
2019/0518

Applicant: Mark Warrior – Warrior Developments Ltd

Proposal: 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

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

5 representations have been received from local residents.

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

The original proposal included 5 smaller retail units along the frontage with Doncaster Road. However, these have since been removed and the proposal is now for a single retail store.

The current application proposals involve the redevelopment of the site to provide a Class A1 retail unit (1,394 sq.m gross) that is intended to be occupied by Home Bargains, a national discount retailer who offers a range of products including: household items, Health & Beauty Products, Toys & Games, Pet Items, Baby / Nursery Products, Homeware, Home Improvement & Garden Products, Food & Drink Items and Seasonal Products.

The proposed retail unit would be located in a central location within the site set in from the Barnsley Road and High Street road frontages and would have a total gross floor area of 1,394 sq.m (15,000 sq.ft). The store is designed with an active frontage facing towards both High Street and Doncaster Road with display windows. Access would be from the High Street side.

The principal elevation of the building would be of a facing brickwork construction to the lower level with horizontal composite cladding panels to the upper parts of the elevation. An anthracite grey composite cladding entrance feature would also be incorporated into the principal elevation to define the customer entrance to the store, which is formed by a pair of automatic sliding doors set within a double height glazing feature.

The external appearance of the side (north) elevation of the building fronting the customer car park and public realm areas to the north eastern corner of the site would reflect the principal elevation of the building, incorporating large display windows, signage and matching materials. The south and eastern elevations fronting the service vehicle access and yard associated with the unit would be of a facing brickwork and built-up profiled cladding construction and would also accommodate a number of service doors.

A large car park is provided for 116 cars with 6 disabled spaces, 4 parent and child spaces and 4 Electric Vehicle Charging Point spaces. Five cycle stands are also provided for customers at the front of the store with 4 additional stands in the secure service area allocated for staff. In addition ducting will be in place for an additional 5 EVCP, which would be installed subject to demand (linked to the Travel Plan).

An area of high quality public realm would be installed along the frontage with Doncaster Road with hard and soft landscaping used to create pedestrian routes into the site from the main shopping street and the 3 Ash Trees retained.

Planning History

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

Policy Context

Planning decision 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 3th January 2019 after it was found to be sound by the appointed Planning Inspector following the examination process. This means that it now takes on full weight for decision making process in planning law terms as the development plan for the Borough, superseding the remaining saved policies from the Unitary Development Plan (adopted in the year 2000) and the Core Strategy (adopted in 2011).

Local Plan

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 – Request electric vehicle charging points

Biodiversity – No objections subject to conditions

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

Enterprising Barnsley – Support the proposal

Highways – Support subject to conditions including a car park maximum stay to encourage linked trips.

Regulatory Services – Initial concerns were expressed regarding the location of the servicing area. However, a detailed management plan has been provided and subject to it being conditioned no objections are raised.

Yorkshire Water – No objections subject to conditions.

South Yorkshire Police – Various designing out crime comments.

Ward Councillors – Councillor Noble is supportive of the proposal. She raised concerns with the initial set of plans based upon the development turning its back on Barnsley Road. However the 5no smaller retail units that generated the concern no longer forms part of the application.

Representations

The application has been advertised by neighbour notifications, site notices and a press advert. In total 5 comments have been received raising the following concerns:

- Concerns regarding the access from High Street and existing congestion issues and residents parking on the road;
- General concerns regarding congestion following the closure of Straight Lane Bridge;
- The layout should flow into the existing town centre and not create a separate shopping outlet;
- The substation and refuse area at the corner of High Street and Doncaster Road is unsightly;
- The landscaping should encourage links to the existing shops not act as a barrier;
- The layout should focus activity to the Doncaster Road frontage where existing retail is located, albeit it is accepted that the home bargains unit is located in a realistic position;

Two letters of support have also been received, welcoming the investment into Goldthorpe and redevelopment of the empty school site.

A second round of consultation was undertaken following the submission of amended plans, however, no comments were received in response to this.

Assessment

Principle of Development

National and local retail planning policies are based around a town centre first approach with regards to the location of new developments. This is order to prevent the vitality and viability of existing centres from being undermined by out of centre developments. Because of this the proposal does not require either a sequential test, or a retail impact assessment.

The Goldthorpe Masterplan has not been adopted as an SPD so can be given only limited weight. However, it 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 original scheme as proposed sought to deliver this floorspace in full but, following comments on the layout and ongoing discussions with the developer and anchor occupier, these smaller units were removed from the application. As a result the proposed now falls short, delivering 1,394 sq.m of retail floorspace. Nevertheless, it represents a significant investment in Goldthorpe and the layout which includes public realm and 154 car parking spaces can be said to be broadly in compliance with the aspirations of the masterplan. Therefore the proposed retail development is appropriate to the scale role, function and character of Goldthorpe District Centre and would enhance the vitality and viability in accordance with Local Plan Policy TC1.

The car parking provision proposed exceeds the maximum as set in the adopted Parking SPD, being almost double the standard set for a store of this scale. However, Government policy has changed since this SPD was adopted and a revised Parking SPD is currently being consulted on which no longer sets a maximum, in line with paragraph 106 of the NPPF. 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.

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.

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 Home Bargains store is located in the part of the site and therefore closest to the residential dwellings. This was raised early in the application process and although an alternative layout was sought, the applicant has demonstrated that this would be difficult to achieve with the site constraints. Nevertheless the applicant has provided, in consultation with Regulatory Services, a detailed servicing management plan which sets out how noise disturbance can be sufficiently mitigated. This has been agreed and a suitable condition applied to secure it in perpetuity. In addition a 2.5m high acoustic barrier is proposed.

The scale of the store is also a factor, being 43.2m in width along this elevation with a height of 8.4m to the ridge. 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 19.9m from the rear elevations of properties on Market Street but does achieve 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 and a hedgerow. This would soften the appearance of the proposed store and the acoustic barrier for residents. The 2.5m high acoustic fence would also screen against much of the building being visible from those properties.

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 grey composite cladding. An additional area of glazing has been incorporated to the side elevation, facing Doncaster Road, creating a frontage along this key elevation. 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, grassed areas and shrubs. 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.

Some of the comments on the application raised concerns about the waste store and substation located close to the junction of High Street and Doncaster Road. The waste store has been removed and although the substation remains, a hedgerow along here would serve to screen it.

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, the applicant has agreed to provide electric vehicle charging points for 4 car parking spaces along with appropriate infrastructure to install 5 more, should demand require it. In addition cycle parking is provided for both staff and customers.

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 to demonstrate the SUDs are not suitable in this location. 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 can also be said to comply with Local plan Policy BIO1 and further details have been conditioned to ensure the impact on biodiversity is fully mitigated and enhancements secured.

Highways

The planning application has been accompanied by a Transport Assessment which has been assessed by Aecom and the Local Highway Authority. Omissions within the original report were identified and corrected through the provision of a revised report. Capacity assessments have been undertaken for site access as well as the Doncaster Road / Barnsley Road / High Street and Barnsley Road / B6098 junctions. The modelling results indicate that the junctions do, and would continue to, operate within theoretical capacity with the addition of vehicle trips, associated with the development proposals. Based upon that Highways do not object to the proposal.

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 center. 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 S106 Agreement (to secure 2 hour parking limit for the car park):

- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.
- 2 The development hereby approved shall be carried out strictly in accordance with the amended plans and specifications as approved
1526-103(P) Rev B Floor and Roof Plan
1526-104(P) Rev B Elevations
1526-101(P) Rev P Site Plan
3509/1 Rev D Landscape Plan
ARB/CP/2046 Arboricultural Method Statement
Goldthorpe Retail Scheme Travel Plan October 2019
unless required by any other conditions in this permission.
Reason: In the interests of the visual amenities of the locality in accordance with Local Plan Policy D1 High Quality Design and Place Making.
- 3 Prior to the commencement of development plans to show the following levels shall be submitted to and approved by the Local Planning Authority; finished floor levels of all buildings and structures; road levels; existing and finished ground levels. Thereafter the development shall proceed in accordance with the approved details.
Reason: To enable the impact arising from need for any changes in level to be assessed and in accordance with Local Plan Policy D, High Quality Design and Place Making.
- 4 No development shall take place unless and until full surface water drainage details, have been submitted to and approved in writing by the Local Planning Authority. Thereafter no part of the development shall be occupied or brought into use until the approved scheme has been fully implemented. The scheme shall be retained throughout the life of the development unless otherwise agreed in writing with the Local Planning Authority.
Reason: To ensure the proper drainage of the area
- 5 Surface water run -off from hardstanding (equal to or greater than 800 square metres) and/or communal car parking area (s) of more than 49 spaces must pass through an oil , petrol and grit interceptor/separator of adequate design that has been submitted to and approved by the Local Planning Authority, prior to any discharge to an existing or prospectively adoptable sewer .
Reason: To prevent pollution of the aquatic environment and protect the public sewer network

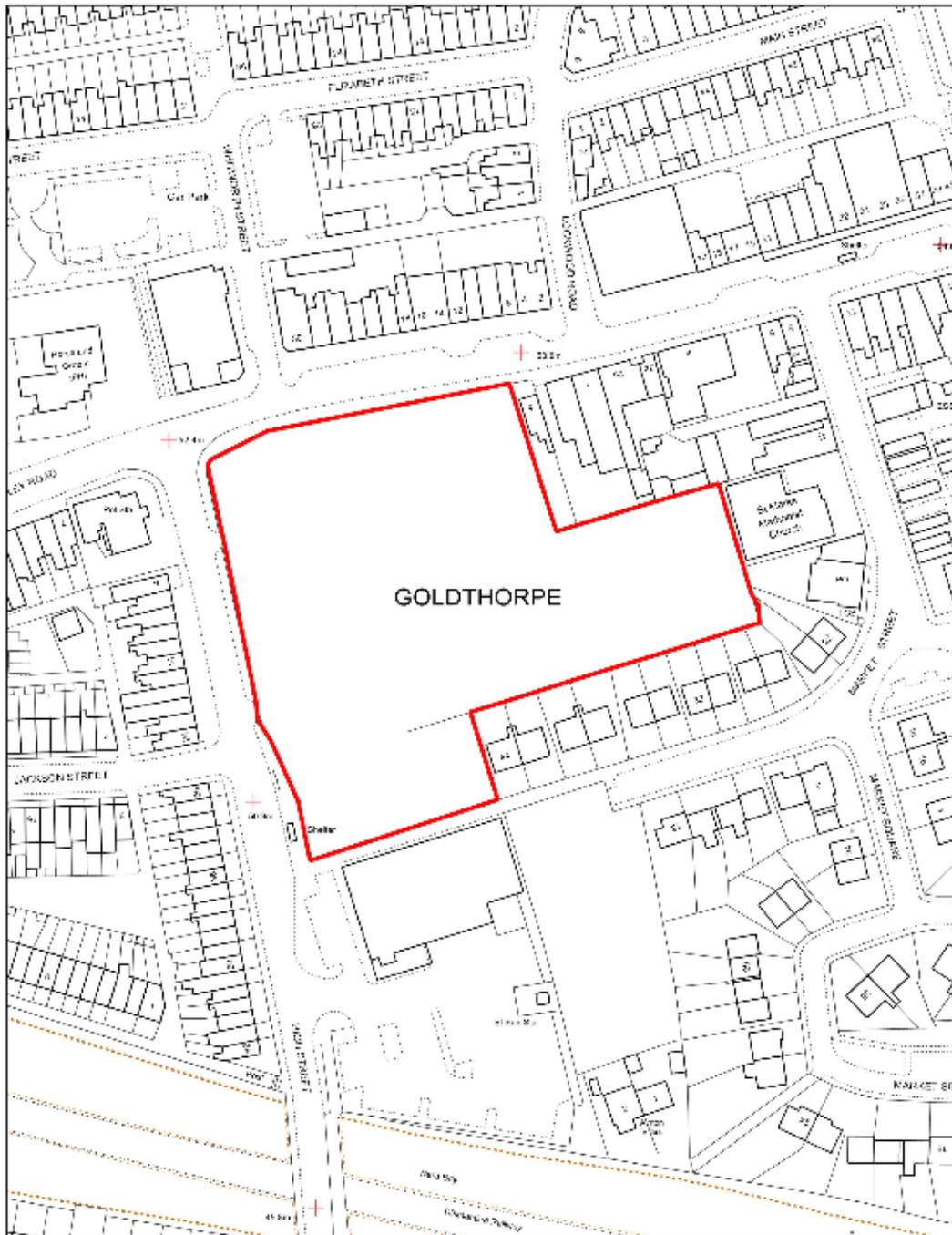
- 6 The use hereby permitted shall be carried out in accordance with the Servicing Delivery Management Plan V3 19-09-19.
Reason: In the interests of the amenities of local residents and in accordance with Local Plan Policy Poll1, Pollution Control and Protection.
- 7 Deliveries shall be only take place between the hours of 9am to 5pm Mondays to Fridays, 9am to 1pm on Saturdays and at no time on Sundays or Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Local Plan Policies GD1 General Development Policy and POLL1 Pollution Control and Protection.
- 8 The use hereby permitted shall be carried on only between the hours of 08.00 to 20.00 Mondays to Saturdays and 10.00 to 16.00 on Sundays and Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Local Plan Policy Poll1, Pollution Control and Protection.
- 9 Prior to the occupation of the development hereby permitted a vehicular access shall be provided and thereafter retained in the position shown on the approved plan and constructed in accordance with the BMBC highway specification. Adequate measures shall be so designed into the proposed access to avoid the discharge of surface water from the site on to the highway.
Reason: In the interests of highway safety
- 10 Prior to occupation of the development hereby permitted vehicular and pedestrian access to and egress from the adjoining highway shall be limited to the accesses shown on drawing no. 1526-101 (P) only. Any other access(es) or egress(es) shall be permanently closed and the footway and/or verge reinstated to full height kerb in a manner to be approved the LPA.
Reason: In the interests of highway safety
- 11 No building (or use) hereby permitted shall be occupied or commenced until a car park management plan setting out how the car park will be managed has been prepared, submitted and approved in writing by the LPA. These measures shall thereafter be implemented in accordance with the approved car park management plan for the lifetime of the development.
Reason: To ensure the satisfactory operation of the approved car park.
- 12 The Travel Plan hereby approved shall be implemented in accordance with the measures set out therein. Within three months of occupation, evidence of the implementation or measures set out in the Travel Plan shall be prepared, submitted to and agreed in writing with the LPA.
Reason: To support sustainable transport objectives.

- 13 Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Local Plan Policies GD1 General Development Policy and POLL1 Pollution Control and Protection.
- 14 Upon commencement of development, full details of both hard and soft landscaping works, including details of the species, positions and planted heights of proposed trees and shrubs; together with details of the position and condition of any existing trees and hedgerows to be retained shall be submitted to and approved in writing by the Local Planning Authority. The approved hard landscaping details shall be implemented prior to the occupation of the building(s).
Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1 Biodiversity.
- 15 A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, shall be submitted to and approved by the Local Planning Authority prior to the occupation of the development or any part thereof, whichever is the sooner, for its permitted use. The landscape management plan shall be carried out in accordance with the approved plan.
Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1 Biodiversity.
- 16 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which die within a period of 5 years from the completion of the development, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with other of similar size and species.
Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1 Biodiversity.
- 17 The acoustic fence shall be erected in accordance with the approved details prior to occupation and retained in situ for the lifetime of the development.
Reason: In the interests of residential amenity in accordance with Local Plan Policy Poll1.

- 18 The proposed development shall achieve BREEAM standard of 'very good' or equivalent. Upon completion of the development, an energy performance certificate shall be provided to the Local Planning Authority demonstrating that the required standard has been achieved and the measures provided to achieve the standard shall be retained as operational thereafter.
Reason: In the interest of sustainable development, in accordance with Local Plan Policy CC2
- 19 Upon commencement of development full details of the mitigation measures identified in the Ecological Survey by Delta-Simons (19-1849.01, including a timetable for their implementation, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details.
Reason: To conserve and enhance biodiversity in accordance with Local Plan Policy BIO1

PA Reference:-

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BARNSELY MBC - Regeneration & Property



Scale: 1:1250