grassed to provide space for children to play and therefore shrub planting would be restricted to peripheral locations. Along with a children's play area it will provide an attractive area of public open space for those living and working in the area.

3.11 The public open space will be overlooked by some of the proposed dwellings which will provide natural surveillance of this area.

## 4.0 Planning Policy Review

### National Planning Policy Framework

4.1 The National Planning Policy Framework ("NPPF") was published in March 2012 and replaces virtually all previous national guidance. The introduction to the document confirms it should be a material consideration in the determination of planning applications.

4.2 The NPPF is clear there should be a presumption in favour of sustainable development where there is no conflict with the development plan.

4.3 The NPPF sets out 12 key principles which planning should seek to adhere to. These include:

- Proactively drive and support sustainable economic development to deliver the homes and thriving places the country needs;
- Seek to secure high quality design and a good standard of amenity for all existing and future occupiers of land and buildings;
- Encourage the effective use of land by reusing land which has previously been developed; and
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

4.4 The NPPF sets out guidance on a number of different themes, some of which are relevant to the proposed development.

4.5 Starting with economic development the NPPF is clear the Government is committed to securing economic growth in order to create jobs as well as ensuring the planning system does everything it can to support sustainable economic growth. Consequently "significant weight should be placed on the need to support economic growth through the planning system" (paragraphs 18 and 19).

4.6 Turning to retail matters, the NPPF includes reference to both the 'impact' and 'sequential tests'. Paragraph 24 of the NPPF indicates 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. Impact assessments are required for retail development outside town centres which are not in accordance with an up to date Local Plan and for developments over a threshold of 2,500m$^2$ unless there is a locally set threshold (paragraph 25).

4.7 The NPPF also deals with housing matters and states there is a requirement for local authorities to have a five year supply of deliverable housing sites (paragraph 47).

4.8 The document goes on to state there is a need to deliver a wide choice of high quality homes in order to create sustainable, inclusive and mixed communities (paragraph 50).

4.9 The NPPF also considers design matters and states the Government attaches great importance to the design of the built environment (paragraph 56). As such developments should function well and add to the quality of an area, as well as optimising the potential of the site to accommodate development. Developments should also be visually attractive and create safe and accessible environments (paragraph 58).

4.10 The NPPF also considers sustainability matters and states new development should take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption (paragraph 96).

4.11 The NPPF also states there is a requirement to make the effective use of land by re-using land which has previously been developed, provided it is not of high environmental value (paragraph 111).

4.12 Finally, the NPPF sets out guidance on pre-application engagement stating early engagement has the potential to improve the efficiency and effectiveness of the planning application system for all parties (paragraph 188). The guidance goes on to reinforce the need for applicants to engage with the local community before submitting applications as the more issues which can be resolved at the pre-application stage, the greater the benefits (paragraph 190).

## Development Plan

4.13 The Development Plan in this instance is formed by the Regional Spatial Strategy, the Barnsley Unitary Development Plan (saved policies), the Barnsley Core Strategy, Planning Advisory Note 30 which deals with the Sustainable Location of Housing Sites and the Education Sites DPD. A number of other Supplementary Planning Documents are also relevant to the proposed development.

### Regional Spatial Strategy

4.14 Strategic planning advice is contained within 'The Yorkshire and Humber Plan Regional Spatial Strategy to 2026' ("the RSS") which was adopted in May 2008.

4.15 Whilst the Coalition Government plans to revoke the RSS, as confirmed in the Localism Act, at this moment in time the RSS remains part of the statutory development plan.

4.16 The RSS sets out strategic planning policies in relation to the development of land within the region and the aim of the document is to guide the development of Yorkshire and the Humber over the next 15 to 20 years.

4.17 In terms of the location of development, Policy YH1 advises that growth and change will be managed across places and communities in Yorkshire and Humber in order to achieve sustainable development.

4.18 With regards to the sub-regional approach, Policy SY1 states the South Yorkshire sub area should transform the Sub Regional Towns as vibrant, healthy, accessible, attractive and safe places where more people live, visit and work.

4.19 Policy E2 requires that plans, strategies, investment decisions and programmes should strengthen the role and performance of existing city and town centres.

4.20 In terms of housing provision, Policy H1 sets out the approach for the provision and distribution of housing. Table 12.1 of the RSS identifies an annual average net addition for Barnsley of 1,015 dwellings (net) per annum between 2008 and 2026. Table 12.3 indicates an indicative gross build rate for 2008-2026 of 1,135 dwellings per annum.

4.21 Policy H5 of the RSS states that plans, strategies, investment decisions and programmes should ensure the provision of homes for a mix of households that reflects the needs of the area, including homes for families with children, single persons, and older persons, to create sustainable communities.

**Barnsley Unitary Development Plan**

4.22 The Barnsley UDP was adopted in 2000 with some policies subsequently saved in 2007. However the adopted Core Strategy replaced a number of the UDP policies.

4.23 In addition to some of the policies being saved, the allocations also remain in place until such a time as the Development Sites and Places DPD has been adopted. As such the site is allocated as an Existing Community Facility (albeit the previous UDP Policy CF2 has been replaced by Policy CSP43 of the Core Strategy). The UDP also preserves the defined centres as shown on the UDP Proposals Map, including Royston.

4.24 Policy S1 directs new retail development to locations within the central shopping area of Barnsley town centre and other centres. Policy S3 deals with retail proposals outside the central shopping area of existing centres and permits such developments:

- On sites allocated for that purpose in the plan;
- Where there is no suitable site available within a defined centre, 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 satisfactory functional connection thereto in terms of distance and physical relationship and where it is likely that development of the site will generate joint trips to it and the adjacent centre, subject to the provisions of Policy S4 (no longer saved), or

- 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 centre site in a location accessible by a choice of means of transport.

4.25 Policy H8a deals with residential amenity. This states the scale, layout, height and design of all new dwellings proposed within the existing residential areas must ensure the living conditions and overall standards of residential amenity are provided or maintained to an acceptable level both for new residents and those existing, particularly in respect of the levels of mutual privacy, landscaping and access arrangements.

4.26 Finally, Policy ED4 provides guidance on economic development and residential amenity and states proposals for economic development adjoining or close to housing will be assessed with particular regard to the likely impact on residential amenity in terms of:

- Air pollution including smell, fumes, smoke, soot, ash, dust or grit;
- Noise from operations on, or traffic entering or leaving, the site; and
- Visually intrusive buildings, plant, fencing, lighting or outside storage.

**Barnsley Core Strategy**

4.27 The Barnsley Core Strategy was adopted in September 2011 and along with other documents published as part of the Local Development Framework will replace the UDP. There are a number of policies within the document which are relevant to the proposed development and these are set out below.

4.28 Policy CSP1 sets out how the LPA will deal with climate change and states 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 and increase the efficient use of resources through sustainable construction techniques and the use of renewable energy. The policy goes on to state the LPA 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 and promoting the use of sustainable drainage systems

4.29 Policy CSP2 sets out the requirements to secure sustainable construction and states development will be expected to demonstrate how it minimises resource and energy consumption and how it is located and designed to withstand the longer term impacts of climate change. The policy goes on to state all new dwellings will be expected to achieve at least a level 3 rating under the Code for Sustainable Homes or equivalent and all non-residential development will be expected to achieve at least BREEAM standard of 'very good' or equivalent.

4.30 Policy CSP3 states all development will be expected to use Sustainable Drainage Systems ("SuDS") and only in exceptional circumstances, where it can be demonstrated that all types of SuDS are impractical, will other drainage management systems be permitted.

4.31 Policy CSP4 deals with flood risk and states all development proposals on brownfield sites should reduce surface water run-off by at least 30% and development on greenfield sites to maintain or reduce existing run-off rates.

4.32 Policy CSP5 deals with the requirements for including renewable energy in developments and states all development of 10 or more dwellings or 1,000m$^2$ 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.

4.33 Policy CSP8 deals with the location of growth and states priority will be given to development in the principle towns, including Royston.

4.34 Policy CSP9 deals with the number of new homes to be built and confirms the Council will seek to achieve the completion of at least 21,500 net additional homes during the period 2008 to 2026.

4.35 Policy CSP10 goes on to confirm around 1,000 of these dwellings will be located within Royston (5% of the total amount).

4.36 Policy CSP14 deals with the housing mix and efficient use of land and states housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population. The policy goes on to state priority will be given to the development of previously developed land with the Council seeking to achieve between 55% and 60% of homes built on brownfield land.

4.37 Policy CSP15 deals with affordable housing and states housing developments of 15 or more dwellings will be expected to provide affordable housing. Within the Royston area 15% of the overall development must be for affordable housing.

4.38 Policy CSP25 deals with new development and sustainable travel and states new development will be expected to be located and designed to reduce the need to travel as well as being accessible to public transport and meet the needs of pedestrians and cyclists. The policy goes on to state, travel plans should be provided in accordance with national guidance.

4.39 Policy CSP26 states new development will be expected to be designed and built to provide safe, secure and convenient access for all road users.

4.40 Policy CSP27 provides details on parking strategies in Barnsley and states the local planning authority will develop a parking strategy that will help to influence people's travel. This will include the potential for shared management of car parks between the council and the private sector the potential for dedicated car sharing spaces and other schemes to encourage change in travel behaviour.

4.41 Policy CSP28 deals with reducing the impact of road travel and states the Local Planning Authority will reduce the impact of road travel by implementing measures to ensure the current road system is used efficiently.

4.42 Policy CSP29 sets out design principles and states high quality development will be expected. Development should also contribute to place making and be of a high quality that contributes to a healthy, safe and sustainable environment as well as enabling 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. The policy also confirms residential developments of ten or more dwellings should score a minimum of a 'good' rating in the Building for Life Assessment.

4.43 Policy CSP31 provides details on town centres and supports maintenance and enhancement of the vitality and viability of district centres, which includes Royston. The policy goes on to state district centres have an important role serving localised catchments and meeting more local needs. To ensure they fulfil this role and continue to complement and support the role of Barnsley Town Centre new retail and town centre development will also be directed to the District Centres. Finally Policy CSP31 states all retail and town centre developments will be expected to be appropriate to the scale, role, function and character of the centres in which they are proposed, as well as reaffirming the requirement for a sequential assessment.

4.44 Policy CSP33 deals with green infrastructure and states the network of green infrastructure will be secured by creating new open spaces as part of new development, and by using developer contributions to create and improve green infrastructure.

4.45 Policy CSP35 deals with green space and states the loss of such areas will only be permitted if an appropriate replacement green space of at least an equivalent community benefit, accessibility and value is provided in the area which it serves.

4.46 Policy CSP36 deals with biodiversity and geodiversity and states development will be expected to conserve and enhance the biodiversity and geological features of the borough by maximising biodiversity and geodiversity opportunities in and around new developments.

4.47 Policy CSP39 deals with contaminated and unstable land and states 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 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 environment and sets out detailed measures to allow the development to go ahead safely.

4.48 Policy CSP40 deals with pollution control and protection and states new housing where existing air pollution, noise, smell, dust, vibration, light or other

pollution levels are unacceptable and there is no reasonable prospect that these can be mitigated against.

4.49 Policy CSP42 provides guidance on infrastructure and the use of planning obligations. The policy states development must be supported by appropriate physical, social and economic infrastructure. The policy goes on to state development must contribute as necessary to meet all on and off site infrastructure requirements to enable development to take place satisfactorily and where the necessary provision is not made directly by the developer, contributions will be secured through planning obligations.

4.50 Finally, Policy CSP43 deals with existing educational facilities and confirms such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing use or an alternative community use.

**Barnsley Education Sites DPD**

4.51 The Barnsley Education Sites DPD was adopted in January 2009 and forms part of the Local Development Framework ("the LDF"). The document confirms the Council's intention to build replacement schools and consolidate facilities within the district. The document states at paragraph 3.11 three new advanced learning centres will be provided to replace existing schools, including Royston High School.

**Planning Advisory Note ("PAN") 30 - Sustainable Location of Housing Sites**

4.52 PAN30 was adopted in July 2011 and provides guidance on housing development for the interim period prior to the Development Sites and Places DPD being adopted.

4.53 The aim of PAN30 is to promote the development of sustainable, deliverable housing sites consistent with national planning policy, the RSS and the Core Strategy. The objective is to focus new housing development within the main settlements in the Borough and to ensure new development takes place in sustainable locations within them.

4.54 The guidance contains a checklist which must accompany all applications for residential development. Further information on this matter can be found in Chapter 5.

**Supplementary Planning Document - Open Space Provision on New Housing Development**

4.55 The Supplementary Planning Document on Open Space Provision on New Housing Development ("the SPD") was adopted in March 2012 and supplements Policy CSP35 of the Core Strategy.

4.56 The document confirms a minimum of 15% of the gross site area must be open space of a type appropriate to the character of the site, its location and the layout and nature of the new housing and adjoining land uses.

4.57 The SPD sets out three types of green space which will be required and these are set out below:

- Equipped children's play areas – for over 100 houses, provision will generally be required on site.
- Informal play space and informal landscape areas – for over 40 houses provision should be made on site.
- Formal recreation space – for between 20 and 200 houses a financial contribution will be required to enhance existing facilities in the locality. Appendix 2 of the SPD sets out the contributions for off-site green space and confirms for formal recreation £528.06 will be required for one bedroom dwellings increasing to £1,088.70 for four bedrooms and over.

**Supplementary Planning Document – Designing New Housing Development**

4.58 The Supplementary Planning Document on Designing New Housing Development ("the SPD") was adopted in March 2012 and supplements Policy CSP29 of the Core Strategy.

4.59 The SPD confirms the need for the layout and design of new housing to complement existing housing in the locality. The document also provides guidance on the spacing standards, streets and landscaping.

**Supplementary Planning Document – Residential Amenity and the Siting of Buildings**

4.60 The Supplementary Planning Document on Residential Amenity and the Siting of Buildings ("the SPD") was also adopted in March 2012 and supplements Policy CSP29 of the Core Strategy. The SPD sets out the design principles that will apply to the consideration of planning applications for non-residential buildings in proximity to existing residential properties.

4.61 The SPD states that for a development to make a positive impact it needs to be successfully integrated into the wider built environment in which it is located. To do this effectively new developments must fit in with their surroundings in terms of height, spacing, massing, landscaping and design and not cause undue loss of amenity to existing residents.

**Supplementary Planning Document – Parking**

4.62 The Supplementary Planning Document on Parking ("the SPD") was again adopted in March 2012 and sets out the parking standards the Local Planning Authority will apply to all new development. The SPD supplements Core Strategy Policy CSP25.

## Other Material Considerations

### Development Sites and Places DPD

4.63 The Development Sites and Places DPD sets out details of the future allocations in Barnsley and includes an updated Proposals Maps. The document has not yet been adopted, the LPA consulted upon it in the summer of 2012. This is in accordance with the NPPF which states the weight given to policies in emerging plans will accord with their stage of preparation and the more advanced the plan, the greater the weight that may be given.

4.64 The site is allocated in the document as a potential Phase 1 housing allocation (reference ROY6). The supporting text does however confirm other mixed use development could be provided on the site. Policy H4 of the DPD deals with the phased release of allocated housing land and confirms sites allocated under Phase 1 will be released at any point in the plan period.

4.65 Whilst the Allocations DPD is yet to be subject to Examination the emerging document demonstrates the Council's intentions for the site, which is to facilitate a mixed use development.

### England & Lyle (E&L) Smaller Centres Study – November 2010

4.66 The Council commissioned E&L to undertake an assessment of centres in the Borough outside of Barnsley in 2010 and the Smaller Centres Study (SCS) was published in November 2010. Along with the other principal towns, the SCS assessed the current health and function of Royston district centre and was informed by the results of a 2007 household shopping survey. A full review of the document can be found in the supporting NPPF Retail Assessment.

4.67 The evidence in the SCS shows for a Principal town, Royston lacks convenience shopping that would draw residents into the centre for their main food shop. The vast majority travel elsewhere leaving the centre currently performing a limited top up shopping function. Attracting shoppers back to Royston will help provide increased activity in the centre and encourage those people to use other shops and services in the centre on the same trip.

4.68 Section 13 of the SCS provided the Council with advice for each centre. In the case of Royston the E&L report concluded Royston's centre should be 'expanded'. The report concluded Royston is a centre which has the potential to physically expand outside of its existing boundary. The SCS includes Figure 4, which provides maps for each of the defined 'centres' including Royston. The Royston centre plan identifies a development opportunity area comprising land which is the proposed location for the new supermarket development forming part of this application.

# 5.0 Planning Assessment

## Principle of Development

5.1 The site is partly a previously developed site and its redevelopment is therefore in accordance with the NPPF and Policy CSP14 of the Core Strategy.

5.2 The development of the site will also help meet the housing requirements set out in the RSS (Policy H1) and the Core Strategy (Policies CSP9 and CSP10). The proposals will also help increase the attractiveness of this part of the Barnsley district ensuring Royston maintains its role in the settlement hierarchy as a Principal Town (Policy CSP8).

5.3 As background to the proposals, a Development Brief was prepared. This confirms the Council undertook an exercise to determine if other community uses could utilise the site and none have been identified. As a result the Development Brief states the release of the site is acceptable for alternative development. As such it is considered in accordance with Policy CSP43 of the Core Strategy, the site can be released for alternative uses.

5.4 The site is also identified within the Development Sites and Places DPD as a potential housing allocation including an element of retail and other community facilities which can be developed at any point in the plan period.

5.5 The proposed development would therefore be fully in accordance with the site's potential allocation and consequently is in accordance with both the adopted development plan and the emerging planning policy.

5.6 With regard to the proposed supermarket, the Small Centres Study forms part of the evidence base for the Barnsley Local Development Framework and sets out the need for an additional foodstore in the town to enable it to function as a district centre.

5.7 Furthermore, as set out in Chapter 2 the site is now vacant following the relocation of staff and pupils to new premises as part of the Barnsley Building Schools for the Future Programme.

5.8 In addition to this, the proposed development would help to create a sustainable community and provide additional dwellings for future residents as well as a well located supermarket to enable them to undertake their main food shopping. The scale of development is appropriate to the site's location and also in accordance with the requirements of the Development Sites and Places DPD which will help maintain the Royston's position within the Barnsley settlement hierarchy.

5.9 Therefore in conclusion, the issue of whether or not the principle of the proposed development accords with the provisions of the development plan

is clear cut and the proposals are fully in accordance with Policy H1 of the RSS, Policies S1 and S3 of the UDP and Policies CSP9, CSP10 and CSP31 of the Core Strategy. The proposals also accord with the national guidance set out within the NPPF and the site's emerging allocation in the Development Sites and Places DPD.

5.10 It is therefore considered the principle of development on this site has been established and is considered acceptable subject to more detailed considerations which are addressed in further detail below.

## Retail Issues

5.11 Full details on retail matters can be found in the supporting NPPF Retail Assessment. In summary, the Core Strategy identifies Royston as a 'Principal Town'. RSS Policy E2 requires that plans, strategies and investment decisions should strengthen the role and performance of existing city and town centres.

5.12 Given the nature and scale of the proposed supermarket it is considered the proposal would support objectives in the RSS and be fully in accordance with the identification of Royston as a 'Principal Town' in the recently adopted Core Strategy. Having regard to the assessment undertaken as part of the application it is considered the proposal would not materially conflict with Core Strategy CSP31 or UDP Policy S3 or Policy S1.

5.13 Located on the edge of the centre, the proposal would support rather than detract from the centre's overall offer and would be in line with the development plan's retail strategy.

5.14 The supporting NPPF Retail Assessment also addresses sequential and retail impact considerations. The assessment concludes there will be no significant adverse impact on Royston centre and also identifies no sequentially preferable sites that are suitable, viable or available for the proposed supermarket. The proposal is also located on a potential development site identified in the emerging LDF evidence base for the site allocations DPD.

5.15 Given the conclusions reached in the NPPF Statement it is considered there will be no material conflict with the provisions of the NPPF or Policy S3 of the UDP and Policy CSP31 of the Core Strategy. Indeed the proposal will provide benefits to the local economy and will substantially improve main food shopping provision in Royston.

## Affordable Housing

5.16 As required by Policy CSP15 of the Core Strategy there is a need for 15% affordable housing on sites in the Royston area and in accordance with this policy, 21 affordable dwellings (15% of 143 dwellings) will be provided and are shown on the proposed layout plan.

## Design

5.17 Planning policy at both national and local levels stresses the importance of high quality design with the NPPF stating proposals should secure 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.

5.18 The final scheme and layout is a result of a number of meetings with key stakeholders including two presentations to the Barnsley Urban Renaissance Design Advisory Panel, pre-application discussions with officers and consultation with the local community. Where possible the comments made have been taken on board and helped to mould the scheme which forms the basis for this application.

5.19 The Design and Access Statement which accompanies this application, provides details of the design of the scheme and the layout plan (reference AD (00) 02) submitted as part of the planning submission demonstrates how development could be accommodated on the site and how this would fit within the wider context.

5.20 The proposed residential element provides 143 dwellings which will have 2, 3 or 4 bedrooms with dedicated off street parking and private gardens. The houses are terraced, detached or semi-detached which provides a mixture of housing types at a density similar to the surrounding area.

5.21 The scheme also provides active frontages created by the proposed dwellings. The layout also includes both public and private amenity space for residents, which is carefully balanced with the provision of parking for all users of the site. However the layout ensures that the parking of cars will not be the dominant feature within the site.

5.22 To the south of the residential element of the site is an area of public open space which is also overlooked by some of the proposed dwellings. This space compliments the private amenity space associated with each dwelling, and provides a focal point in this area. As required by Policy CSP33 the open space will provide space for informal public recreation and children's play area which will also help foster a sense of community in general. A commuted sum will be provided for the required formal off-site contribution in accordance with the Open Space Provision SPD.

5.23 The proposed supermarket will be constructed out of a range of materials which will visually separate and enhance the different elements of the store. The final design of the retail store also seeks to create a contemporary retail building that incorporates a number of environmentally friendly measures. Details of broad measures which could be accommodated can be found in the supporting Design and Access Statement.

5.24 In accordance with the Supplementary Planning Document – Residential Amenity and the Siting of Buildings the supermarket is located away from residential dwellings to reduce any impact on existing and future resident's

amenity. The layout and position of the main store building and associated car parking has also been designed to protect the privacy of the occupiers of existing and future dwellings.

5.25 The design of the health centre will be agreed as part of separate reserved matters applications which will be submitted at a later date.

5.26 In light of the above it is considered the proposed development is in accordance with the NPPF and Core Strategy policies CSP1, CSP14, CSP29, CSP30 and CSP33. The residential element of the proposals is also in accordance with the Supplementary Planning Documents on Designing New Housing Development, Open Space Provision on New Housing Development and Residential Amenity and the Siting of Buildings.

## Amenity

5.27 The general amenity of future and existing residents has been taken into account when formulating the final design of the proposed development.

5.28 Firstly, the supermarket has been located away from the western and southern boundaries of the site, away from existing dwellings. This will assist in avoiding overlooking from the new building. Similarly the supermarket is positioned away from the proposed dwellings to improve the general amenity of residents.

5.29 The service yard of the proposed supermarket has also been positioned in such a way to ensure it is away from residential properties. The location of the service facility has also been selected as it is close to the service yard for the adjacent Asda store. This will ensure all servicing takes place in close proximity thereby reducing noise across the site. The location will also reduce the distance service vehicles have to travel across the site.

5.30 Finally, the public open space has been positioned in the central part of the site to create a focal point for residents. This will improve the amenity of local residents as well as acting as a buffer between the commercial and residential elements of the proposal.

5.31 In light of the above, it is considered the proposals are in accordance with the requirements of the Policy Ed4 of the UDP as well as Policy CSP29 of the Core Strategy and the Supplementary Planning Documents on Designing New Housing Development and Residential Amenity and the Siting of Buildings.

## Highways

5.32 Full details on highway and access matters can be found in the supporting Design and Access Statement and Transport Assessment. A summary of the key highway issues is set out below.

5.33 The Transport Statement includes an assessment of the proposed access and junction and confirms the access arrangements can operate well within capacity in both the AM and PM peak hours in the design year (2017).

5.34 Turning to the design of the proposed development, as can be seen in the layout plan, vehicular access into the site from Midland Road will be from two locations. The first access will be via a new mini roundabout on The Lane and this will allow for two way vehicle movements between the site and Midland Road. A secondary one-way vehicle entry will be provided at the existing school access on Midland Road. In addition to the two site accesses, it will also be possible for vehicles to connect with the existing residential area on Ruston Drive from within the site.

5.35 The site has an existing segregated pedestrian and cycle route known as Warren Walk running on an east to west axis. This can be accessed to the west from Station Road near the junction with Oakwood Road and from the east via Ruston Drive. The route is to be retained as part of the proposals. In addition to Warren Walk, a new 3m wide shared footway/cycle route will be constructed in order to provide a link between the proposed access road and Common Lane to the north of the site. All of the residential access roads will have adequately sized footpaths on either side of the carriageway.

5.36 The location of the site in the centre of Royston and the proximity of a large surrounding residential area will enable a significant proportion of customers to visit the supermarket and health centre on foot or by cycle. The connecting routes into the site from various locations will also assist in encouraging pedestrian and cycle trips from residential development.

5.37 The proposed level of parking for cars, cycles and powered two wheel vehicles has been set in accordance with Barnsley Metropolitan Borough Council's 'Supplementary Planning Document – Parking (March 2012)', for each of the proposed land uses.

5.38 The proposed supermarket service area is to be located to the east of the store and will be accessed from a priority junction that adjoins the main site access road. The site access road is linked to the surrounding highway network with a new mini roundabout at the Lane. Service vehicles will therefore enter and exit the site via the Lane, which is currently used by service vehicles accessing the Asda store. Petrol tankers will also access the petrol filling station via The Lane and the main site access road.

5.39 In summary it can be seen the proposed development will not have a detrimental impact on the local highway network. Furthermore, the design of the proposed access will use the existing entrance point as the main access, which will result in a safe access for vehicles and pedestrians. Overall, it can clearly be seen the proposed development is in accordance with the NPPF and Core Strategy Policy CSP26.

## Sustainability

5.40 As set out above, the site is in a sustainable location, close to good public transport links, with pedestrian links to be maintained and improved.

5.41 A Travel Plan Framework will also be provided as part of the development to encourage future occupiers and users of the site to participate in using public transport. Information will also be issued to every household and will most likely include details on the benefits of using public transport as well as details on local bus services.

5.42 It is therefore considered the proposed development is in accordance with the aims of the NPPF.

5.43 As part of the application, BREEAM Pre-Assessments have been produced for the commercial elements of the scheme. These show that both the proposed supermarket and health centre could achieve scores of 'Very Good' (56.8% and 55.02% respectively).

5.44 The applicant is committed to ensuring the proposed development is sustainable and will actively promote the use of renewable energy and technology when promoting the site for residential development. Therefore insofar as the policies are relevant at this stage, it is considered the proposed development accords with policies CSP1, CSP2 and CSP5 of the Core Strategy.

5.45 Finally, as required by PAN30 a sustainability checklist has been submitted as part of the application. Full details of this can be found in the supporting Sustainability Statement. In summary, the site scores 8 points in stage 1, 20 points in stage 2 and 20 points in stage 3, achieving a total score of 48. PAN30 states a site will be considered sustainable if it scores over 22 points and consequently the site is clearly a sustainable site which would meet the overall requirements of PAN30.

## Drainage and Flood Risk

5.46 Full details on drainage matters and flood risk issues can be found in the supporting Flood Risk and Drainage Assessment. In summary the site is located in Flood Zone 1 and is considered to be at a low risk of flooding. The proposed development is therefore suitable for this location.

5.47 In terms of flood risk, the Flood Risk and Drainage Assessment confirms there will be no risk of flooding resulting from the proposed development either on the site or anywhere else nearby.

5.48 The Flood Risk and Drainage Assessment recommends surface water flows should be directed to the existing culverted watercourse immediately to the north of the site.

5.49 With regard to foul water drainage, the Flood Risk and Drainage Assessment states foul flows should discharge into the existing sewer crossing the site and can discharge into this sewer at an unrestricted rate. However a small percentage of the proposed development cannot discharge into this sewer by gravity due to the topography of the site. A foul water sewer requisition will therefore be required to serve this portion of the site and an application under Section 98 of the Water Industry Act (1991) will be made to Yorkshire Water at the appropriate time.

5.50 The proposed development is therefore considered to meet the requirements of the NPPF and Core Strategy policies CSP3 and CSP4 insofar as they are relevant at this stage.

## Contamination

5.51 A Phase I Geotechnical and Geo-Environmental Desktop Report has been prepared for the site. In this context historical maps show the site to have been occupied by school buildings since around 1938, before which it was undeveloped and appeared to be fields and small gardens. The school was extended in the 1980's. The surrounding area has been a mixture of residential and commercial properties for the past 150 years.

5.52 With regard to hydrology, the nearest surface water feature to the site is a small stream running through a park, some 143 metres south of the site. The site does not lie within a groundwater Source Protection Zone, there are no surface water abstractions within 500 m of the site boundary and there are no discharge consents within 250 m of the site. There are also no ground water abstractions within 500 m of the site boundary.

5.53 The report recommends in the future an intrusive investigation will be required to determine the nature and depth of landfill materials. The report indicates the potential for contaminated material to be contained within the former landfill.

5.54 The Phase 1 Report recommends chemical testing should be undertaken during an intrusive investigation to confirm the level of sulphate precautions required in concrete used below ground level and chemical testing of the soils will be required to determine the level of contamination. Where significant thicknesses of made ground are found, gas monitoring should be carried out to determine any necessary precautions required in new buildings.

5.55 It is therefore considered the proposals are in accordance with Policy CSP39 of the Core Strategy.

## Landscape and Public Open Space

5.56 With regard to landscape treatment, the proposed development can be split into ten character areas (as shown on the Landscape Masterplan) which will all have different elements of landscaping.

5.57 The first character area is the additional car parking to the west of the site. Here it is proposed to retain some of the existing trees as well as providing porous materials and suitable kerbing.

5.58 The second area is the meeting and seating area adjacent to the additional car parking for the civic hall. Links with the proposed cycle routes and footpaths would also be provided in this location with pedestrian links also provided to the petrol filling station. The area would include grassed areas along with areas of wildflower planting. Hard landscaping will also be provided to show areas of seating and paths.

5.59 The third area is the area of public open space which is located to the south of the residential part of the development. It is anticipated this area will predominantly be grassed to provide a community space therefore shrub planting would be restricted to peripheral locations. A footpath would also be provided across the open space to provide links to all parts of the development. The public open space will be overlooked by some of the proposed dwellings which will provide natural surveillance of this area. In accordance with the Supplementary Planning Document on Open Space Provision on New Housing Development over 15% of the overall area will be given over to open space. The future maintenance of the public open space will be a matter dealt with during discussions with the LPA on the Section 106 Agreement following the submission of the application.

5.60 The fourth character area is the area around the petrol filling station. Given the nature and appearance of this facility, the proposed landscaping will be limited with hedges bordering the facility. A further hedge would also divide the petrol filling station from the supermarket to reduce the scale of hard surfacing.

5.61 The next character area is the supermarket where planting would be kept to the periphery. Mature trees will however be provided adjacent to the car park and pedestrian links. This will assist in screening the store from existing and proposed residential dwellings. The existing line of trees to the east will be reinforced with new planting of appropriate species.

5.62 The next character area is the access from Midland Road which will be widened with some additional soft landscaping as part of the application. The seventh character area is the health centre and whilst the exact make up of landscaping will be agreed as part of reserved matters applications, the current layout shows shrubs and trees planted around the building to increase the attractiveness of the building. Hard landscaping will also be provided around the main entrance to make the area more welcoming for visitors.

5.63 The next character area is the spine road which provides access to the supermarket. In this area it is proposed to provide trees along either side of the road.

5.64 The penultimate character area is the residential area to the north of the site. It is proposed to provide tree planting throughout the site in suitable positions. Appropriate species will be provided to ensure there is no detrimental impact in future years.

5.65 The final character area identified on the Landscape Masterplan is the entrance roundabout. Distinctive planting would be included in this location to create a sense of entrance and place. This will be achieved by the selection of distinctive tree and shrub species.

5.66 In accordance with Policies CSP35 and CSP42 a commuted sum will be made in respect of the green space which is to be lost by the proposed development. This will enable improvements to be made elsewhere in the Royston area to existing recreational facilities. This approach has been agreed with the Local Planning Authority and Sport England during pre-application discussions and will be formalised as part of the Section 106 Agreement to be agreed during the application process.

5.67 In light of the above it is considered the proposals comply with policies CSP33 and CSP35 of the Core Strategy and the Supplementary Planning Document – Open Space Provision on New Housing Development which deal with provision of open space within developments.

## Ecology

5.68 Full details on ecological matters can be found in the supporting Ecology Statement. The assessment confirms the majority of the site comprises amenity grassland and that it is of low botanical diversity. The floral species identified within the site are indicative of unmanaged and wasteland habitat, and are also considered to be of low botanical interest.

5.69 A number of mature trees and small areas of tree planting were identified in several locations around the proposed development site and a range of bird species were identified foraging and nesting within these areas. These trees may also provide important roosting and foraging habitat for bats.

5.70 The assessment found there were no habitats on the site suitable for badgers, reptiles, water voles, otters or white-clawed crayfish; in addition no signs of these protected species were identified during the initial walkover survey. It is considered that the proposed development will have no adverse effects on these species. No further surveys for these species are therefore recommended.

5.71 As nesting birds are protected under the Wildlife and Countryside Act (1981), any proposed vegetation clearance will take place outside of the nesting season, unless checks by an appropriately qualified ecologist have found all nests to be inactive immediately prior to works.

5.72 In light of the above it is considered the proposed development is in accordance with Policy CSP36 of the Core Strategy.

## Community Involvement

5.73 Full details on the community consultation undertaken as part of the application can be found in the supporting Statement of Community Involvement. In summary the final scheme and layout is a result of a number of meetings with key stakeholders including two presentations to the Barnsley Urban Renaissance Design Advisory Panel, pre-application discussions with officers and a public consultation with the local community on the 29th November at the Royston Life Long Learning Centre.

5.74 It is therefore considered the community consultation undertaken is in accordance with the aims of the NPPF.

## 6.0 Conclusions

6.1 This Planning Policy Statement has been prepared on behalf of Kier Property to support a hybrid planning application which seeks planning permission for 143 dwellings, a health centre, petrol filling station, access, landscaping, supermarket and ancillary works.

6.2 The site partly represents a partly previously developed site and its redevelopment is therefore in accordance with national, regional and local planning policy.

6.3 Technical drawings submitted as part of this application demonstrate how the proposed development can be accommodated on the site. The proposed dwellings would replicate the existing dwellings in the vicinity and would be built using similar materials as the surrounding buildings.

6.4 The proposed supermarket will enhance food shopping facilities in Royston, attracting other businesses to the area and will increase footfall in the district centre through associated linked trips. The store will also reduce journey times for residents undertaking shopping trips outside of the area, which will have associated sustainability and social inclusion benefits.

6.5 The public realm and linkage improvements will create a more visually pleasing environment, creating more on street activity and connectivity within the centre.

6.6 Appropriate arrangements are incorporated ensuring access to the site by choice of transport mode to the overall site including the proposed supermarket. It has therefore been demonstrated that a scheme can be provided that is of an appropriate scale for the surrounding area.

6.7 In view of the above, it is considered the scheme satisfies national and local policy and represents a suitable development proposal for the site that addresses all relevant material considerations. In this context, the proposal satisfies Section 38(6) of the Planning and Compulsory Purchase Act 2004 and a decision in accordance with the development plan should lead to the grant of planning permission.