

Retail Assessment

On behalf of:
Tesco Stores Ltd

In respect of:
**Malkiln Road
Barton upon Humber
South Humberside
DN18 5JT**

Bedford
Belfast
Cardiff
Dublin
Edinburgh
Glasgow
Leeds
London
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Newcastle-upon-Tyne

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Executive Summary

This Retail Assessment is submitted in support of a planning application by Tesco Stores Limited for an extension to the existing Tesco Store, a new non food retail unit, petrol filling station, car parking amendments, landscaping and associated works at Maltkiln Road, Barton upon Humber.

The proposals fully comply with local, regional and national planning policy guidance and will bring the following benefits to the area:

- The proposal will address a need for improved retail provision for the Barton upon Humber area.
- The scheme will enable the clawback of expenditure currently leaking out of the Barton upon Humber area.
- The scale of the extended store is more appropriate to Barton upon Humber's position within the retail hierarchy and will be sufficient to attract shoppers and retain trade within Barton upon Humber.
- Sequentially, there are no better located sites available that would suitably address the identified need and which would bring about the benefits which would arise from the proposals.
- Barton upon Humber is a healthy and attractive centre and it is not considered that the proposed store extension would cause any detrimental harm to its ongoing vitality or viability or that of any other centre.
- The edge of centre location of the site and additional free parking available will support linked trips to both the store and the town centre.

Overall it is concluded that the proposals fully accord with the provisions of PPS6 and the retail policies contained within the North Lincolnshire Local Plan.

1.0 Introduction

1.1 This Retail Assessment is submitted in support of a planning application by Tesco Stores Limited for an extension to the existing Tesco store, a new non food retail unit, petrol filling station, car parking amendments, landscaping and associated works at Maltkiln Road, Barton upon Humber.

1.2 This Assessment provides a detailed review of the site and what is proposed by the application, a review of relevant national, regional and local planning policy guidance and also an assessment of the current retail provision and shopping habits in the area. It then considers the proposal against relevant planning policy. Accordingly the Assessment is set out as follows:

- Section 2 – Site Description
- Section 3 – Proposed Development
- Section 4 – Accordance with National Planning Guidance
- Section 5 – Summary and Conclusions

1.3 The following Appendices are also attached:

- Appendix 1 – Catchment Area Plan
- Appendix 2 – Barton upon Humber Town Centre Health Check
- Appendix 3 – Retail Capacity Assessment Methodology
- Appendix 4 – Economic Tables
- Appendix 5 – Planning Policy Review

Planning History

1.4 There are several planning applications associated with this site, some of which have been implemented and built out and some which have lapsed.

1.5 On the 24th August 1992 outline planning permission was granted for a mixed development comprising housing, supermarket, non-food retail unit, garden centre, craft centre, museum and public house. Land and Former Rope Walk, Maltkiln Lane, (north of Chemical Road), Barton upon Humber (Ref: 7/541/92) subject to the

following conditions:

(4) The Gross floor area of the supermarket shall not exceed 28,000 square feet.

(5) Not more than 15% of the proposed net sales floor area of the supermarket shall be used for comparison goods retailing.

(6) The gross floor area of the non-food retail unit shall not exceed 6,000 square feet.'

- 1.6 In 2001, an application was submitted to erect a non-food retail unit (1300 square metres) and a petrol filling station, remodel the existing car parking area and retaining wall adjacent to the existing tidal drain at Proudfoots Retail Site, Maltkiln Road, Barton-upon-Humber (Ref: PA/2001/0018). This application was approved on 24 January 2002. The permission has been implemented but has not been fully built out.
- 1.7 In 2006 an application was submitted to erect a rear extension (140 square metres) to the existing non food retail unit at The Factory Shop, Maltkiln Road, Barton Upon Humber (Ref: PA/2006/1568). Permission was granted in 2006 and this permission has since been built out.
- 1.8 In summary, there is 2,601m² of floorspace available under the original permission for the store which can be used for the sale of convenience goods with up to 15% of this (390 m²) being available for the sale of comparison goods. In addition the original permission for the non food retail unit allowed 557m² of floorspace for the sale of comparison goods. The additional 140m² extension gives a total of 697m² of floorspace for the sale of comparison goods from this unit.

2.0 Site Description

Barton upon Humber

- 2.1 Barton upon Humber is a town of over 10,000 population, situated on the south bank of the River Humber in the North Lincolnshire district of Lincolnshire, England and is located at the southern end of the Humber Bridge. It lies 46 miles (74 km) east of Leeds, 6 miles (10 km) southwest of Hull and 31 miles (50 km) north northeast of the county town of Lincoln. Barton upon Humber is a typical country town with an attractive historic core, providing a high townscape quality. The centre is well served by a range of pubs and restaurants. Views of the Humber Bridge and facilities including Baysgarth Museum and the Rope Walk Arts Centre attract visitors to the area. The Market Place, George Street, High Street and Fleetgate form the retail core.
- 2.2 The North Lincolnshire Retail Study identifies Barton upon Humber as being in the second tier of the District's retail hierarchy as a principal growth settlement, coming second to Scunthorpe with serves as the district's primary settlement. The study describes Barton as having low non food multiples and low national retailer representation.

The Application Site

- 2.3 The application site is located to the north of Barton upon Humber town centre and is 2.34ha in size. The substantial majority of the site is occupied by an existing retail development housing the existing Tesco store and the Factory Shop, a discount retail outlet. The Factory Shop and the existing Tesco store occupy the same building with a shared entrance and customer facilities.
- 2.4 The site also contains associated areas for servicing, car parking and landscaping. In addition to this, the site includes a vacant warehouse building which is associated with the Rope Walk, a listed mixed use development which is located to the north of the site. North Lincolnshire Council have confirmed that the Tesco store occupies an edge of centre location. The majority of the site is unallocated within the North Lincolnshire Local Plan however, the northern area of the site forms part of a mixed

use allocation (Mx 1-9), due to a lapsed planning permission for the development of this area for a medical centre.

2.5 To the north of the application site is a residential area and the Grade II listed Ropewalk Building which has been converted to artist's studios and a café/ shop. The site is bound to the east and south by Maltkiln Road. Beyond the Road to the south and south east of the site are residential properties. To the east of the site is a site in an industrial use. The site is bounded to the West by a dyke. Beyond the dyke are both residential and industrial land uses.

2.6 A description of the site in terms of its wider surroundings is set out in the Planning Statement.

3.0 Proposed Development

- 3.1 The application site currently comprises the existing Tesco store, The Factory Shop and a vacant warehouse unit. The proposals for the site are to extend the existing Tesco store, relocate the Factory Shop to a new purpose built unit in the northern corner of the site, build a new service yard for the Tesco store and to provide a new petrol filling station, as well as amending the car park layout. This section of the Statement identifies and sets out in greater detail the individual components of the development proposals.
- 3.2 The application plans show how the site will be laid out, as well as showing details of the external appearance of the building and landscaping and this is discussed in detail within the Planning Statement, the Landscape Statement and the Design and Access Statement. The following paragraphs therefore predominantly consider only the retail elements of the proposal.

The Extension to the Tesco Store

- 3.3 The extended Tesco store would have a gross floor space of 4,161m² and a net sales floorspace of 2,919 m² (defined as sales area and checkouts). A breakdown of the proposed floor area is set out below indicating the increase in floorspace between the existing and proposed store:

	Convenience Goods m ²	Comparison Goods m ²	Net Floor Space m ²	Gross Floor Space m ²
Existing Tesco Store	1462	294	1,756	2,424
Proposed Tesco Store	2378	688	2,919	4,161
Increase in Floor space	916	394	1,232	1,737

- 3.4 The existing entrance to the store will be bricked up and a new entrance lobby will be provided further to the north of the store frontage.
- 3.5 Internally, the store will provide a wide range of convenience goods including deli ranges, hot and cold food counters and a bakery. The store will also provide a limited range of comparison goods to compliment this convenience offer, this will include items such as electricals, homeware, entertainment, newspapers and magazines. The store will be designed operationally to provide an efficient layout for ease of circulation by customers in order that staff and storage areas are well related. The inclusion of up-to-date checkout technology and an efficient stock storage system will also allow for a rapid through put of customers at busy times and ensure that shelves are always fully stocked, so that a full range of goods is available at all times. Improving the size of the store and the range of goods on sale will therefore enable this Tesco store to become a more attractive location when compared to other large stores which currently have a greater offer.
- 3.6 The Tesco store will be serviced via a new service yard to the south of the existing store.
- 3.7 It is proposed to reconfigure the car park to make the layout more efficient and to provide additional parking spaces at the site. There will be an overall increase in total parking spaces from 182 to 306, which is an increase of 124 parking spaces. There will be 10 parent and toddler spaces and 12 disabled spaces included within the total number of spaces. In line with the operation of other Tesco stores, these spaces would serve as a free car park on a short stay (2-3 hr) basis, regardless of whether people choose to shop at the store. Due to the close proximity of the site to the Town Centre, this will enable people to use the Tesco car park to access the Town Centre and also to carry out linked trips between the Town Centre and the Tesco store.

Relocation of the Factory Outlet

- 3.8 It is proposed to demolish the vacant building in the northern part of the site in order to erect a new retail unit for the Factory Shop to operate from. The new unit will have a gross floor space of 715 m² and a net floor space of 604 m². The Factory Shop currently occupies a gross floor space of 734 m² with a net floor space of

597m². Therefore, the new proposed unit provides almost the same amount of floor space as is currently occupied by the Factory Shop.

3.9 The new Factory Shop will have a service yard to the east of the unit. The service yard will be enclosed by a 3 metre high close boarded timber acoustic boundary. The service yard gate will also act as an acoustic measure. The service yard will be accessed through the customer car park.

3.10 Further details in respect of parking and the accessibility of the proposal are contained within the Transport Assessment, whilst a discussion of the design ethos behind the proposals is set out in the accompanying Design and Access Statement.

4.0 Planning Policy Review

- 4.1 A full review of the key local, regional and national retail planning policies which are of relevance to the consideration of this application is included in **Appendix 5**. The following section therefore provides a summary of the key policies relevant to the consideration of the applications.

National

- 4.2 In summary, the relevant national planning policy includes:-
- 4.3 *Planning Policy Statement 1 (PPS1) Delivering Sustainable Development (2005)* which sets out the Government's commitment to a planning system which creates sustainable communities and delivers sustainable developments.
- 4.4 *Planning Policy Statement 6 – Planning for Town Centres (2005)* sets out the Government's objective to create vital and viable town centres. Its key objectives are the planning for growth and development of existing centres, promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment accessible to all. PPS6 aims to enhance consumer choice by making provision for a range of shopping, leisure and local services, which allows genuine choice to meet the needs of the entire community and particularly socially excluded groups and improve accessibility, ensuring that existing or new development is, or will be, accessible and well-served by a choice of means of transport.
- 4.5 *Planning Policy Guidance 13 – Transport (2001)* gives guidance on the integration of the planning and transport at a strategic and local level. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

Regional

- 4.6 Strategic planning advice is contained within 'The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026' ('the RSS') which was adopted in May 2008. The RSS supports the general aims of national planning policy documents in terms of encouraging *'more sustainable patterns and forms of development, investment and activity'*.
- 4.7 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

- 4.8 Policy YH6 further establishes that Local Service Centres will 'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'. This includes the requirement to improve local services in such centres.

North Lincolnshire Local Plan

- 4.9 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 4.10 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will

only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*
- 4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.*

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

North Lincolnshire Local Development Framework (LDF)

- 4.11 Following the Planning and Compulsory Purchase Act of 2004, North Lincolnshire Council is required to produce a LDF. This however is in the early stages of production and at the time of writing, the Development Plan Documents within it do not carry any material weight.

North Lincolnshire Retail Study 2005

- 4.12 North Lincolnshire Council published an assessment of existing and likely future retail and leisure need in 2005 (produced by England and Lyle on their behalf). In terms of future retail provision, the report states that the scale of additional floorspace that could be supported for convenience goods in North Lincolnshire would be up to 3,670m² in 2010 rising to 3,670m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 11,400m² rising to 28,600m² in 2015.
- 4.13 Having specific regard to Barton upon Humber, the report states that the scale of additional floorspace that could be supported for convenience goods would be up to

175m² in 2010 rising to 335m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 588m², rising to 1,105m² in 2015.

- 4.14 In respect of shopping patterns, the study indicates that main food shopping provisions in Scunthorpe attract trade from all parts of North Lincolnshire. In addition the study states that smaller food stores in Brigg, Barton, Epworth and Kirton have a relatively small trade draw, limited to the immediate surrounding population. Scunthorpe town centre is also the most dominant centre for non-food shopping across the district, whilst catchment areas for non-food shopping activities in Barton, Brigg and Ashby are considered to be localised.
- 4.15 The study also identifies significant convenience and comparison goods expenditure leakage from stores in Barton to stores in Scunthorpe and Grimsby. Main foodstores (Morrisons, Tesco, Asda) in Scunthorpe have the largest market share (57%) within the study area. In relation to comparison goods leakage, the study identifies that Barton, Epworth/Crowle areas have a leakage rate of 60% to stores in Doncaster and Grimsby.
- 4.16 Whilst the North Lincolnshire Retail Study is a very thorough document, it only assesses the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment.

5.0 Accordance with National Planning Guidance

5.1 As is highlighted within our review of PPS6 (Appendix 5) and in accordance with Local Plan Policy S7, given that the proposed Tesco store is located on the edge of Barton upon Humber town centre, there are five key considerations that must be taken in to account in assessing the proposals:

- the need for the development
- the appropriateness of scale of the development
- that there are no more central sites (sequential approach)
- that there are no unacceptable impacts on existing centres
- that the location is accessible

5.2 Considerations a) to d) are set out in the following assessment and information on the accessibility of the proposal is provided in the Transport Assessment, which also forms part of this application submission.

Need

5.3 As highlighted in the policy review at Appendix 5, PPS6 states that need for additional retail floorspace can be expressed in both quantitative and qualitative terms, albeit that a greater emphasis is placed upon quantitative need. It is considered that there is a need for an extension to the existing food store and slightly larger replacement non food retail unit in both quantitative and qualitative terms. Such a consideration is set out below.

Quantitative Need

5.4 A step-by-step approach is adopted for the assessment of quantitative need, which is set out in Appendix 4, along with supporting economic tables. In broad terms this 'Capacity Assessment' provides a theoretical indication of the potential for the PCA to support additional retail floorspace. Capacity assessments consider the balance between total available spending in an area (demand) and the average turnover achieved by existing floorspace (supply). If demand exceeds supply there is

justification for additional floorspace. This exercise is undertaken for both convenience and comparison goods that will be sold from the proposed store extension and non food retail unit.

Convenience goods

- 5.5 For convenience retailing, between the base year (2009) and design year (2014), the amount of available expenditure is forecast to grow from **£45.7m** to **£51.5m** a growth of some **£5.8m**. Once the turnover of existing floorspace within the study area is accounted for there is a total surplus capacity of **£18.4m** rising to **£23.9m** by 2014. In percentage terms this equates to **40.2%** of the total available spend at 2009, rising to **46.4%** in 2014 and reflects the high levels of leakage of convenience goods expenditure to the higher order centres such as Scunthorpe, Grimsby and Hull. Consequently Table 7A demonstrates that the additional convenience goods turnover from within the primary catchment area achieved by the store extension (**£4.3m**) accounts for only approximately **23%** of the identified surplus capacity, in fact it amounts to **£1.5m** less than the forecast expenditure growth (**£5.8m**) between the base and design year. This also leaves **£19.6m** to continue to leak out of the PCA or to support new convenience floorspace within the town. The trade retention for the PCA after development is therefore **61.9%** of the total available expenditure. It is therefore established that there is a strong quantitative need for additional convenience goods floorspace.

Comparison Goods

- 5.6 For comparison retailing, between the base year (2009) and design year (2014), the amount of available expenditure is forecast to grow from **£92.8m** to **£116.9m** a growth of some **£24.1m**. Once the turnover of existing floorspace is accounted for there is a total surplus capacity of **£76.9m** rising to **£99.7m** by 2014. In percentage terms this equates to **83%** of the total available spend at 2009, rising to **85%** in 2014 and reflects the high levels of leakage of comparison goods expenditure to the higher order centres such as Scunthorpe, Grimsby, Doncaster and Hull. Consequently Table 7B demonstrates that the additional comparison goods turnover from within the primary catchment area, achieved by the store extension and non-food unit (**£1.5m**) accounts for only a small proportion of the identified surplus capacity (**1.5%**), indeed it amounts to just **6.2%** of the forecast expenditure growth between the base and design year and would leave a further

£98.2m to support further floorspace within Barton upon Humber or to continue to leak out of the area. As such, it is demonstrated that there is a strong quantitative need for additional comparison goods floorspace.

North Lincolnshire Retail Study 2005

- 5.7 In addition to our own assessment detailed above, the North Lincolnshire Retail Study 2005 suggests that there will be capacity for 3,670m² in 2010 rising to 3,670m² in 2015 of convenience floorspace and for comparison floorspace a capacity in 2010 of 11,400m² rising to 28,600m² in 2015 for the area as a whole.
- 5.8 However, the study considers that, assuming that shopping patterns remain unchanged, there will only be capacity for 175m² of additional convenience floorspace in 2010 rising to 335m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 588m², rising to 1,105m² in 2015.
- 5.9 Whilst the Study appears to suggest that the difference between available expenditure within the PCA and the turnover of existing retail provision is insufficient to justify the proposed extension, there are a number of important key points to note.
- 5.10 Firstly Barton upon Humber is a Market Town within the second tier of the North Lincolnshire retail hierarchy and as such we consider that a greater proportion of the identified capacity for the district should be allocated to this town in order to enable it to maintain its position within the retail hierarchy and clawback lost expenditure. Whilst the North Lincolnshire Retail Study is a very thorough document, it only allows the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment. We therefore consider that the residents of the PCA are choosing to shop at alternative locations outside the area due to lack of appropriate retail facilities, thus indicating a more pronounced undersupply of convenience and comparison floorspace. There is policy support contained within PPS6 and the RSS for addressing local deficiencies and strengthening Local Service

Centres and we therefore consider that the proposed development will assist in meeting these policy requirements.

Summary

- 5.11 This assessment has demonstrated that clear quantitative need exists for further convenience and comparison floorspace to serve the Barton upon Humber area. This proposal to extend the Tesco store and provide an improved non food retail unit at Barton upon Humber could in part meet this need in a well established location.

Qualitative Need

- 5.12 Turning to the issue of qualitative need, we now set out a qualitative case for the store extension and slightly larger replacement non food retail unit.
- 5.13 Tesco have traded from this store since 2008, with very little alterations in the subsequent year. Prior to this the unit was operated as a supermarket by the Proudfoot Group for a number of years. As such the building is dated and does not meet modern convenience retailer requirements either in terms of size and layout. Furthermore, in its current form, the store is no longer able to meet the high standards which Tesco customers expect of the country's number one retailer, in terms in of providing a high quality environment. In particular the aisles are narrow with limited circulation space and the number of checkouts and the area around the checkouts is especially compromised. Furthermore given the size of the store, the range of products available, in particular fresh produce, is also restricted when compared to modern supermarket standards, clearly to the disbenefit of the shopping public in Barton upon Humber.
- 5.14 The purpose of the extension development is to create a high quality shopping environment, with an enhanced retail offer in both the food and non-food ranges, which customers currently expect from modern superstores. The ability of the proposal to meet the current qualitative deficiencies is directly related to the ability of the facility to provide direct competition to existing stores outside the Study Area. The benefits in these terms would not be achieved by the development of a number of small or medium sized shops, but requires the development of a store with a comprehensive range of convenience and complementary comparison goods.

- 5.15 The proposed larger store would address the above issues and would provide the opportunity for a less constrained physical layout, assisting in the easy movement of goods and people within the store and through the application site more generally. In respect of the range and choice of goods that will be available in the store, this will provide the opportunity for improved range and depth of offer, as well as the ability to increase stock levels within existing ranges. The existing comparison range is particularly limited, and we are aware that this does not provide the level of choice customers have come to expect from a modern foodstore. The larger sales floor space will allow for a modest extension to the range of comparison goods to be sold. It would also allow the extension of a number of current ranges (including homewares, toys, books and stationery and DIY products), and would represent a vast improvement on the current offer. The convenience range would see the addition of enhanced fresh food counters, as well as extended ranges of durable and perishable foods. The proposed store extension also provides the opportunity to improve other areas visible to the customer, such as the checkouts and customer services. Again, these enhanced facilities weigh in favour of the provision of a considerably improved customer experience as compared to the qualitative deficiencies of the existing.
- 5.16 An enlarged and enhanced store in this location would not only provide a better service to existing customers, but would also be able to better compete with the larger stores such as those in Scunthorpe which are currently drawing trade out of the study area.
- 5.17 The proposed extended store will also have a larger and more efficient area in which to store and move goods at "back of house". This provides the opportunity to ensure that shelves remain stocked and minimising the likelihood of ranges being unavailable which might otherwise result in the disappointment of customers.
- 5.18 In summary, the larger store would increase the opportunity for residents to undertake a main food shopping trip in the store which fully meets all their needs rather than having to travel a further distance.
- 5.19 Additionally, the public consultation event identified a need for a second petrol filling station within Barton upon Humber. Many suggested that they were travelling to Scunthorpe and Brigg to buy reasonably priced fuel. Therefore, the addition of a petrol filling station at this site will reduce the need to travel to other centres to

purchase fuel.

Scale

- 5.20 As discussed within the policy review, PPS6 requires applicants to demonstrate that the proposal is appropriate in scale to the role and function of the centre. In this regard, the appropriate centre is Barton upon Humber town centre, which is identified as a Local Service Centre in the RSS and lies within the second tier of North Lincolnshire's retail hierarchy, performing an important role to residents of Barton upon Humber and the surrounding rural hinterland. Whilst the existing Tesco, Lidl and Somerfield perform a convenience shopping role within this catchment area, as has been demonstrated above, significant trade is nevertheless lost to larger food stores located further afield which are better able to cater for bulk food shopping needs. It is important to ensure that Barton upon Humber provides sufficient retail facilities of an adequate scale in order to successfully compete with other centres and maintain and improve upon its existing market share.
- 5.21 The existing Tesco store within Barton upon Humber is much smaller than stores in Scunthorpe and Grimsby and therefore, cannot stock the range of goods that are provided by these stores. The proposed store extension will enable the store to be of a scale more appropriate and more capable of serving the bulk food shopping needs of the catchment area, thereby reducing the need to travel to more distant bulk food stores located outside the catchment area and strengthening Barton upon Humber's role as a Local Service Centre with the region's retail hierarchy. Indeed the proposed store will be comparable with the scale of already trading/permitted stores within other similar sized Local Service Centres in the Region. For example, the recently permitted store within Hornsea which provides a 2,778sqm net foodstore within a town of approximately 9,000 people. Hornsea is of a similar population size to Barton upon Humber in which it is proposed to extend the Barton upon Humber store to have a net floorspace of 2,919sqm.
- 5.22 As also highlighted at Appendix 5, PPS6 and the North Lincolnshire Local Plan seek to concentrate new development in and around the district's city and town centres, as long as the scale and format do not adversely affect the vitality and viability of any defined centre. As is highlighted in the paragraphs on impact below, we conclude that there would be no detrimental harm to the overall health of Barton upon

Humber, or indeed any other centre.

- 5.23 In physical terms, as discussed in the Design and Access statement, it should also be recognised that the extension to the store involves only the squaring off of the existing building and the footprint of the proposed store is only approximately 998m² larger than that of the existing building (3163m²).
- 5.24 The scale of the proposed store extension is appropriate to Barton upon Humber's position within the district's retail hierarchy and is still smaller in size than stores within other town centres in the wider region. Overall, it is therefore concluded that the Tesco store extension is of an appropriate scale, both in terms of the role and function of Barton upon Humber.
- 5.25 The proposed new non food retail unit to House the Factory shop is only 7m² larger than the existing unit that the Factory Shop occupies and is therefore considered to be of an appropriate scale for the site. The physical scale of the building has been designed to reflect the scale of the existing warehouse that the non food retail unit will replace.

Sequential Assessment

- 5.26 Given that the application site occupies an edge-of-centre location, it is acknowledged that there is a requirement to assess the proposals against the provisions of the sequential approach as set out in PPS6. In this regard, the following paragraphs consider whether there are any sites within, or abutting the shopping area, which are **available**, **viable** and **suitable** to address the identified need for the proposed store extension and slightly larger replacement non food retail unit, The Factory Shop.
- 5.27 Although it is accepted that there is a requirement for developers to demonstrate flexibility in terms of format, scale and parking provision, PPS6 makes clear that single retailers are not required to disaggregate floorspace to achieve their requirements and states that "*a single retailer should not be expected to split their store into separate sites*".

- 5.28 Indeed, there have been a number of decisions made since the introduction of PPS6 in respect of the interpretation of the requirement upon applicants and determining authorities relating to the issue of disaggregation. These include inspector's decisions and call-in decisions made by the Secretary of State, which we conclude provides further evidence to demonstrate that where an applicant shows that disaggregation cannot be incorporated into the business model, they should not be required to consider whether the additional floorspace can be provided on a separate site.
- 5.29 These decisions include two recent cases, (Keighley and Isle of Wight) both of which relate to proposals for superstores incorporating a mixture of convenience and comparison floorspace. At Keighley (PINS Ref. APP/W4705/A/05/1172346) Asda proposed a 7,470 sqm gross, 3,716 sqm net food store on an edge of town centre site with a 60%/40% split of convenience/comparison goods in the proposed development. The decision makes clear that comparison goods form a clear adjunct to the convenience provision found in food superstores, and that there is no requirement for comparison goods to be provided on solus sites where this contradicts the business model of the applicant and/or where preferable alternative sites cannot be identified. In his decision, the Inspector states at Paragraph 45:

"WITH REGARD TO THE PROPOSED COMPARISON FLOORSPACE, I CONSIDER THE ONLY ISSUE RAISED IS WHETHER THAT ELEMENT COULD BE SEVERED AND LOCATED IN THE CENTRE OR ON THE EXPANSION SITES...APPLYING PARAGRAPHS 3.15 TO 3.19 OF PPS6, THE COMPARISON FLOORSPACE IN AN ASDA SUPERSTORE OPERATES AS AN ADJUNCT TO THE CONVENIENCE FLOORSPACE. IT DOES NOT TRADE AS A SEPARATE SHOPPING DESTINATION. ASDA'S BUSINESS MODEL, WHICH IS LONG ESTABLISHED, DOES NOT INVOLVE TRADING AT THE SCALE OF COMPARISON FLOORSPACE PROPOSED HERE ON A SOLUS SITE. THE COMPARISON FLOORSPACE IS SIMPLY AN ADJUNCT TO AND THEREFORE DEPENDENT UPON THE CONVENIENCE FLOORSPACE."

- 5.30 In terms of the Isle of Wight case, (PINS Ref. APP/P2114/V/06/1198564) Tesco proposed replacing their existing 3,336 sq.m net floorspace out-of-centre store with a new store measuring 5,567 sq.m. Here Tesco demonstrated that no suitable sequentially preferable sites were available to accommodate the entire development (a replacement store). They maintained that the format, scale and design of the store proposed were required to meet the identified need and that disaggregation did not meet their business model. At Paragraph 120 of his recommendation to the Secretary

of State, the Inspector states:

"...THE ONLY OBVIOUS ALTERNATIVE FORMAT WOULD BE THE SEPARATION OF CONVENIENCE AND COMPARISON SALES. BEYOND THAT, IT MIGHT, IN THEORY, BE POSSIBLE TO SUB-DIVIDE COMPARISON SALES- FOR EXAMPLE, TO SEPARATE CLOTHING FROM OTHER COMPARISON GOODS. HOWEVER, THE APPLICANT ARGUES STRONGLY THAT THE SUM OF THE BUSINESS IS GREATER THAN THE PARTS AND THAT DISAGGREGATION WOULD BE TO THE DETRIMENT OF THE SHOPPING PUBLIC. I THINK THAT THIS IS A STRONG ARGUMENT..."

- 5.31 The Secretary of State in her decision dated 21 February 2007 did not dissent from the Inspector's analysis of sequential issues.
- 5.32 Tesco Stores Limited has an established business model in respect of its stores which forms their modern approach to retailing. We have given consideration to the possibilities of disaggregating the proposed development, but find that such an approach would have limited regard to the practical considerations of the scheme, as well as the nature of the units to be provided, and to the appropriateness of the sites in meeting the specified need. Accordingly this type of qualitative improvement cannot be made other than by the extension of the existing store, and it would therefore be impractical to separate the proposal from the existing store and provide the floorspace in a separate location. Furthermore, this site has an established retail use and occupies an edge of centre location.
- 5.33 On this basis, our assessment has concentrated on sites which could accommodate only the extended Tesco store as a whole. We have also undertaken the sequential assessment for the non food retail unit. Given the edge-of-centre location of the site which has been acknowledged by North Lincolnshire Council, our search for alternative sites has focused on ones within Barton upon Humber town centre.
- 5.34 Given that the store cannot be disaggregated, as part of the sequential assessment we have searched for sites within the Town Centre that would be capable of accommodating the extended Tesco store and have established that there are no sites available of sufficient size to accommodate the proposed development for which a strong qualitative and quantitative need has been established. As such there are no **available**, **viable** or **suitable** sites of an appropriate scale to locate the

proposed larger Tesco store any closer to or within the Town Centre.

- 5.35 With regard to the non food unit, the starting point for the search was the Local Plan and whilst land opposite the Coach and Horses public house on the High Street was allocated for retail development within the Local Plan, the site has since been fully developed and is now occupied by a Lidl foodstore. This site is therefore not **available** and can therefore be discounted for the purpose of this sequential assessment.
- 5.36 The character of Barton upon Humber Town Centre is of a high quality historic environment with a significant number of listed buildings. Consequently the opportunities for any redevelopment on this scale have been limited severely. Within the town centre there are no existing units of an appropriate size that could accommodate the Factory Shop. As such, we conclude that there are no **suitable** vacant units within the town centre from which the Factory Shop could operate.
- 5.37 There are no other suitable sites identified in the Local Plan for retail development, and our assessment has not identified any further sites, which are available, suitable or viable and also sequentially preferable to the proposed site. The proposed site is an established retail development on the edge of the town centre. The scheme merely reconfigures the existing uses on the site to make the most efficient use of this land. The application site is therefore considered to be the most suitable location for the development proposed.
- 5.38 In light of all of the above, it is considered that the proposal is in full accordance with the sequential approach and is the most appropriate location to address the identified need.

Impact

- 5.39 This section of the assessment sets out information on the likely sources of trade, to the proposed improved non food retail unit and the extended Tesco store, and assesses the resultant impact on other stores and centres. The overall impact assessment is included at Table 8 of Appendix 4.

5.40 The following impact assessment has been undertaken on a goods basis, whereby trade diversion as a result of the turnover generated from both the convenience and comparison elements of the proposals have been calculated. For clarity, however, the results of the assessment have been presented in terms of overall impact on centres and stores.

5.41 Before undertaking such an assessment it is firstly important to recognise that as highlighted within the health check at Appendix 2, Barton upon Humber is an attractive local centre, displaying many signs of vitality and viability. The centre is seen to be healthy and benefits from low levels of vacancies and a wide range of independent retail stores.

5.42 In assessing the impact of the proposal, we have taken account of the following generally accepted factors that we believe to be relevant in this situation:

- Retail superstores tend to compete most intensively with established outlets fulfilling the same function. Consequently, stores aimed primarily at catering for the weekly or less frequent car borne main food shopper, will compete most directly with the existing stores performing the same function.
- Small food shops in established local centres, which are used predominantly for day-to-day convenience purchases, will not be likely to face significant competition from a superstore catering essentially for a different form of food shopping although inevitably, some residents living close to a superstore, or workers traveling home in the evening may visit the store on a more frequent basis.

5.43 In light of the above, the proposed development will divert the most amount of its convenience goods trade from those other supermarkets in and outside the study area which as highlighted by the North Lincolnshire Retail Study, are in this case mainly the larger food stores (Asda, Tesco and Morrisons) within Scunthorpe.

Barton upon Humber Town Centre

- 5.44 Firstly, having regard to Barton upon Humber town centre, the health checks demonstrate that Barton upon Humber is an attractive and healthy town centre benefiting from low vacancy rates and a range of independent retailers including an above average proportion of convenience stores which include butchers, greengrocers, fishmongers and bakeries. However, multiple representation within the town is low and the only anchor foodstores are a small Co-op, a Lidl and a Somerfield. The town is located within a designated conservation area. Of further note are the low levels of vacant units within the centre, with a survey undertaken in June 2009 highlighting just 6 such units throughout the centre, which is well below the national average. A detailed review of retail provision within Barton Town Centre, together with an assessment of its health is included at Appendix 2.
- 5.45 Outside of Barton upon Humber, retail provision is primarily concentrated within the small rural settlements such as South Ferriby, Barrow upon Humber, Goxhill, Ulceby and South Killingholme which are located throughout Barton upon Humber's rural hinterland. These settlements are small and attractive villages, providing village stores and post offices which cater for local needs and serve an important top up shopping function for local residents.
- 5.46 In terms of the Somerfield on the Market Place it estimated that the proposed development would divert just below **£85,515**, from this store which equates to a total impact of **3.8%** of the turnover of the store. It is forecast that **£42,758** would be diverted from the Coop on George Street; this represents an impact of **2.6%** of the total turnover of the store. However, these appear to be very popular and busy stores, and it is considered that such levels of diversion will not cause any detrimental harm or affect their continued viability. Having regard to Lidl, as a discount food store, it is considered that this retailer attracts a different customer to Tesco and as such diversion of any significance is not predicted.
- 5.47 Whilst it is recognised that Somerfield and the Coop form part of Barton upon Humber town centre, the key test set out in PPS6 is to assess the impact of the proposals on the town centre as a whole rather than any individual store. In this regard we estimate that a further **£0.24m** will be diverted from other stores within Barton upon Humber town centre. The resultant impact of the proposed Tesco extension and the slightly larger non food unit on Barton upon Humber town centre is just **1.1%** which includes the aforementioned impact from Somerfield and the Coop. Taking into account all of the above, and in particular the health of Barton upon

Humber town centre, it is considered that the additional turnover generated by the proposed Tesco store and non food unit extensions over and above that of the existing store and non food retail unit will not cause any detrimental harm to the Town Centre's continued vitality and viability. It is unrealistic to expect a greater percentage of convenience trade to be taken from stores within Barton upon Humber as this goes against current shopping patterns. As the majority of residents undertake their main food shopping trips outside of Barton upon Humber town centre, we consider that any impact will predominantly be upon centres located outside the town. Notwithstanding the above, it is accepted that there will be some diversion of trade from other town centre stores.

- 5.48 In terms of the non food unit the Factory Shop is remaining on the site and is only increasing in size by 7m², therefore, the impact of the small extension to this unit on the town centre will be negligible.
- 5.49 Furthermore, this impact does not take account of any positive effects from additional expenditure generated through increased linked trips. In this case the site of the existing store is considered to be well connected to the town centre and is widely accessible on foot, by cycle and by public and private transportation. Pedestrian routes into the centre are straight forward and barrier free and furthermore, the store will continue to offer a plentiful supply of free short stay parking in a town where a lack of free parking is an acknowledged problem. The parking spaces for the store would serve as free car park on a short stay (2-3 hour) basis, regardless of whether people choose to shop at the Tesco store.
- 5.55 Given the shortage of free car parking within Barton upon Humber and the close proximity of the site to the town centre, the supply of free parking and the straight forward pedestrian routes, we fully expect that people would continue to park and shop and that healthy and increased levels of linkage would occur between the extended store and the town centre.
- 5.56 Trying to quantify the monetary value of such linkage is not straightforward, particularly given that many of the trips between the existing store and the town centre are to services such as banks and building societies, which although not resulting in a purchase, do play an important part in adding to the vitality of the centre. Whilst therefore not seeking to ascribe an overall monetary amount to this activity, it will clearly be beneficial to the town and the level of direct trade diversion

upon stores within the town centre resulting from the proposed Tesco store extension, will to an extent be offset by additional linked trips, particularly from new Tesco customers who are presently choosing to undertake their shopping in stores outside of Barton upon Humber and who are currently undertaking their linked trips in centres such as Grimsby and Scunthorpe.

- 5.57 Lastly, in respect of the implications on Barton upon Humber town centre and in particular the small independent retailers within the centre, it should be noted that in their final report dated 30 April 2008, the Competition Commission in their investigation of the Groceries Market concluded:

'whilst we have been sympathetic to those finding themselves under pressure in this market, particularly independent retailers, this does not mean that competition is not working well—it is often the effects of rivalry between retailers which benefit the consumer. Competing with large retailers is difficult but our evidence does not show that independent retailers or the whole-salers that supply them are in terminal decline. It is not impossible for them to compete and in the current economic climate the benefits of vigorous competition are as relevant as ever'

- 5.58 Taking into account all of the above, and in particular the health of Barton upon Humber, it is considered that the turnover generated by the proposed Tesco store extension and slightly larger non food retail unit will not cause any detrimental harm to the town's continued vitality and viability. As evidence suggests from elsewhere, we fully expect the proposed development with its additional free car parking to claw locally generated expenditure back to Barton upon Humber, facilitate linked trips with the centre and potentially act as a catalyst to further investment in the town.

Other Settlements in the Primary Catchment Area

- 5.50 Turning to the impact upon other centres elsewhere within the PCA, it is estimated that given the very localised nature of their offer, the shops within the local centres of South Ferriby, Barrow upon Humber, Goxhill, Ulceby and South Killingholme which primarily consist of village stores catering for top-up shopping needs, will not experience any levels of diversion to the proposed store extension.

Centres outside the Primary Catchment Area

- 5.51 Turning to other centres located outside the catchment area. Morrisons, Tesco and Asda in Scunthorpe were highlighted in the North Lincolnshire retail study as popular main food shopping destinations for residents of the Barton upon Humber PCA and as such, it is anticipated that significant levels of diversion will occur from these stores. Firstly having regard to Morrisons, it is estimated that in total **£1.05m** will be diverted from this store, this represents an overall impact of **2.8%** on its turnover. Having regard to Asda, it is estimated that in total **£0.99m** will be diverted from this store, this represents an overall impact of **2.1%** on its turnover. Notwithstanding that the Morrisons and Asda stores occupy out-of-centre locations and are afforded no protection in the planning system, they are both popular and busy stores and as is expected that they will be trading well above company average levels, therefore it is not considered that the proposed development would cause any detrimental harm to this stores. It is estimated that a further **£1.53m** will be diverted from Tesco in Scunthorpe, representing a total impact of **2.8%** on the turnover of the store. The Tesco store at Scunthorpe is also popular and busy and is seen to be overtrading, this is demonstrated by factors such as difficulty in finding a parking space at peak times. Again, it is not considered that the proposed development will cause any detrimental harm to the functioning of this store and Tesco would not seek to extend the store within Barton upon Humber if it would negatively impact upon their existing store in Scunthorpe.
- 5.52 It is estimated that a further **£0.78m** will be diverted from Sainsbury's in Scunthorpe town centre, representing a total impact of **3.2%** on the turnover of the store. The Sainsbury's store at Scunthorpe is also popular and busy and is expected to be overtrading and again, it is not considered that the proposed development will cause any detrimental harm to the functioning of this store. Overall, it is anticipated that on top of the trade to be diverted from the Sainsbury's in Scunthorpe Town Centre, there will be no additional impact on the town centre and no further trade will be diverted from local stores within the defined centre Scunthorpe other than Sainsbury's.
- 5.53 Turning to the impact upon other centres located outside of the PCA **£0.50m** will be diverted from within Brigg town centre as a whole and we anticipate that this full amount of trade diversion will be from the existing Tesco Store representing a total impact of **2.9%** on the turnover of the store. A further **0.48m** will be diverted from

within Grimsby town centre as a whole with the stores impacted upon being only the Tesco store and the Asda store. This represents a total impact of **0.6%** on the Asda store and **0.3%** on the Tesco Store with an impact of only **0.1%** on the turnover of Grimsby town centre as a whole.

5.54 It is not considered that any trade diversion will occur from stores within Immingham.

Summary

5.55 In summary, it is therefore concluded that there is no defined centre or store which would experience harmful levels of impact as a result of the proposed extension to the Tesco store and slightly larger non food retail unit.

6.0 Summary and Conclusions

6.1 This Retail Assessment is submitted in support of a planning application by Tesco Stores Limited for an extension to the existing Tesco Store, a new non food retail unit, petrol filling station, car parking amendments, landscaping and associated works at Maltkiln Road, Barton upon Humber.

6.2 The proposed extension will enable the store to become an improved shopping destination in terms of convenience and comparison facilities within the Study Area.

6.3 In retail policy terms we have demonstrated that the proposal fully accords with PPS6 and the retail policies of the North Lincolnshire Local Plan which establishes that retail development will only be permitted in edge of centre locations where it satisfies a number of criteria. These criteria broadly reflect national policy and have therefore been addressed within Appendix 5 of this Statement and within other documentation in support of the application. This concludes that there is a need for the proposal; that the scale of development proposed is appropriate; that there are no sequentially preferable locations to address this need; that the impact of the development is minimal; and that the site is already accessible and will be further improved by the measures proposed.

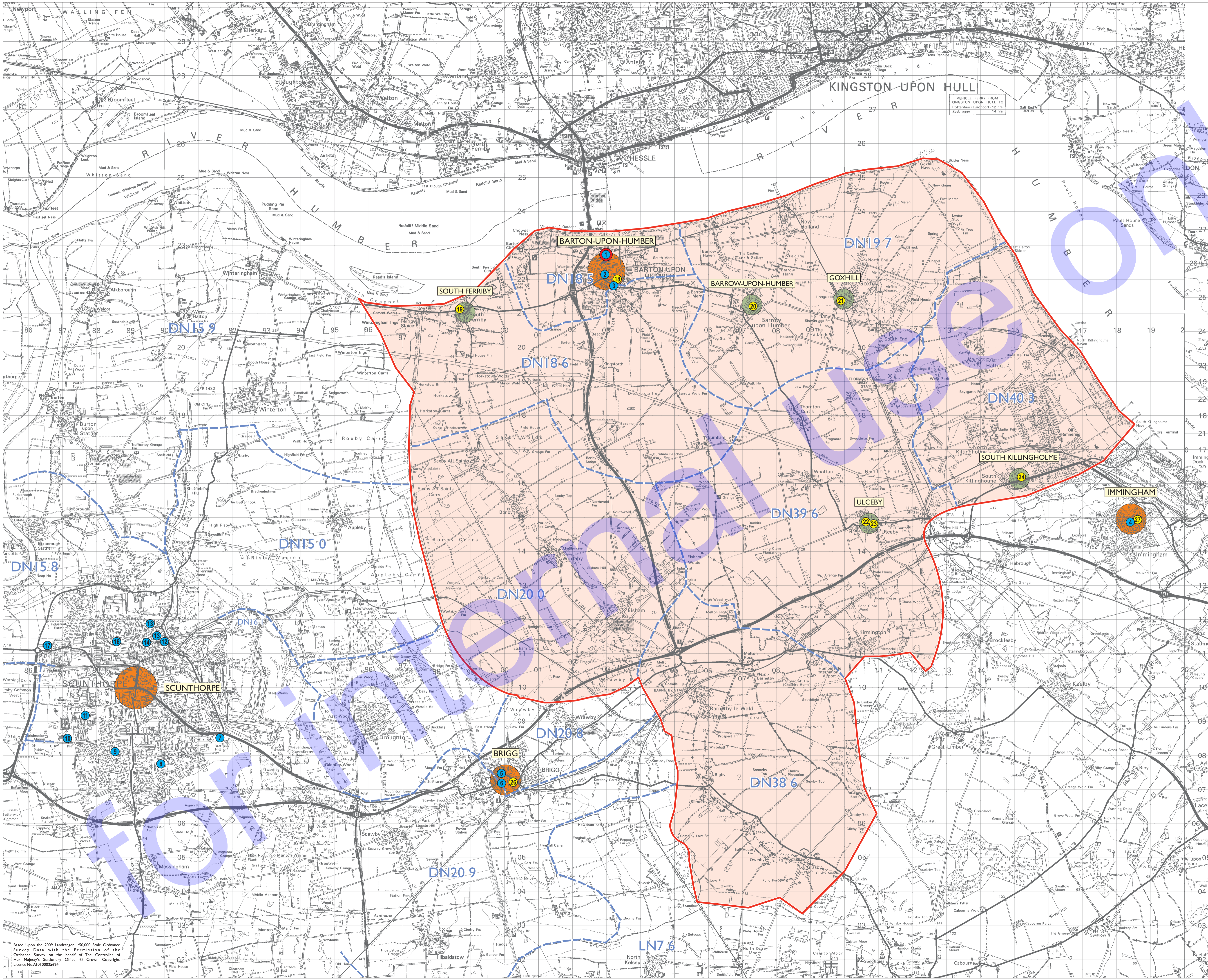
6.4 The proposals fully comply with local, regional and national planning policy guidance and will bring the following benefits to the area:

- The proposal will address a need for improved retail provision for the Barton upon Humber area.
- The scheme will enable the clawback of expenditure currently leaking out of the Barton upon Humber area.
- The scale of the extended store is more appropriate to Barton upon Humber's position within the retail hierarchy and will be sufficient to attract shoppers and retain trade within Barton upon Humber.
- Sequentially, there are no better located sites available that would suitably address the identified need and which would bring about the benefits which would arise from the proposals.
- Barton upon Humber is a healthy and attractive centre and it is not considered that the proposed store extension would cause any detrimental

harm to its ongoing vitality or viability or that of any other centre.

- The edge of centre location of the site and additional free parking available will support linked trips to both the store and the Town Centre.

6.5 Overall it is concluded that the proposals fully accord with the provisions of PPS6 and the retail policy within the North Lincolnshire Local Plan.



- Application Site
- Catchment Area
- Postcode Sectors
- Hierarchy of Shopping Centres**
- Town Centres
- Rural Settlements
- Existing Large Foodstores
- 1 Tesco - Maltkiln Road, Barton upon Humber
- 2 Lidl - High Street, Barton upon Humber
- 3 Somerfield - Market Lane, Barton upon Humber
- 4 Somerfield - Washdyke Lane, Immingham
- 5 Tesco - Barnard Avenue, Brigg
- 6 Lidl - Springs Parade, Brigg
- 7 Morrisons - Lakeside Parkway, Scunthorpe
- 8 Iceland - The Broadway, Scunthorpe
- 9 Co-op - Willoughby Road, Scunthorpe
- 10 Asda - Burringham Road, Scunthorpe
- 11 Co-op - The Precinct, Scunthorpe
- 12 Netto - Carlton Street, Scunthorpe
- 13 Iceland - Southgate, Scunthorpe
- 14 Marks & Spencer - High Street, Scunthorpe
- 15 Aldi - Glebe Road, Scunthorpe.
- 16 Sainsbury's - Doncaster Road, Scunthorpe
- 17 Tesco - Doncaster Road, Scunthorpe
- Existing Convenience Stores
- 18 Co-op - George Street, Barton upon Humber
- 19 Post Office - South Ferryby
- 20 Barrow Village News - Barrow upon Humber
- 21 Pantry - Goxhill
- 22 Post Office - High Street, Ulceby
- 23 Co-op - High Street, Ulceby
- 24 Londis / Post Office - South Killingholme
- 25 Todays - High Street, Broughton
- 26 Spar - Queen Street, Brigg
- 27 Farnfoods - Washdyke Lane, Immingham

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Plan Title
Shopping Provision, Catchment Area and Postcode Sectors Plan

Client
 Tesco Stores Limited

Project
 Maltkiln Road
 Barton upon Humber

Date
 17 June 2009

Scale
 1:50,000 @ A1

Drawing No
 934308/02

Project Leader
 MA

Drawn by
 JDS / PMG

0 1 2km



Barton upon Humber Town Health Check

On behalf of:
Tesco Stores Limited

In respect of:
Proposed Extension and New Non Food Retail Unit

At:
**Tesco Store
Malkiln Road,
Barton upon Humber**

Date:
July 2009

Reference:
CW/AC/934308/R005cw



Barton upon Humber Town Centre Health Check

- 1 The following assessments of vitality and viability are based upon the advice contained in Planning Policy Statement 6: Planning for Town Centres.

- 2 Barton upon Humber is a town of over 10,000 population, situated on the south bank of the River Humber in the North Lincolnshire district of Lincolnshire, England and at the end of the Humber Bridge. It lies 46 miles (74 km) east of Leeds, 6 miles (10 km) southwest of Hull and 31 miles (50 km) north northeast of the county town of Lincoln. Barton upon Humber is a typical country town with an attractive historic core, providing a high townscape quality. The centre is well served by a range of pubs and restaurants. Views onto the Humber Bridge and facilities including Baysgarth Museum and the Rope Walk Arts Centre attract visitors to the area. The Market Place, George Street, High Street and Fleetgate form the retail core.

Diversity of Uses

- 3 As part of the Town Centre Health Check, DPP undertook a survey of Barton upon Humber Town Centre on the 1st June 2009. This survey identifies shop uses within the Town Centre based on the Use Class Order 2005, in order to obtain up to date information regarding the diversity of uses in Barton upon Humber.

- 4 The survey area is based on the identified Town Centre boundary within the North Lincolnshire Local Plan. This survey has updated a previous Goad survey from July 2005, which also provides comparative information for Great Britain as a whole. The retail composition of the town centre is illustrated below in Table 1.

Table 1. Barton upon Humber retail units by category

Use	Units		
	Number	% of centre	% in national average
Convenience	17	17.17	9.08
Comparison	28	28.28	44.71
Restaurants, Pubs,	22	22.22	14.54

Cafes, Fast food			
Other services*	26	26.26	18.88
Vacant	6	6.06	11.51
Total*	99	100	100

*Excludes dwelling houses.

- 5 The survey results indicate that Barton upon Humber Town Centre has an above average convenience retail representation in terms of numbers of units within the centre (17.17% of units), compared to the national average of 9.08%. However, the Lidl, Somerfield and Co-op are the only major convenience goods retailers within the centre, the remainder of convenience supported retail offer consists of small locally owned shops which include a butcher's, greengrocers, fishmongers and baker's.
- 6 In addition to this Barton upon Humber Town Centre has a significantly below average comparison goods retail offer with 28.28% of retail units in such use, compared to the national average of 44.71%.
- 7 The survey results also indicate that Barton upon Humber has a higher than UK average range of services (26.26%), which include banks and building societies, travel agents, estate agents, hairdressers, bookmakers and solicitors within the identified Town Centre. The Town Centre also benefits from a number of cafes, bars and restaurants (22.22%).
- 8 In terms of vacant units, there are a total of just 6 such units throughout the centre. This equates to just 6.06% of the total units which is considerably lower than the national average of 11.51%. All of these vacant units are fairly small in size. Such a level of vacancy is low as even the healthiest of centres has some vacancies for a variety of reasons unrelated to the health of the centre.

Retailer Representation

- 9 In relation to convenience retail representation, Barton upon Humber Town Centre is anchored by a medium sized Lidl store on the High Street, a medium sized Somerfield at the Market Place and a small Co-op on George Street. All of these stores were relatively busy on the day they were surveyed. In addition to these national retailers a number of smaller independent convenience stores successfully trade, ranging from

bakers, greengrocers and newsagents which were also quite busy when the centre was visited. In terms of comparison retailers, Barton upon Humber Town Centre offers no national multiple retailers. This could be partly attributed to the limited availability of suitably sized units and the relatively small size of the town.

Pedestrian Flow

- 10 DPP have not undertaken a formal pedestrian flow count and the Council do not hold such information.
- 11 Notwithstanding this, when the survey was undertaken the weather was good and the pedestrian flow in Barton upon Humber was moderate to high with shoppers appearing to generate the majority of the pedestrian traffic.

Traffic and Transport

- 12 Car parking provision around Barton upon Humber's primary shopping area comprises of mainly on street car parking with a small area of short stay parking (maximum 1 hour). Both the Lidl and Somerfield foodstores within the Town Centre offer free parking.
- 13 In relation to public transport, Barton upon Humber has both a bus and train station on the northern edge of the Town Centre. There are also various bus stops along Holydyke and Market Lane which are served by regular bus routes. The train services are Monday to Saturday every two hours from 06.50 to 21.50 eastbound towards Hadbrough. From Hadbrough there are connecting train services every two hours to Cleethorpes, Scunthorpe, Grimsby and Lincoln. There are three daily services on a Sunday.
- 14 By road Barton upon Humber is accessible from Hull to the North via the A15 and Humber Bridge. To the south the A15 joins the M180 providing road links to Grimsby and Immingham to the east and Brigg and Scunthorpe to the West.

Physical Environment

- 15 Barton upon Humber is a small town with a healthy centre in terms of unit occupation. Although vehicular access is allowed through the centre a one way system is in place with low speed limit restrictions.
- 16 There is a lack of street furniture in the centre and some of the pedestrian walkways are fairly narrow due to the narrow layout of the streets. On street parking throughout the centre leads to some congestion in places.
- 17 The primary shopping area benefits from being within a Conservation Area as defined within the Local Plan and contains a number of historic buildings providing an attractive setting for the centre.

Shopping provisions within outlying villages

- 18 This town centre health check has considered shopping provisions in the main outlying villages within this retail assessment's study area. As such the following centres were considered:-

- South Ferriby
- Barrow upon Humber
- Goxhill
- Ulceby
- South Killingholme

- 19 These settlements are small and attractive villages which are undefined within the Local Plan. They provide village stores and post offices which given their size and limited range of goods, cater for local needs and serve an important top up shopping function to local residents.

Edge/ Out of centre shopping provision

- 20 The only edge of centre shopping provision within the study area is that of the

existing Tesco and the Factory Shop which is the subject of this application. There is no out of centre provision.

Conclusions

- 21 The health checks demonstrate that Barton upon Humber is an attractive and healthy town centre, displaying many signs of vitality and viability. The town centre benefits from low vacancy rates and a range of independent retailers including an above average proportion of convenience stores which include butchers, greengrocers, bakeries and fishmongers which were all relatively busy at the time of the survey. These stores are complimented by a range of other services including cafes and restaurants. Multiple representation within the town is below national average and the only sizable anchor foodstores are medium sized stores occupied by Lidl and Somerfield which appeared to be trading well at the time of the survey. This is possibly due to the lack of suitable sized units and Barton upon Humber's relatively low population.
- 22 The town is located within a designated conservation area; it also has an attractive physical environment but does not contain any green open space.
- 23 Using the indicators as set out in paragraph 4.4 of PPS6, Barton upon Humber clearly demonstrates both vitality and viability offering a fairly good range of retail provision. The results of the recent DPP survey which updated the Experian Goad information, indicated that the number of vacant units and level of vacant floorspace is well below the national average.
- 24 Barton upon Humber Town Centre was very busy at the time of the survey which is a testament to the centre's good health and desirability as a shopping location. Taking account of all of the above findings, it is concluded that Barton upon Humber Town Centre benefits from:
- Low vacancy rates
 - Attractive physical environment
 - Local retailers
 - Good public transport connectivity

25 Overall, Barton upon Humber is considered to be a healthy and viable town centre.

Appendix 3 – Retail Capacity Methodology and Assessment

Introduction

1. This appendix sets out the detailed assessment and methodology adopted by DPP for assessing expenditure capacity to support the additional floorspace proposed by Tesco in Barton upon Humber, outlining the key stages and assumptions used. Its findings are drawn upon in the main Retail Assessment. Economic tables are included at the rear of this appendix.

Retail Capacity Methodology

2. The methodology adopts a step-by-step approach to the assessment of retail capacity. There are a number of common stages to both assessments and these are summarised below:
 - i. Definition of a Primary Catchment Area (PCA) for the proposed store extension in Barton upon Humber;
 - ii. Study period (base and design year) and price base;
 - iii. Population and population growth in the PCA;
 - iv. Per capita spending on convenience and comparison 'goods' in each postcode and projections forward to the base and design years;
 - v. Calculation of total available expenditure in the PCA;
 - vi. Establish the net floorspace and 'benchmark' or company average turnover of existing stores and other floorspace in the PCA;
 - vii. Identify relevant commitments i.e. those schemes with the benefit of planning permission which should also be accounted for in the assessment of capacity.
 - viii. Compare the total available expenditure with the benchmark/company average turnover of existing and committed floorspace in the area to establish a residual capacity.
 - ix. Establish the turnover of the proposed floorspace and compare this against the identified capacity.
3. In broad terms a 'Capacity Assessment' provides an indication of the potential for a defined

area to support additional retail floorspace. Capacity assessments consider the balance between total available spending in an area (demand) and the company average turnover achieved by all existing floorspace in that area (supply). If demand exceeds supply there is justification for additional floorspace. It is important to consider whether existing floorspace within an area is meeting existing needs. If demand exceeds supply when undertaking this more theoretical exercise, then in reality this is likely to be reflected on the ground through either overtrading in existing stores or outflow of spending from the area to other more distant destinations.

4. Consequently, quantitative need or capacity can be identified from three possible sources:
 - Growth in available expenditure arising from increased population and/or per capita spending in a particular sector;
 - Overtrading in existing stores relative to their anticipated company average or 'benchmark' turnover levels (PPS6 para 2.36); and
 - Outflow or 'leakage' of spending from an identified catchment area to stores/centres elsewhere that could be clawed back by a proposal (PPS6 para 3.22).
5. The quantitative capacity analysis focuses on identifying available capacity by comparing the supply of existing floorspace (assuming it trades at company average levels) against demand or available spending in the study area.
6. This methodology has been accepted by the Secretary of State when granting planning permission for a number of Tesco proposals promoted by DPP including :
 - Tesco, Stafford (29 September 2003)
 - Tesco, Hanley, Stoke on Trent (19 May 2005)
 - Tesco, Ryde (21 February 2007)
 - Tesco, Berwick (16th December 2008)
7. At Ryde, the Inspector (paragraph 113) noted that the DPP methodology for the retail assessment was consistent with and in terms of broad approach had been accepted by the Secretary of State in three other decisions at Bexhill, St Leonards and Kidlington (second decision).
8. In carrying out the assessment in this case, the following base assumptions have been used:

Base Year:	2009
Design Year:	2014
Price Base:	2005
Expenditure and Floorspace:	Goods Basis

9. The base year is 2009 whilst the design year is taken as 2014. A design year of 2014 is identified having regard to advice in PPS6 (paragraph 3.10) that quantitative need assessments should normally be assessed no more than five years ahead. A price base of 2005 represents the MapInfo data used (the latest expenditure data available purchased in September 2008) and a 'goods' assessment is undertaken to reflect the advice in PPS6 (paragraph 3.10).

Definition of a Primary Catchment Area (PCA) for the Proposal

10. PPS6 (paragraph 3.10) indicates that the catchment area that is used to assess future need should be realistic and well related to the size and function of the proposed development and take account of competing centres. In the case of Barton upon Humber, other than the existing town centre and the existing Tesco store and Factory Shop, the main competing centres and stores are located further afield in Brigg, Scunthorpe and Grimsby.
11. In defining a catchment in this instance regard has been had to the results of the North Lincolnshire Retail Study, together with reference to the location of other large foodstores in the area, the main centres of population and the existing road network. We have also considered Tesco club card data which provides information as to where the current store draws trade from. The resultant study area broadly matches zone 4 of the North Lincolnshire Retail Study (2005) with a small proportion of zones 3 and 5. A plan showing the extent of the Study Area is shown on Plan DPP1 at Appendix 1.

Population and Spending Data

12. The next stage in the assessment is to estimate population and spending levels in each of the postcode sectors referred to above which make up the PCA.
13. Population and spending data on convenience and comparison goods have been provided by MapInfo within an AnySite report dated 15th September 2008. Population for each postcode sector at 2005 and subsequent annual projections to the design year and beyond was also provided by MapInfo.

14. Table 1 shows that population in the PCA study area as a whole increased from 30,158 at the base year of 2009 to 31,510 by 2014. This shows an overall increase of 4.4% over the study period.
15. Per capita spend on convenience and comparison goods for each postcode sector was taken from the MapInfo AnySite Report. In relation to convenience goods expenditure, per capita projections are set out in Tables 3 for the PCA having first deducted special forms of trading (SFT) from the MapInfo data in line with their recommendations (1.9% for convenience goods and 5.4% for comparison goods) (Table 2).
16. In considering projections for convenience and comparison per capita spend in the PCA, there are two possible approaches; trends or forecast rates. Both rates are provided by MapInfo Brief 08/02. Trend based projections look at historical changes in per capita spend over time, excluding the effects of inflation. Whilst DPP as a company have historically used MapInfo recommended 'trends' when projecting forward convenience and comparison goods expenditure during a 5 year or more study period. MapInfo Brief 08/02 currently recommends that a growth rate somewhere between the Long Term Trend (1978-2006) and the medium term trend (1988-2006) look most believable. In 2009 there is a general concern that the recession is likely to be one of the worst for a number of decades and consequently the periods covered by the trends date back to 1978 and do not cover recessions before that time. The benefit of using trends is that it irons out the ups and downs of the economic cycle and provides a more stable platform for projections. However, due to the nature of the current recession and until its likely effect and length is better understood through the course of this year, it has been decided to adopt at this stage a more conservative growth rate for comparison goods based on the latest OEF forecasts in Table 2 of MapInfo Brief 08/02. This shows a growth rate for comparison goods during the period 2006 to 2013 of 3.8% per annum and this is being used by DPP in order to present a conservative approach to future growth. This will be reviewed by the company during the course of the year taking account of updated predictions on how the economy is likely to perform during 2010.
17. As such, in this specific case forecast growth rates of +1.5% per annum for convenience goods and +3.8% per annum for comparison goods have been applied over the period from 2007 onwards.
18. Table 3 shows changes in per capita spend on both convenience and comparison goods in the PCA. Multiplying Table 3A with Table 1 provides an estimate of total spend in each

postcode sector in the PCA on convenience goods. This is shown in Table 4A with total convenience goods expenditure in the PCA of £45.75m at 2009. Accounting for the population and expenditure growth described above, this rises to £51.50m by the design year of 2014, an increase of £5.75m.

19. Multiplying Table 3B with Table 1 provides an estimate of total spend in each postcode sector in the PCA on comparison goods. In respect of comparison goods, the total available expenditure in the PCA increases from £92.80m in 2009 to £116.86m by 2014 a growth of £24.06m.

Convenience Goods Capacity

20. Having established total available spending in the area i.e. the demand side of the assessment, the next stage is to estimate the average turnover levels achieved by existing floorspace based on the application of company averages. Table 5 sets out existing convenience floorspace in the PCA.
21. Column 2 provides the net floorspace of each store and where relevant 'other' floorspace in existing centres and local shops elsewhere in each zone. Column 3 sets out the assumed proportion of the net floorspace devoted to the sale of convenience goods. Proportions used reflect company averages based on information provided by an independent research group in Verdict 2009 on Grocers, with adjustments made by DPP to reflect certain goods in different categories. Column 4 provides the convenience goods floorspace of each facility.
22. Column 5 sets out company average convenience goods sales densities for each operator. Whilst there is no published source of goods based company average figures, the above figures have been calculated by using Verdict 2009 business based company averages as a starting point where possible and first making adjustments to exclude the effect of petrol and coffee shop sales. The company average is then further adjusted using a factor derived from Verdict 2009 based on the sales mix and floorspace mix (convenience / comparison goods) for each operator. Adjusting the overall company average sales density provides convenience 'goods' sales densities for each operator, which is applied to the convenience goods floorspace to give the company average turnover in Column 6 at 2009 (2005 prices). Where Verdict data is not available, Retail Rankings 2008 has been used. This methodology has been accepted by the Secretary of State (SoS) when granting permission for a number of Tesco proposals promoted by DPP.

23. The total turnover of existing convenience goods floorspace in the PCA at 2009, drawn from the PCA, is set out at the bottom of Column 6 and amounts to £27.35m.
24. The turnover of existing stores / floorspace in the PCA at 2009, is taken forward to the design year (2014) to allow for some claim on spending growth by existing floorspace due to increased efficiencies (as required by PPS6). This is calculated by applying a factor of +0.2% per annum. Column 7 shows that by 2014, claims on convenience goods expenditure in the PCA by existing foodstores amounts to £27.62m.
25. The above figures on available expenditure and turnover in the PCA illustrate the degree to which either expenditure is being lost to other stores outside of the area ('leakage'), or that the stores in the area are claiming more of the available money and are achieving turnovers in excess of their company averages ('over trading'). In this case, as highlighted on Table 7a, at the base year of 2009, the total available expenditure on convenience goods (£45.75) exceeds, the benchmark turnover of existing floorspace (£27.35m) by £18.40m. By the test year of 2014, it is forecast that this level of surplus capacity will increase to £23.88m, equating to a theoretical leakage of 46% of the total available expenditure being lost out of the PCA.
26. Account is finally taken of the turnover of the convenience goods floorspace proposed by the store extension. Figures provided by Tesco on the performance of other recently extended stores indicate that on average 40% of the sales return that was being achieved on the original store is achieved in the extended space. In this case the extended convenience floorspace will therefore achieve a turnover rate of £4,621 £ per square metre, resulting in a convenience turnover of £4.28m at 2014.
27. Table 7a shows that at 2009, there is a total capacity of £18.40m, rising to £23.88m by 2014. In percentage terms this equates to 83% of the total available spend at 2009, rising to 40% at 2014 and reflects the high levels of leakage of convenience goods expenditure to the higher order centres such as Scunthorpe and Grimsby. Accordingly, Table 7a also demonstrates that the additional convenience goods turnover achieved by the store extension, from within the PCA (£4.28m), accounts for only a small proportion of the identified capacity (17.9%), indeed it amounts to less than the forecast expenditure growth between the base and design year.

Comparison Goods Capacity

28. The same methodology is followed to assess the capacity for additional comparison goods floorspace. When the average turnover of comparison goods floorspace in and beyond the study area is compared to the available spending on these types of goods, Table 7b shows that at 2009, there is a total capacity of £76.88m, rising to £99.71m by 2014. In percentage terms this equates to 83% of the total available spend at 2009, rising to 85% at 2014 and reflects the high levels of leakage of comparison goods expenditure to the higher order centres such as Scunthorpe and Grimsby. Accordingly, Table 7b also demonstrates that the additional comparison goods turnover achieved by the store extension and slightly larger non food unit, from within the PCA (£1.53m), accounts for only a small proportion of the identified capacity (1.5%), indeed it amounts to just 6.7% of the forecast expenditure growth between the base and design year.

TABLE 1: POPULATION

Postcode Sector	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
DN39 6	2736	2757	2778	2800	2,820	2,840	2,852	2,863	2,874	2,886
DN40 3	2527	2527	2527	2529	2,530	2,532	2,531	2,529	2,525	2,523
DN19 7	6342	6464	6585	6692	6,797	6,904	6,996	7,089	7,184	7,276
DN18 6	2711	2739	2768	2794	2,818	2,843	2,861	2,876	2,893	2,909
DN18 5	8548	8685	8820	8940	9,063	9,181	9,293	9,404	9,513	9,623
DN20 0	3309	3309	3309	3312	3314	3,316	3,310	3,305	3,298	3,290
DN38 6	2639	2730	2730	2774	2,816	2,858	2,892	2,931	2,968	3,003
Total	28,812	29,211	29,517	29,841	30,158	30,474	30,735	30,997	31,255	31,510

NOTE

Populations from MapInfo report

DN20 - half of post code sector used

TABLE 2: PER CAPITA EXPENDITURE**Table 2A - Convenience Expenditure (per person)**

Postcode Area	Base Expenditure 2005	SFT	Price Base
DN39 6	1,492	1.9%	1,464
DN40 3	1,414	1.9%	1,387
DN19 7	1,458	1.9%	1,430
DN18 6	1,383	1.9%	1,357
DN18 5	1,441	1.9%	1,414
DN20 0	1,463	1.9%	1,435
DN38 6	1,515	1.9%	1,486

Table 2B - Comparison Expenditure (per person)

Postcode Area	Base Expenditure 2005	SFT	Price Base
DN39 6	2,782	5.4%	2,632
DN40 3	2,568	5.4%	2,429
DN19 7	2,762	5.4%	2,613
DN18 6	2,562	5.4%	2,424
DN18 5	2,650	5.4%	2,507
DN20 0	2,765	5.4%	2,616
DN38 6	2,834	5.4%	2,681

Notes

2005 base price taken from MapInfo TargetPro Report, September 2008.

TABLE 3: EXPENDITURE PER HEAD WITHIN THE STUDY AREA**Table 3A - Convenience Expenditure (per person) - SFT**

Postcode Area	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
DN39 6	1,464	1,478	1,514	1,536	1,560	1,583	1,607	1,631	1,655	1,680	1,705	1,731
DN40 3	1,387	1,401	1,435	1,456	1,478	1,500	1,523	1,546	1,569	1,592	1,616	1,640
DN19 7	1,430	1,445	1,479	1,501	1,524	1,547	1,570	1,594	1,617	1,642	1,666	1,691
DN18 6	1,357	1,370	1,403	1,424	1,446	1,467	1,489	1,512	1,534	1,557	1,581	1,604
DN18 5	1,414	1,428	1,462	1,484	1,506	1,529	1,552	1,575	1,599	1,623	1,647	1,672
DN20 0	1,435	1,450	1,484	1,507	1,529	1,552	1,575	1,599	1,623	1,647	1,672	1,697
DN38 6	1,486	1,501	1,537	1,560	1,584	1,607	1,631	1,656	1,681	1,706	1,732	1,758

Table 3b - Comparison Expenditure (per person) - SFT

Postcode Area	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
DN39 6	2,632	2,774	2,940	3,052	3,168	3,288	3,413	3,543	3,678	3,817	3,963	4,113
DN40 3	2,429	2,561	2,714	2,817	2,924	3,035	3,151	3,271	3,395	3,524	3,658	3,797
DN19 7	2,613	2,754	2,919	3,030	3,145	3,265	3,389	3,518	3,651	3,790	3,934	4,084
DN18 6	2,424	2,555	2,708	2,811	2,918	3,028	3,143	3,263	3,387	3,516	3,649	3,788
DN18 5	2,507	2,642	2,801	2,907	3,018	3,132	3,251	3,375	3,503	3,636	3,775	3,918
DN20 0	2,616	2,757	2,922	3,033	3,149	3,268	3,393	3,521	3,655	3,794	3,938	4,088
DN38 6	2,681	2,826	2,995	3,109	3,227	3,350	3,477	3,609	3,746	3,889	4,037	4,190

Source: Mapinfo (figures adjusted and account for SFT = Special Forms of Trading (Convenience @ 1.9%, Comparison @ 5.4%))

Growth rate forecasts of Convenience = 1.5%, Comparison = 3.8% used

Growth rate applied from 2008 onwards. Actual growth rates used for 05, 06 and 07.

TABLE 4: TOTAL EXPENDITURE WITHIN STUDY AREA

Table 4A: TOTAL CONVENIENCE GOODS EXPENDITURE WITHIN STUDY AREA

Postcode Area	2006	2007	2008	2009	2010	2011	2012	2013	2014
DN39 6	4,075,641	4,205,246	4,302,127	4,397,849	4,495,475	4,582,187	4,668,859	4,757,099	4,848,616
DN40 3	3,540,340	3,625,309	3,682,601	3,739,318	3,798,408	3,853,861	3,908,578	3,960,932	4,017,162
DN19 7	9,337,901	9,741,002	10,047,773	10,358,508	10,679,398	10,984,033	11,296,998	11,620,115	11,945,459
DN18 6	3,753,225	3,883,994	3,979,284	4,073,668	4,171,454	4,260,833	4,347,420	4,438,714	4,530,212
DN18 5	12,400,071	12,895,046	13,266,546	13,650,809	14,035,970	14,420,304	14,811,435	15,207,859	15,614,465
DN20 0	4,796,578	4,911,695	4,989,891	5,067,797	5,146,919	5,214,670	5,284,895	5,352,807	5,419,920
DN38 6	4,097,941	4,196,291	4,327,883	4,459,310	4,593,707	4,718,081	4,853,433	4,988,421	5,122,956
Total	42,001,697	43,458,584	44,596,105	45,747,260	46,921,332	48,033,971	49,171,617	50,325,947	51,498,789

Table 4B: TOTAL COMPARISON GOODS EXPENDITURE WITHIN STUDY AREA

Postcode Area	2006	2007	2008	2009	2010	2011	2012	2013	2014
DN39 6	7,647,608	8,168,212	8,545,749	8,933,848	9,339,102	9,734,949	10,143,851	10,569,772	11,017,233
DN40 3	6,470,413	6,858,638	7,124,901	7,398,571	7,685,788	7,974,697	8,271,194	8,571,921	8,890,606
DN19 7	17,801,507	19,222,819	20,277,508	21,378,305	22,540,011	23,708,305	24,936,358	26,230,812	27,576,266
DN18 6	6,996,856	7,495,193	7,853,089	8,221,526	8,609,653	8,993,402	9,384,095	9,798,268	10,226,851
DN18 5	22,948,138	24,703,135	25,990,723	27,349,549	28,758,454	30,215,434	31,738,243	33,326,147	34,992,538
DN20 0	9,122,705	9,670,068	10,046,630	10,434,700	10,837,755	11,229,235	11,638,338	12,055,008	12,482,746
DN38 6	7,714,259	8,177,115	8,624,646	9,087,927	9,573,963	10,055,998	10,578,889	11,119,506	11,678,156
Total	78,701,486	84,295,179	88,463,245	92,804,426	97,344,727	101,912,019	106,690,968	111,671,433	116,864,395

TABLE 5: TURNOVER OF STORES IN STUDY AREA													
2005 prices													
Centre/Store	Convenience						Comparison					Total Turnover	
	Net Floor space	Net Con Ratio	Net Conv. Floor space	Sales Density	2009 Average Turnover	2014 Average Turnover	Net Comp Ratio	Net Comp. Floorspace	Sales Density	2009 Average Turnover	2014 Average Turnover	2009 Average Turnover	2014 Average Turnover
	m ²	%	m ²	£ per m ²	£	£	%	m ²	£ per m ²	£	£	£	£
Barton-upon-Humber - In Centre													
Lidl	970	78%	757	3,139	2,374,967	2,398,812	22%	213	1500	320,100	344,839	2,695,067	2,743,651
Somerfield	361	80%	289	6,967	2,010,051	2,030,232	20%	72	3018	217,681	234,504	2,227,732	2,264,736
Co-op	287	81%	232	6,334	1,472,465	1,487,249	19%	55	2405	131,145	141,280	1,603,610	1,628,529
Other convenience	1568	90%	1,411	3,000	4,233,600	4,276,106	10%	157	3500	548,800	591,213	4,782,400	4,867,319
Other comparison	2850	0%	0	0	-	-	100%	2,850	3500	9,975,000	10,745,908	9,975,000	10,745,908
Barton Centre Total	6036		2689		10091083	10192399		3347		11192726	12057744	21283809	22250143
Barton -upon-Humber - Out of Centre											#REF!		
Tesco store, Maltkiln Road	1756	83%	1,462	11,552	16,887,522	17,057,074	17%	294	8965	2,636,875	2,840,664	19,524,398	19,897,738
Factory Shop, Maltkiln Road	597	0%	0	0	-	-	100%	597	3500	2,090,389	2,251,943	2,090,389	2,251,943
Goxhill	32	90%	29	3000	86,400	87,267	10%	3	3500	11,200	12,066	97,600	99,333
South Killingholme	24	90%	22	3000	64,800	65,451	10%	2	3500	8,400	9,049	73,200	74,500
South Ferriby	30	90%	27	3000	81,000	81,813	10%	3	3500	10,500	11,311	91,500	93,125
Barrow upon Humber	18	90%	16	3000	48,600	49,088	10%	2	3500	6,300	6,787	54,900	55,875
Ulceby	32	90%	29	3000	86,400	87,267	10%	3	3500	11,200	12,066	97,600	99,333
Out of Centre Total	2439		1462		17254722	17427961	1	891	12465	4727265	5092607	21614787	22149681
STUDY AREA TOTAL	8,475		4,151		27,345,805	27,620,360	1	4,238	12,465	15,919,990	17,150,351	42,898,596	44,399,824

Note: Actual floorspace ratio used for Tesco Maltkiln Road, Barton upon Humber

TABLE 6: TURNOVER OF PROPOSALS

Table 6A: THE EXISTING SITUATION

Existing Floorspace	Net m ²	Sales £ per m ²	Turnover (2009)	Turnover (2014)
Tesco - convenience	1,462	11,552	16,887,522	17,057,074
Tesco - comparison	294	8,965	2,636,875	2,840,664
Factory Shop - comparison	597	3,500	2,090,389	2,251,943
Total	2,353		21,614,787	22,149,681

TABLE 6B: THE PROPOSED SITUATION

	Proposed total Net m ²	Proposed additional Net m ²	Sales £ per m ² for proposed (40%)	Turnover (2009) of additional	Turnover (2014) of additional
Tesco - convenience	2,378	916	4,621	4,233,254	4,275,756
Tesco - comparison	688	394	3,586	1,412,418	1,521,575
Factory Shop - comparison	604	7	3,500	23,611	25,435
Total	3,670	1,317		5,669,282	5,822,766

**Note: dealing with extension at 40%
Tesco at 2005 price base**

**TABLE 7A: CONVENIENCE CAPACITY
BENCHMARK**

	2009	2014
Convenience Goods Expenditure Within Study Area	45,747,260	51,498,789
Turnover of existing floorspace from within Study Area	27,345,805	27,620,360
Residual Capacity	18,401,454	23,878,429
Trade Retention (pre development)	59.8%	53.6%
Additional Turnover From Tesco development	4,233,254	4,275,756
Residual Capacity	14,168,201	19,602,674
Trade Retention (post development)	69%	61.9%

TABLE 7B: COMPARISON CAPACITY

	2009	2014
Comparison Goods Expenditure Within Study Area	92,804,426	116,864,395
Turnover of existing floorspace from within Study Area	15,919,990	17,150,351
Residual Capacity	76,884,435	99,714,044
Trade Retention (pre development)	17%	15%
Additional Turnover From development	1,436,028	1,547,010
Residual Capacity	75,448,407	98,167,034
Trade Retention (post development)	19%	16%

TABLE 8 - IMPACT

	Store / Centre	2014 Pre- Impact Turnover	Diversion			2014 Post- Impact Turnover	Impact
			Convenience	Comparison	Total		
WITHIN STUDY AREA							
Barton upon Humber							
	Somerfield	2,264,736	85,515	0	85,515	2,179,221	3.8%
	Co-op	1,628,529	42,758	0	42,758	1,585,771	2.6%
	Other convenience	4,867,319	85,515	0	85,515	4,781,804	1.8%
	Other comparison	10,745,908	0	30,940	30,940	10,714,968	0.3%
	Town Centre Total	22,250,143	213,788	30,940	244,728	22,005,415	1.1%
OUTSIDE STUDY AREA							
Brigg							
	Tesco	16,994,877	342,060	154,701	496,762	16,498,116	2.9%
	Town Centre Total	38,356,077	342,060	154,701	496,762	37,859,316	1.3%
Scunthorpe (in centre)							
	J Sainsbury, Doncaster Road	25,245,178	598,606	201,111	799,717	24,445,460	3.2%
	Town Centre Total	269,986,580	598,606	201,111	799,717	269,186,863	0.3%
Scunthorpe (out of centre)							
	Tesco Store, Doncaster road	54,689,768	1,111,696	417,693	1,529,389	53,160,379	2.8%
	Asda, Burringham Road	48,150,205	726,878	262,992	989,870	47,160,335	2.1%
	Morrisons, Lakeside Parkway	37,443,609	769,636	278,462	1,048,098	36,395,511	2.8%
Grimsby Town Centre							
	Existing Tesco	66,979,731	128,273	46,410	174,683	66,805,048	0.3%
	Asda, Holles Street	54,729,398	213,788	92,821	306,608	54,422,790	0.6%
	Town Centre Total	435,543,298	342,060	139,231	481,291	435,062,007	0.1%
Grimsby Out of Centre							
	Sainsbury, Corporation Road	26,945,821	85,515	30,940	116,455	26,829,366	0.4%
	Morrisons, Hillmore Road	37,107,289	85,515	30,940	116,455	36,990,834	0.3%

1.0 Appendix 5 - Planning Policy Review

- 1.1 The following section reviews the national planning policy considerations which are relevant to the consideration of the proposed development at national, regional and local levels.

National Planning Policy Advice

Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development (2005)

- 1.2 Central Government guidance in relation to Planning is provided in PPS1, Delivering Sustainable Development. The Government include enabling social progress recognising the needs of everyone and the prudent use of natural resources among its aims to achieve sustainable development. It is emphasised that planning should facilitate inclusive patterns of urban development by a number of means, including contributing to economic development, ensuring high quality development through good design and the efficient use of resources and ensuring that development supports existing communities with good access to jobs and key services.

Planning Policy Statement 6 (PPS6) – Planning for Town Centres (2005)

- 1.3 National guidance on retail development is contained within PPS6. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that *'sustainable development is the core principle underpinning planning'*. The guidance states that the Government's key objective for town centres is to promote their vitality and viability by:

- Planning for the growth and development of existing centres
- Promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all

- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

- a) the need for development
- b) that the development is of an appropriate scale
- c) that there are no more central sites for the development
- d) that there are no unacceptable impacts on existing centres
- e) that locations are accessible

1.5 However, paragraph 3.7 states that the level of detail and type of evidence and analysis required to address the key considerations should be proportionate to the scale and nature of the proposal.

1.6 Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy. In terms of need, the Statement says that greater emphasis should be placed on quantitative need, but that account should also be taken of qualitative considerations. Paragraph 3.10 confirms that a 'goods' based approach should be followed and that any assessment should look no more than 5 years ahead. It states:

"The catchment area that is used to assess future need should be realistic and well related to the size and function of the proposed development and take account of competing centres"

1.7 Paragraph 2.35 of the Statement outlines qualitative considerations which may be taken into account, i.e. providing an appropriate distribution of locations, providing for a range of sites which allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas. Paragraph 2.36 goes on to advise that the degree to which existing shops are overtrading may also be taken into consideration in assessing qualitative need.

1.8 In terms of securing an appropriate scale of development, the Statement says that it should be ensured that the scale of opportunities identified, are directly related to the role and function of the centre. In terms of applying the sequential approach to site selection, the Statement confirms previous Government guidance that all options in the centre should be thoroughly assessed before less central sites are considered for development. First preference is for locations in appropriate existing centres, followed by edge of centre sites with preference given to *'sites that are or will be well-*

connected to the centre' and finally, out-of-centre sites with preference given to sites which 'are or will be well served by a choice of means of transport and which are close to the centre and which have a high likelihood of forming links with the centre'.

- 1.9 In applying the sequential approach, paragraph 2.45 points out that flexibility and realism is required from both local planning authorities and developers and operators. It goes on to state:

"In planning terms, the factors that should be taken into account in considering business models are: scale, format, car parking provision and the scope for disaggregation"

- 1.10 Paragraphs 3.15 – 3.19 provide further guidance on this matter, with paragraph 3.15 reiterating the advice set out at Paragraph 2.45. Paragraph 3.16 expands on this and states that in order to demonstrate flexibility, developers and operators should consider, in terms of scale: reducing the floorspace of the development, in terms of format: more innovative site layouts and store configurations such as multi-storey developments with smaller footprints and in terms of car parking: reduced or reconfigured car parking areas.

- 1.11 Nevertheless, paragraph 3.16 warns that Local Planning Authorities should be realistic in considering whether sites are suitable, viable and available and that Local Planning Authorities should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating their business model from the sequentially preferable site.

- 1.12 Paragraph 3.18 goes on to state:

"A single retailer should not be expected to split their proposed development into separate sites where flexibility in terms of scale, format and car parking provision and scope for disaggregation has been demonstrated"

- 1.13 Turning to the issue of impact, Paragraph 2.48 of the Statement makes the point that making additional sites available for development may have both positive and negative impacts, with positive impact most likely from in-centre sites followed by

edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and claw back expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

"Impact assessments should be undertaken for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan strategy. Where a significant development in a centre, not in accordance with the development plan strategy, would substantially increase the attraction of the centre and could have an impact on other centres, the impact on other centres will also need to be assessed"

- 1.14 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.
- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

Revisions to PPS4

- 3.16 The advice contained within the PPS6 consultation document has now been translated into a consultation paper on a new PPS4, Planning for a Prosperous Economy which was released for consultation in May 2009. This paper proposes to combine guidance on economic development and town centres into one document. Having regard to retail development, the document is largely a refinement and reemphasis of the existing policy approach, aimed at strengthening its policy to create stronger town centres. The objectives for town centre uses and retail development have largely remained unchanged. The town centre's first policy is retained, but there is recognition of the need to raise the productivity of the UK economy and to regenerate areas. There is also recognition that retailing does form an important part of the economy, alongside services and more traditional employment uses such as manufacturing, offices and warehousing. Planning applications for economic growth are to be considered favourably unless there is good reason to believe costs outweigh benefits.
- 1.17 The key changes relate to how development proposals should be considered and tested. The proposals remove the existing 'need' and 'impact' tests, replacing them with a new and more complex 'impact' test with eight key strands as well as a number of broader impact considerations. Whilst there is an emphasis on economic impacts, more weight is now placed upon broader social and environmental considerations. Furthermore, when dealing with 'need', equal weight is to be given to quantitative and qualitative factors. Local authorities are also required to provide for sustainable economic growth in rural areas, as a prerequisite to delivering social and environmental sustainability. However, it should be noted that the proposed revisions to PSS6 have no statutory force and has subsequently been superseded by proposed revisions to PPS4 in 2009. As such revisions to PPS6 should be afforded little weight in respect to determining the proposal subject to this application.

Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

Regional Planning Policy Advice

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

1.21 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

1.22 Policy YH6 further establishes that Local Service Centres will *'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'*. This includes the

requirement to improve local services in such centres.

- 1.23 With regard to the location of new development, policy YH7 outlines a sequential approach to the release of land with previously developed sites receiving priority followed by other sustainable locations close to transport links and on the edge of urban centres.
- 1.24 The Sub Area Policy for the Humber Estuary (HE1) establishes that development should be promoted within existing centres in order to strengthen their service centre roles and support the growth of the local economy. Furthermore policy HE1 establishes strategic patterns of developments should be promoted to encourage economic diversification in rural areas and smaller settlements.

Local Planning Policy Advice

North Lincolnshire Local Plan

- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

Local Development Framework (LDF)

1.27 Following the Planning and Compulsory Purchase Act of 2004, North Lincolnshire Council is required to produce a LDF. This however is in the early stages of production and at the time of writing, the Development Plan Documents within it do not carry any material weight. The Core Strategy is however at the Preferred Options stage and reference must be made to it as it indicates the key policy priorities for the Local Planning Authority.

1.28 The Core Strategy identifies Barton upon Humber as a Market Town on the second tier in the settlement hierarchy with only Scunthorpe being on the upper tier. The preferred option for Market Towns was to provide further services and facilities to meet the needs of the local community and the surrounding villages only. Policy CS5 goes on to define how future development within these settlements will be assessed and states:

Development will be permitted on previously developed land within the settlement boundaries to help support and enhance the function of these settlements. This includes providing an appropriate level of new housing development (including affordable housing) (which will be determined via the housing policies of this plan and the Housing and Employment Allocations DPD), employment opportunities, retail, leisure and other facilities. New retail development should be located within the town centre areas.

North Lincolnshire Retail Study 2005

1.29 North Lincolnshire Council published an assessment of existing and likely future retail

and leisure need in 2005 (produced by England and Lyle on their behalf). In terms of future retail provision, the report states that the scale of additional floorspace that could be supported for convenience goods in North Lincolnshire would be up to 3,670m² in 2010 rising to 3,670m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 11,400m² rising to 28,600m² in 2015.

- 1.30 Having specific regard to Barton upon Humber, the report states that the scale of additional floorspace that could be supported for convenience goods would be up to 175m² in 2010 rising to 335m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 588m², rising to 1,105m² in 2015.
- 1.31 In respect of shopping patterns, the study indicates that main food shopping provisions in Scunthorpe attract trade from all parts of North Lincolnshire. In addition the study states that smaller food stores in Brigg, Barton, Epworth and Kirton have a relatively small trade draw, limited to the immediate surrounding population. Scunthorpe town centre is also the most dominant centre for non-food shopping across the district, whilst catchment areas for non-food shopping activities in Barton, Brigg and Ashby are considered to be localised.
- 1.32 The study also identifies significant convenience and comparison goods expenditure leakage from stores in Barton to stores in Scunthorpe and Grimsby. Main foodstores (Morrisons, Tesco, Asda) in Scunthorpe have the largest market share (57%) within the study area. In relation to comparison goods leakage, the study identifies that Barton, Epworth/Crowle areas have a leakage rate of 60% to stores in Doncaster and Grimsby.
- 1.33 Whilst the North Lincolnshire Retail Study is a very thorough document, it only assesses the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment.

1.0 Appendix 5 - Planning Policy Review

- 1.1 The following section reviews the national planning policy considerations which are relevant to the consideration of the proposed development at national, regional and local levels.

National Planning Policy Advice

Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development (2005)

- 1.2 Central Government guidance in relation to Planning is provided in PPS1, Delivering Sustainable Development. The Government include enabling social progress recognising the needs of everyone and the prudent use of natural resources among its aims to achieve sustainable development. It is emphasised that planning should facilitate inclusive patterns of urban development by a number of means, including contributing to economic development, ensuring high quality development through good design and the efficient use of resources and ensuring that development supports existing communities with good access to jobs and key services.

Planning Policy Statement 6 (PPS6) – Planning for Town Centres (2005)

- 1.3 National guidance on retail development is contained within PPS6. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that *'sustainable development is the core principle underpinning planning'*. The guidance states that the Government's key objective for town centres is to promote their vitality and viability by:

- Planning for the growth and development of existing centres
- Promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all

- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

- a) the need for development
- b) that the development is of an appropriate scale
- c) that there are no more central sites for the development
- d) that there are no unacceptable impacts on existing centres
- e) that locations are accessible

1.5 However, paragraph 3.7 states that the level of detail and type of evidence and analysis required to address the key considerations should be proportionate to the scale and nature of the proposal.

1.6 Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy. In terms of need, the Statement says that greater emphasis should be placed on quantitative need, but that account should also be taken of qualitative considerations. Paragraph 3.10 confirms that a 'goods' based approach should be followed and that any assessment should look no more than 5 years ahead. It states:

"The catchment area that is used to assess future need should be realistic and well related to the size and function of the proposed development and take account of competing centres"

1.7 Paragraph 2.35 of the Statement outlines qualitative considerations which may be taken into account, i.e. providing an appropriate distribution of locations, providing for a range of sites which allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas. Paragraph 2.36 goes on to advise that the degree to which existing shops are overtrading may also be taken into consideration in assessing qualitative need.

1.8 In terms of securing an appropriate scale of development, the Statement says that it should be ensured that the scale of opportunities identified, are directly related to the role and function of the centre. In terms of applying the sequential approach to site selection, the Statement confirms previous Government guidance that all options in the centre should be thoroughly assessed before less central sites are considered for development. First preference is for locations in appropriate existing centres, followed by edge of centre sites with preference given to *'sites that are or will be well-*

connected to the centre' and finally, out-of-centre sites with preference given to sites which 'are or will be well served by a choice of means of transport and which are close to the centre and which have a high likelihood of forming links with the centre'.

- 1.9 In applying the sequential approach, paragraph 2.45 points out that flexibility and realism is required from both local planning authorities and developers and operators. It goes on to state:

"In planning terms, the factors that should be taken into account in considering business models are: scale, format, car parking provision and the scope for disaggregation"

- 1.10 Paragraphs 3.15 – 3.19 provide further guidance on this matter, with paragraph 3.15 reiterating the advice set out at Paragraph 2.45. Paragraph 3.16 expands on this and states that in order to demonstrate flexibility, developers and operators should consider, in terms of scale: reducing the floorspace of the development, in terms of format: more innovative site layouts and store configurations such as multi-storey developments with smaller footprints and in terms of car parking: reduced or reconfigured car parking areas.

- 1.11 Nevertheless, paragraph 3.16 warns that Local Planning Authorities should be realistic in considering whether sites are suitable, viable and available and that Local Planning Authorities should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating their business model from the sequentially preferable site.

- 1.12 Paragraph 3.18 goes on to state:

"A single retailer should not be expected to split their proposed development into separate sites where flexibility in terms of scale, format and car parking provision and scope for disaggregation has been demonstrated"

- 1.13 Turning to the issue of impact, Paragraph 2.48 of the Statement makes the point that making additional sites available for development may have both positive and negative impacts, with positive impact most likely from in-centre sites followed by

edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and claw back expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

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- 1.14 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.
- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

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- 3.16 The advice contained within the PPS6 consultation document has now been translated into a consultation paper on a new PPS4, Planning for a Prosperous Economy which was released for consultation in May 2009. This paper proposes to combine guidance on economic development and town centres into one document. Having regard to retail development, the document is largely a refinement and reemphasis of the existing policy approach, aimed at strengthening its policy to create stronger town centres. The objectives for town centre uses and retail development have largely remained unchanged. The town centre's first policy is retained, but there is recognition of the need to raise the productivity of the UK economy and to regenerate areas. There is also recognition that retailing does form an important part of the economy, alongside services and more traditional employment uses such as manufacturing, offices and warehousing. Planning applications for economic growth are to be considered favourably unless there is good reason to believe costs outweigh benefits.
- 1.17 The key changes relate to how development proposals should be considered and tested. The proposals remove the existing 'need' and 'impact' tests, replacing them with a new and more complex 'impact' test with eight key strands as well as a number of broader impact considerations. Whilst there is an emphasis on economic impacts, more weight is now placed upon broader social and environmental considerations. Furthermore, when dealing with 'need', equal weight is to be given to quantitative and qualitative factors. Local authorities are also required to provide for sustainable economic growth in rural areas, as a prerequisite to delivering social and environmental sustainability. However, it should be noted that the proposed revisions to PSS6 have no statutory force and has subsequently been superseded by proposed revisions to PPS4 in 2009. As such revisions to PPS6 should be afforded little weight in respect to determining the proposal subject to this application.

Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

- 1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

Regional Planning Policy Advice

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- 1.21 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

- 1.22 Policy YH6 further establishes that Local Service Centres will *'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'*. This includes the

requirement to improve local services in such centres.

- 1.23 With regard to the location of new development, policy YH7 outlines a sequential approach to the release of land with previously developed sites receiving priority followed by other sustainable locations close to transport links and on the edge of urban centres.
- 1.24 The Sub Area Policy for the Humber Estuary (HE1) establishes that development should be promoted within existing centres in order to strengthen their service centre roles and support the growth of the local economy. Furthermore policy HE1 establishes strategic patterns of developments should be promoted to encourage economic diversification in rural areas and smaller settlements.

Local Planning Policy Advice

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- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

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1.28 The Core Strategy identifies Barton upon Humber as a Market Town on the second tier in the settlement hierarchy with only Scunthorpe being on the upper tier. The preferred option for Market Towns was to provide further services and facilities to meet the needs of the local community and the surrounding villages only. Policy CS5 goes on to define how future development within these settlements will be assessed and states:

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1.0 Appendix 5 - Planning Policy Review

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- 1.3 National guidance on retail development is contained within PPS6. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that '*sustainable development is the core principle underpinning planning*'. The guidance states that the Government's key objective for town centres is to promote their vitality and viability by:

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- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

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- 1.9 In applying the sequential approach, paragraph 2.45 points out that flexibility and realism is required from both local planning authorities and developers and operators. It goes on to state:

"In planning terms, the factors that should be taken into account in considering business models are: scale, format, car parking provision and the scope for disaggregation"

- 1.10 Paragraphs 3.15 – 3.19 provide further guidance on this matter, with paragraph 3.15 reiterating the advice set out at Paragraph 2.45. Paragraph 3.16 expands on this and states that in order to demonstrate flexibility, developers and operators should consider, in terms of scale: reducing the floorspace of the development, in terms of format: more innovative site layouts and store configurations such as multi-storey developments with smaller footprints and in terms of car parking: reduced or reconfigured car parking areas.

- 1.11 Nevertheless, paragraph 3.16 warns that Local Planning Authorities should be realistic in considering whether sites are suitable, viable and available and that Local Planning Authorities should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating their business model from the sequentially preferable site.

- 1.12 Paragraph 3.18 goes on to state:

"A single retailer should not be expected to split their proposed development into separate sites where flexibility in terms of scale, format and car parking provision and scope for disaggregation has been demonstrated"

- 1.13 Turning to the issue of impact, Paragraph 2.48 of the Statement makes the point that making additional sites available for development may have both positive and negative impacts, with positive impact most likely from in-centre sites followed by

edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and claw back expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

"Impact assessments should be undertaken for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan strategy. Where a significant development in a centre, not in accordance with the development plan strategy, would substantially increase the attraction of the centre and could have an impact on other centres, the impact on other centres will also need to be assessed"

- 1.14 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.
- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

Revisions to PPS4

- 3.16 The advice contained within the PPS6 consultation document has now been translated into a consultation paper on a new PPS4, Planning for a Prosperous Economy which was released for consultation in May 2009. This paper proposes to combine guidance on economic development and town centres into one document. Having regard to retail development, the document is largely a refinement and reemphasis of the existing policy approach, aimed at strengthening its policy to create stronger town centres. The objectives for town centre uses and retail development have largely remained unchanged. The town centre's first policy is retained, but there is recognition of the need to raise the productivity of the UK economy and to regenerate areas. There is also recognition that retailing does form an important part of the economy, alongside services and more traditional employment uses such as manufacturing, offices and warehousing. Planning applications for economic growth are to be considered favourably unless there is good reason to believe costs outweigh benefits.
- 1.17 The key changes relate to how development proposals should be considered and tested. The proposals remove the existing 'need' and 'impact' tests, replacing them with a new and more complex 'impact' test with eight key strands as well as a number of broader impact considerations. Whilst there is an emphasis on economic impacts, more weight is now placed upon broader social and environmental considerations. Furthermore, when dealing with 'need', equal weight is to be given to quantitative and qualitative factors. Local authorities are also required to provide for sustainable economic growth in rural areas, as a prerequisite to delivering social and environmental sustainability. However, it should be noted that the proposed revisions to PSS6 have no statutory force and has subsequently been superseded by proposed revisions to PPS4 in 2009. As such revisions to PPS6 should be afforded little weight in respect to determining the proposal subject to this application.

Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

Regional Planning Policy Advice

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

1.21 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

1.22 Policy YH6 further establishes that Local Service Centres will *'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'*. This includes the

requirement to improve local services in such centres.

- 1.23 With regard to the location of new development, policy YH7 outlines a sequential approach to the release of land with previously developed sites receiving priority followed by other sustainable locations close to transport links and on the edge of urban centres.
- 1.24 The Sub Area Policy for the Humber Estuary (HE1) establishes that development should be promoted within existing centres in order to strengthen their service centre roles and support the growth of the local economy. Furthermore policy HE1 establishes strategic patterns of developments should be promoted to encourage economic diversification in rural areas and smaller settlements.

Local Planning Policy Advice

North Lincolnshire Local Plan

- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

Local Development Framework (LDF)

1.27 Following the Planning and Compulsory Purchase Act of 2004, North Lincolnshire Council is required to produce a LDF. This however is in the early stages of production and at the time of writing, the Development Plan Documents within it do not carry any material weight. The Core Strategy is however at the Preferred Options stage and reference must be made to it as it indicates the key policy priorities for the Local Planning Authority.

1.28 The Core Strategy identifies Barton upon Humber as a Market Town on the second tier in the settlement hierarchy with only Scunthorpe being on the upper tier. The preferred option for Market Towns was to provide further services and facilities to meet the needs of the local community and the surrounding villages only. Policy CS5 goes on to define how future development within these settlements will be assessed and states:

Development will be permitted on previously developed land within the settlement boundaries to help support and enhance the function of these settlements. This includes providing an appropriate level of new housing development (including affordable housing) (which will be determined via the housing policies of this plan and the Housing and Employment Allocations DPD), employment opportunities, retail, leisure and other facilities. New retail development should be located within the town centre areas.

North Lincolnshire Retail Study 2005

1.29 North Lincolnshire Council published an assessment of existing and likely future retail

and leisure need in 2005 (produced by England and Lyle on their behalf). In terms of future retail provision, the report states that the scale of additional floorspace that could be supported for convenience goods in North Lincolnshire would be up to 3,670m² in 2010 rising to 3,670m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 11,400m² rising to 28,600m² in 2015.

- 1.30 Having specific regard to Barton upon Humber, the report states that the scale of additional floorspace that could be supported for convenience goods would be up to 175m² in 2010 rising to 335m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 588m², rising to 1,105m² in 2015.
- 1.31 In respect of shopping patterns, the study indicates that main food shopping provisions in Scunthorpe attract trade from all parts of North Lincolnshire. In addition the study states that smaller food stores in Brigg, Barton, Epworth and Kirton have a relatively small trade draw, limited to the immediate surrounding population. Scunthorpe town centre is also the most dominant centre for non-food shopping across the district, whilst catchment areas for non-food shopping activities in Barton, Brigg and Ashby are considered to be localised.
- 1.32 The study also identifies significant convenience and comparison goods expenditure leakage from stores in Barton to stores in Scunthorpe and Grimsby. Main foodstores (Morrisons, Tesco, Asda) in Scunthorpe have the largest market share (57%) within the study area. In relation to comparison goods leakage, the study identifies that Barton, Epworth/Crowle areas have a leakage rate of 60% to stores in Doncaster and Grimsby.
- 1.33 Whilst the North Lincolnshire Retail Study is a very thorough document, it only assesses the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment.

1.0 Appendix 5 - Planning Policy Review

- 1.1 The following section reviews the national planning policy considerations which are relevant to the consideration of the proposed development at national, regional and local levels.

National Planning Policy Advice

Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development (2005)

- 1.2 Central Government guidance in relation to Planning is provided in PPS1, Delivering Sustainable Development. The Government include enabling social progress recognising the needs of everyone and the prudent use of natural resources among its aims to achieve sustainable development. It is emphasised that planning should facilitate inclusive patterns of urban development by a number of means, including contributing to economic development, ensuring high quality development through good design and the efficient use of resources and ensuring that development supports existing communities with good access to jobs and key services.

Planning Policy Statement 6 (PPS6) – Planning for Town Centres (2005)

- 1.3 National guidance on retail development is contained within PPS6. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that '*sustainable development is the core principle underpinning planning*'. The guidance states that the Government's key objective for town centres is to promote their vitality and viability by:

- Planning for the growth and development of existing centres
- Promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all

- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

- a) the need for development
- b) that the development is of an appropriate scale
- c) that there are no more central sites for the development
- d) that there are no unacceptable impacts on existing centres
- e) that locations are accessible

1.5 However, paragraph 3.7 states that the level of detail and type of evidence and analysis required to address the key considerations should be proportionate to the scale and nature of the proposal.

1.6 Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy. In terms of need, the Statement says that greater emphasis should be placed on quantitative need, but that account should also be taken of qualitative considerations. Paragraph 3.10 confirms that a 'goods' based approach should be followed and that any assessment should look no more than 5 years ahead. It states:

"The catchment area that is used to assess future need should be realistic and well related to the size and function of the proposed development and take account of competing centres"

1.7 Paragraph 2.35 of the Statement outlines qualitative considerations which may be taken into account, i.e. providing an appropriate distribution of locations, providing for a range of sites which allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas. Paragraph 2.36 goes on to advise that the degree to which existing shops are overtrading may also be taken into consideration in assessing qualitative need.

1.8 In terms of securing an appropriate scale of development, the Statement says that it should be ensured that the scale of opportunities identified, are directly related to the role and function of the centre. In terms of applying the sequential approach to site selection, the Statement confirms previous Government guidance that all options in the centre should be thoroughly assessed before less central sites are considered for development. First preference is for locations in appropriate existing centres, followed by edge of centre sites with preference given to *'sites that are or will be well-*

connected to the centre' and finally, out-of-centre sites with preference given to sites which 'are or will be well served by a choice of means of transport and which are close to the centre and which have a high likelihood of forming links with the centre'.

- 1.9 In applying the sequential approach, paragraph 2.45 points out that flexibility and realism is required from both local planning authorities and developers and operators. It goes on to state:

"In planning terms, the factors that should be taken into account in considering business models are: scale, format, car parking provision and the scope for disaggregation"

- 1.10 Paragraphs 3.15 – 3.19 provide further guidance on this matter, with paragraph 3.15 reiterating the advice set out at Paragraph 2.45. Paragraph 3.16 expands on this and states that in order to demonstrate flexibility, developers and operators should consider, in terms of scale: reducing the floorspace of the development, in terms of format: more innovative site layouts and store configurations such as multi-storey developments with smaller footprints and in terms of car parking: reduced or reconfigured car parking areas.

- 1.11 Nevertheless, paragraph 3.16 warns that Local Planning Authorities should be realistic in considering whether sites are suitable, viable and available and that Local Planning Authorities should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating their business model from the sequentially preferable site.

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- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

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Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

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Local Planning Policy Advice

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- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

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- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

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1.6 Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy. In terms of need, the Statement says that greater emphasis should be placed on quantitative need, but that account should also be taken of qualitative considerations. Paragraph 3.10 confirms that a 'goods' based approach should be followed and that any assessment should look no more than 5 years ahead. It states:

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edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and claw back expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

"Impact assessments should be undertaken for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan strategy. Where a significant development in a centre, not in accordance with the development plan strategy, would substantially increase the attraction of the centre and could have an impact on other centres, the impact on other centres will also need to be assessed"

- 1.14 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.
- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

Revisions to PPS4

- 3.16 The advice contained within the PPS6 consultation document has now been translated into a consultation paper on a new PPS4, Planning for a Prosperous Economy which was released for consultation in May 2009. This paper proposes to combine guidance on economic development and town centres into one document. Having regard to retail development, the document is largely a refinement and reemphasis of the existing policy approach, aimed at strengthening its policy to create stronger town centres. The objectives for town centre uses and retail development have largely remained unchanged. The town centre's first policy is retained, but there is recognition of the need to raise the productivity of the UK economy and to regenerate areas. There is also recognition that retailing does form an important part of the economy, alongside services and more traditional employment uses such as manufacturing, offices and warehousing. Planning applications for economic growth are to be considered favourably unless there is good reason to believe costs outweigh benefits.
- 1.17 The key changes relate to how development proposals should be considered and tested. The proposals remove the existing 'need' and 'impact' tests, replacing them with a new and more complex 'impact' test with eight key strands as well as a number of broader impact considerations. Whilst there is an emphasis on economic impacts, more weight is now placed upon broader social and environmental considerations. Furthermore, when dealing with 'need', equal weight is to be given to quantitative and qualitative factors. Local authorities are also required to provide for sustainable economic growth in rural areas, as a prerequisite to delivering social and environmental sustainability. However, it should be noted that the proposed revisions to PSS6 have no statutory force and has subsequently been superseded by proposed revisions to PPS4 in 2009. As such revisions to PPS6 should be afforded little weight in respect to determining the proposal subject to this application.

Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

- 1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

Regional Planning Policy Advice

- 1.20 Strategic planning advice is contained within 'The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026' (RSS) which was adopted in May 2008. 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.
- 1.21 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

- 1.22 Policy YH6 further establishes that Local Service Centres will *'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'*. This includes the

requirement to improve local services in such centres.

- 1.23 With regard to the location of new development, policy YH7 outlines a sequential approach to the release of land with previously developed sites receiving priority followed by other sustainable locations close to transport links and on the edge of urban centres.
- 1.24 The Sub Area Policy for the Humber Estuary (HE1) establishes that development should be promoted within existing centres in order to strengthen their service centre roles and support the growth of the local economy. Furthermore policy HE1 establishes strategic patterns of developments should be promoted to encourage economic diversification in rural areas and smaller settlements.

Local Planning Policy Advice

North Lincolnshire Local Plan

- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

Local Development Framework (LDF)

1.27 Following the Planning and Compulsory Purchase Act of 2004, North Lincolnshire Council is required to produce a LDF. This however is in the early stages of production and at the time of writing, the Development Plan Documents within it do not carry any material weight. The Core Strategy is however at the Preferred Options stage and reference must be made to it as it indicates the key policy priorities for the Local Planning Authority.

1.28 The Core Strategy identifies Barton upon Humber as a Market Town on the second tier in the settlement hierarchy with only Scunthorpe being on the upper tier. The preferred option for Market Towns was to provide further services and facilities to meet the needs of the local community and the surrounding villages only. Policy CS5 goes on to define how future development within these settlements will be assessed and states:

Development will be permitted on previously developed land within the settlement boundaries to help support and enhance the function of these settlements. This includes providing an appropriate level of new housing development (including affordable housing) (which will be determined via the housing policies of this plan and the Housing and Employment Allocations DPD), employment opportunities, retail, leisure and other facilities. New retail development should be located within the town centre areas.

North Lincolnshire Retail Study 2005

1.29 North Lincolnshire Council published an assessment of existing and likely future retail

and leisure need in 2005 (produced by England and Lyle on their behalf). In terms of future retail provision, the report states that the scale of additional floorspace that could be supported for convenience goods in North Lincolnshire would be up to 3,670m² in 2010 rising to 3,670m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 11,400m² rising to 28,600m² in 2015.

- 1.30 Having specific regard to Barton upon Humber, the report states that the scale of additional floorspace that could be supported for convenience goods would be up to 175m² in 2010 rising to 335m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 588m², rising to 1,105m² in 2015.
- 1.31 In respect of shopping patterns, the study indicates that main food shopping provisions in Scunthorpe attract trade from all parts of North Lincolnshire. In addition the study states that smaller food stores in Brigg, Barton, Epworth and Kirton have a relatively small trade draw, limited to the immediate surrounding population. Scunthorpe town centre is also the most dominant centre for non-food shopping across the district, whilst catchment areas for non-food shopping activities in Barton, Brigg and Ashby are considered to be localised.
- 1.32 The study also identifies significant convenience and comparison goods expenditure leakage from stores in Barton to stores in Scunthorpe and Grimsby. Main foodstores (Morrisons, Tesco, Asda) in Scunthorpe have the largest market share (57%) within the study area. In relation to comparison goods leakage, the study identifies that Barton, Epworth/Crowle areas have a leakage rate of 60% to stores in Doncaster and Grimsby.
- 1.33 Whilst the North Lincolnshire Retail Study is a very thorough document, it only assesses the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment.

1.0 Appendix 5 - Planning Policy Review

- 1.1 The following section reviews the national planning policy considerations which are relevant to the consideration of the proposed development at national, regional and local levels.

National Planning Policy Advice

Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development (2005)

- 1.2 Central Government guidance in relation to Planning is provided in PPS1, Delivering Sustainable Development. The Government include enabling social progress recognising the needs of everyone and the prudent use of natural resources among its aims to achieve sustainable development. It is emphasised that planning should facilitate inclusive patterns of urban development by a number of means, including contributing to economic development, ensuring high quality development through good design and the efficient use of resources and ensuring that development supports existing communities with good access to jobs and key services.

Planning Policy Statement 6 (PPS6) – Planning for Town Centres (2005)

- 1.3 National guidance on retail development is contained within PPS6. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that '*sustainable development is the core principle underpinning planning*'. The guidance states that the Government's key objective for town centres is to promote their vitality and viability by:

- Planning for the growth and development of existing centres
- Promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all

- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

- a) the need for development
- b) that the development is of an appropriate scale
- c) that there are no more central sites for the development
- d) that there are no unacceptable impacts on existing centres
- e) that locations are accessible

1.5 However, paragraph 3.7 states that the level of detail and type of evidence and analysis required to address the key considerations should be proportionate to the scale and nature of the proposal.

1.6 Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy. In terms of need, the Statement says that greater emphasis should be placed on quantitative need, but that account should also be taken of qualitative considerations. Paragraph 3.10 confirms that a 'goods' based approach should be followed and that any assessment should look no more than 5 years ahead. It states:

"The catchment area that is used to assess future need should be realistic and well related to the size and function of the proposed development and take account of competing centres"

1.7 Paragraph 2.35 of the Statement outlines qualitative considerations which may be taken into account, i.e. providing an appropriate distribution of locations, providing for a range of sites which allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas. Paragraph 2.36 goes on to advise that the degree to which existing shops are overtrading may also be taken into consideration in assessing qualitative need.

1.8 In terms of securing an appropriate scale of development, the Statement says that it should be ensured that the scale of opportunities identified, are directly related to the role and function of the centre. In terms of applying the sequential approach to site selection, the Statement confirms previous Government guidance that all options in the centre should be thoroughly assessed before less central sites are considered for development. First preference is for locations in appropriate existing centres, followed by edge of centre sites with preference given to *'sites that are or will be well-*

connected to the centre' and finally, out-of-centre sites with preference given to sites which 'are or will be well served by a choice of means of transport and which are close to the centre and which have a high likelihood of forming links with the centre'.

- 1.9 In applying the sequential approach, paragraph 2.45 points out that flexibility and realism is required from both local planning authorities and developers and operators. It goes on to state:

"In planning terms, the factors that should be taken into account in considering business models are: scale, format, car parking provision and the scope for disaggregation"

- 1.10 Paragraphs 3.15 – 3.19 provide further guidance on this matter, with paragraph 3.15 reiterating the advice set out at Paragraph 2.45. Paragraph 3.16 expands on this and states that in order to demonstrate flexibility, developers and operators should consider, in terms of scale: reducing the floorspace of the development, in terms of format: more innovative site layouts and store configurations such as multi-storey developments with smaller footprints and in terms of car parking: reduced or reconfigured car parking areas.

- 1.11 Nevertheless, paragraph 3.16 warns that Local Planning Authorities should be realistic in considering whether sites are suitable, viable and available and that Local Planning Authorities should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating their business model from the sequentially preferable site.

- 1.12 Paragraph 3.18 goes on to state:

"A single retailer should not be expected to split their proposed development into separate sites where flexibility in terms of scale, format and car parking provision and scope for disaggregation has been demonstrated"

- 1.13 Turning to the issue of impact, Paragraph 2.48 of the Statement makes the point that making additional sites available for development may have both positive and negative impacts, with positive impact most likely from in-centre sites followed by

edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and claw back expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

"Impact assessments should be undertaken for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan strategy. Where a significant development in a centre, not in accordance with the development plan strategy, would substantially increase the attraction of the centre and could have an impact on other centres, the impact on other centres will also need to be assessed"

- 1.14 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.
- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

Revisions to PPS4

- 3.16 The advice contained within the PPS6 consultation document has now been translated into a consultation paper on a new PPS4, Planning for a Prosperous Economy which was released for consultation in May 2009. This paper proposes to combine guidance on economic development and town centres into one document. Having regard to retail development, the document is largely a refinement and reemphasis of the existing policy approach, aimed at strengthening its policy to create stronger town centres. The objectives for town centre uses and retail development have largely remained unchanged. The town centre's first policy is retained, but there is recognition of the need to raise the productivity of the UK economy and to regenerate areas. There is also recognition that retailing does form an important part of the economy, alongside services and more traditional employment uses such as manufacturing, offices and warehousing. Planning applications for economic growth are to be considered favourably unless there is good reason to believe costs outweigh benefits.
- 1.17 The key changes relate to how development proposals should be considered and tested. The proposals remove the existing 'need' and 'impact' tests, replacing them with a new and more complex 'impact' test with eight key strands as well as a number of broader impact considerations. Whilst there is an emphasis on economic impacts, more weight is now placed upon broader social and environmental considerations. Furthermore, when dealing with 'need', equal weight is to be given to quantitative and qualitative factors. Local authorities are also required to provide for sustainable economic growth in rural areas, as a prerequisite to delivering social and environmental sustainability. However, it should be noted that the proposed revisions to PSS6 have no statutory force and has subsequently been superseded by proposed revisions to PPS4 in 2009. As such revisions to PPS6 should be afforded little weight in respect to determining the proposal subject to this application.

Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

- 1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

Regional Planning Policy Advice

- 1.20 Strategic planning advice is contained within 'The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026' (RSS) which was adopted in May 2008. 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.
- 1.21 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

- 1.22 Policy YH6 further establishes that Local Service Centres will *'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'*. This includes the

requirement to improve local services in such centres.

- 1.23 With regard to the location of new development, policy YH7 outlines a sequential approach to the release of land with previously developed sites receiving priority followed by other sustainable locations close to transport links and on the edge of urban centres.
- 1.24 The Sub Area Policy for the Humber Estuary (HE1) establishes that development should be promoted within existing centres in order to strengthen their service centre roles and support the growth of the local economy. Furthermore policy HE1 establishes strategic patterns of developments should be promoted to encourage economic diversification in rural areas and smaller settlements.

Local Planning Policy Advice

North Lincolnshire Local Plan

- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

Local Development Framework (LDF)

1.27 Following the Planning and Compulsory Purchase Act of 2004, North Lincolnshire Council is required to produce a LDF. This however is in the early stages of production and at the time of writing, the Development Plan Documents within it do not carry any material weight. The Core Strategy is however at the Preferred Options stage and reference must be made to it as it indicates the key policy priorities for the Local Planning Authority.

1.28 The Core Strategy identifies Barton upon Humber as a Market Town on the second tier in the settlement hierarchy with only Scunthorpe being on the upper tier. The preferred option for Market Towns was to provide further services and facilities to meet the needs of the local community and the surrounding villages only. Policy CS5 goes on to define how future development within these settlements will be assessed and states:

Development will be permitted on previously developed land within the settlement boundaries to help support and enhance the function of these settlements. This includes providing an appropriate level of new housing development (including affordable housing) (which will be determined via the housing policies of this plan and the Housing and Employment Allocations DPD), employment opportunities, retail, leisure and other facilities. New retail development should be located within the town centre areas.

North Lincolnshire Retail Study 2005

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and leisure need in 2005 (produced by England and Lyle on their behalf). In terms of future retail provision, the report states that the scale of additional floorspace that could be supported for convenience goods in North Lincolnshire would be up to 3,670m² in 2010 rising to 3,670m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 11,400m² rising to 28,600m² in 2015.

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- 1.33 Whilst the North Lincolnshire Retail Study is a very thorough document, it only assesses the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment.

1.0 Appendix 5 - Planning Policy Review

- 1.1 The following section reviews the national planning policy considerations which are relevant to the consideration of the proposed development at national, regional and local levels.

National Planning Policy Advice

Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development (2005)

- 1.2 Central Government guidance in relation to Planning is provided in PPS1, Delivering Sustainable Development. The Government include enabling social progress recognising the needs of everyone and the prudent use of natural resources among its aims to achieve sustainable development. It is emphasised that planning should facilitate inclusive patterns of urban development by a number of means, including contributing to economic development, ensuring high quality development through good design and the efficient use of resources and ensuring that development supports existing communities with good access to jobs and key services.

Planning Policy Statement 6 (PPS6) – Planning for Town Centres (2005)

- 1.3 National guidance on retail development is contained within PPS6. In a direct reflection of the central tenet of PPS1, the first sentence of PPS6 states that '*sustainable development is the core principle underpinning planning*'. The guidance states that the Government's key objective for town centres is to promote their vitality and viability by:

- Planning for the growth and development of existing centres
- Promoting and enhancing existing centres by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all

- 1.4 Chapter 3 of the Statement sets out the criteria for assessing proposed development which include:

- a) the need for development
- b) that the development is of an appropriate scale
- c) that there are no more central sites for the development
- d) that there are no unacceptable impacts on existing centres
- e) that locations are accessible

1.5 However, paragraph 3.7 states that the level of detail and type of evidence and analysis required to address the key considerations should be proportionate to the scale and nature of the proposal.

1.6 Dealing with the first criterion, paragraph 3.9 confirms that need must be demonstrated for any application for a main town centre use which would be in an edge-of-centre or out-of-centre location and which is not in accordance with an up-to-date development plan document strategy. In terms of need, the Statement says that greater emphasis should be placed on quantitative need, but that account should also be taken of qualitative considerations. Paragraph 3.10 confirms that a 'goods' based approach should be followed and that any assessment should look no more than 5 years ahead. It states:

"The catchment area that is used to assess future need should be realistic and well related to the size and function of the proposed development and take account of competing centres"

1.7 Paragraph 2.35 of the Statement outlines qualitative considerations which may be taken into account, i.e. providing an appropriate distribution of locations, providing for a range of sites which allow genuine choice to meet the needs of the whole community, particularly those living in deprived areas. Paragraph 2.36 goes on to advise that the degree to which existing shops are overtrading may also be taken into consideration in assessing qualitative need.

1.8 In terms of securing an appropriate scale of development, the Statement says that it should be ensured that the scale of opportunities identified, are directly related to the role and function of the centre. In terms of applying the sequential approach to site selection, the Statement confirms previous Government guidance that all options in the centre should be thoroughly assessed before less central sites are considered for development. First preference is for locations in appropriate existing centres, followed by edge of centre sites with preference given to *'sites that are or will be well-*

connected to the centre' and finally, out-of-centre sites with preference given to sites which 'are or will be well served by a choice of means of transport and which are close to the centre and which have a high likelihood of forming links with the centre'.

- 1.9 In applying the sequential approach, paragraph 2.45 points out that flexibility and realism is required from both local planning authorities and developers and operators. It goes on to state:

"In planning terms, the factors that should be taken into account in considering business models are: scale, format, car parking provision and the scope for disaggregation"

- 1.10 Paragraphs 3.15 – 3.19 provide further guidance on this matter, with paragraph 3.15 reiterating the advice set out at Paragraph 2.45. Paragraph 3.16 expands on this and states that in order to demonstrate flexibility, developers and operators should consider, in terms of scale: reducing the floorspace of the development, in terms of format: more innovative site layouts and store configurations such as multi-storey developments with smaller footprints and in terms of car parking: reduced or reconfigured car parking areas.

- 1.11 Nevertheless, paragraph 3.16 warns that Local Planning Authorities should be realistic in considering whether sites are suitable, viable and available and that Local Planning Authorities should also take into account any genuine difficulties which the applicant can demonstrate are likely to occur in operating their business model from the sequentially preferable site.

- 1.12 Paragraph 3.18 goes on to state:

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- 1.13 Turning to the issue of impact, Paragraph 2.48 of the Statement makes the point that making additional sites available for development may have both positive and negative impacts, with positive impact most likely from in-centre sites followed by

edge-of-centre sites where a development would be well connected to the centre and result in a significant number of linked trips and claw back expenditure. Paragraph 3.20 clarifies the circumstances under which impact assessments should be undertaken:

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- 1.14 Paragraph 3.22 gives guidance on the factors which should be taken into account in assessing the impact of development on centres likely to be affected. These include, the extent to which the development would put the spatial planning strategy at risk, the likely effect on future public or private sector investment and changes to the range of services provided.
- 1.15 The final key test in the assessment of proposed retail developments is to ensure that locations are accessible. The Statement makes clear that developments should be accessible by a choice of means of transport and that the impact on car use, traffic and congestion should be assessed.
- 1.16 In July 2008 a consultation document was released by the Department for Communities and Local Government proposing changes to PPS6. Following announcements contained in the 2007 Planning White Paper, the proposed changes aim to promote competition and improve consumer choice. The consultation document proposes to remove the requirement for applicants to demonstrate 'need' for proposals in edge-of-centre or out-of-centre locations, and which are not in accordance with an up to date development plan document. In turn, a new impact assessment framework is proposed, which applicants for proposals in out of town centre locations need to undertake in certain circumstances. The proposed new impact assessment has a broader focus, concerned with the impact of proposals on economic, social and environmental considerations as well as strategic planning impacts.

Revisions to PPS4

- 3.16 The advice contained within the PPS6 consultation document has now been translated into a consultation paper on a new PPS4, Planning for a Prosperous Economy which was released for consultation in May 2009. This paper proposes to combine guidance on economic development and town centres into one document. Having regard to retail development, the document is largely a refinement and reemphasis of the existing policy approach, aimed at strengthening its policy to create stronger town centres. The objectives for town centre uses and retail development have largely remained unchanged. The town centre's first policy is retained, but there is recognition of the need to raise the productivity of the UK economy and to regenerate areas. There is also recognition that retailing does form an important part of the economy, alongside services and more traditional employment uses such as manufacturing, offices and warehousing. Planning applications for economic growth are to be considered favourably unless there is good reason to believe costs outweigh benefits.
- 1.17 The key changes relate to how development proposals should be considered and tested. The proposals remove the existing 'need' and 'impact' tests, replacing them with a new and more complex 'impact' test with eight key strands as well as a number of broader impact considerations. Whilst there is an emphasis on economic impacts, more weight is now placed upon broader social and environmental considerations. Furthermore, when dealing with 'need', equal weight is to be given to quantitative and qualitative factors. Local authorities are also required to provide for sustainable economic growth in rural areas, as a prerequisite to delivering social and environmental sustainability. However, it should be noted that the proposed revisions to PSS6 have no statutory force and has subsequently been superseded by proposed revisions to PPS4 in 2009. As such revisions to PPS6 should be afforded little weight in respect to determining the proposal subject to this application.

Planning Policy Guidance 13 (PPG13) - Transport (2001)

- 1.18 National guidance on transport issues is contained in PPG13. The emphasis within the guidance is very much on sustainability and a desire to reduce the use of the car and accessibility improvements to provide access to new developments by a choice of transport. The latter is particularly important for those who do not have access to a car.

- 1.19 When dealing with retail issues (paras 35 & 36) the guidance states that;

"At the local level, preference should be given to town centre sites, followed by edge-of-centre and then out-of-centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre development, provided that improvements to public transport can be negotiated"

Regional Planning Policy Advice

- 1.20 Strategic planning advice is contained within 'The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026' (RSS) which was adopted in May 2008. 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.
- 1.21 The RSS provides a broad and long term development strategy focussed upon sub areas, with Barton upon Humber forming part of the Humber Estuary. Barton upon Humber is identified as a Local Service Centre. The RSS supports the general aims of PPS1 in terms of encouraging more sustainable patterns of development and identifies that the region's town and city centres have a crucial role to play in achieving sustainable economic growth and investment within the region. The overall approach and key spatial priorities for the region are outlined in Policy YH1 of the RSS which includes an aim to:-

'Support Principal Towns and Local Service Centres as hubs for the rural and coastal economy and community and social infrastructure and encourage diversification of the rural economy'

- 1.22 Policy YH6 further establishes that Local Service Centres will *'be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource'*. This includes the

requirement to improve local services in such centres.

- 1.23 With regard to the location of new development, policy YH7 outlines a sequential approach to the release of land with previously developed sites receiving priority followed by other sustainable locations close to transport links and on the edge of urban centres.
- 1.24 The Sub Area Policy for the Humber Estuary (HE1) establishes that development should be promoted within existing centres in order to strengthen their service centre roles and support the growth of the local economy. Furthermore policy HE1 establishes strategic patterns of developments should be promoted to encourage economic diversification in rural areas and smaller settlements.

Local Planning Policy Advice

North Lincolnshire Local Plan

- 1.25 In this instance local policy guidance is contained within the North Lincolnshire Local Plan which was adopted in May 2003. The plan identifies Barton upon Humber as a principal growth settlement in the retail hierarchy, coming second to Scunthorpe which serves as the district's primary settlement.
- 1.26 In consideration of the development site's edge-of-centre location, Policy S7 is the main Local Plan policy consideration. Policy S7 states that planning permission will only be granted for edge-of-centre retail development where:

'S7 - Edge-of-centre Retail and Leisure Development

A site will be considered as an edge-of-centre retail location and developments will be permitted where:

- 1) clear need for the development has been demonstrated;*
- 2) the developer can demonstrate that there are no sites for the proposed use within the town or district centre that are suitable, viable for the proposed use and likely to become available within a reasonable time period;*
- 3) the site shall be within easy walking distance of the primary shopping area of the centre;*

4) the developer can demonstrate that there are clear, unrestricted pedestrian linkages to the town or district centre or that such linkages can be established as part of the proposed development, and that the scale of the development is compatible with the size, function and character of that centre.

Where a proposal site does not meet all the above criteria, the site will be considered as an out-of-centre location and assessed accordingly.'

Local Development Framework (LDF)

1.27 Following the Planning and Compulsory Purchase Act of 2004, North Lincolnshire Council is required to produce a LDF. This however is in the early stages of production and at the time of writing, the Development Plan Documents within it do not carry any material weight. The Core Strategy is however at the Preferred Options stage and reference must be made to it as it indicates the key policy priorities for the Local Planning Authority.

1.28 The Core Strategy identifies Barton upon Humber as a Market Town on the second tier in the settlement hierarchy with only Scunthorpe being on the upper tier. The preferred option for Market Towns was to provide further services and facilities to meet the needs of the local community and the surrounding villages only. Policy CS5 goes on to define how future development within these settlements will be assessed and states:

Development will be permitted on previously developed land within the settlement boundaries to help support and enhance the function of these settlements. This includes providing an appropriate level of new housing development (including affordable housing) (which will be determined via the housing policies of this plan and the Housing and Employment Allocations DPD), employment opportunities, retail, leisure and other facilities. New retail development should be located within the town centre areas.

North Lincolnshire Retail Study 2005

1.29 North Lincolnshire Council published an assessment of existing and likely future retail

and leisure need in 2005 (produced by England and Lyle on their behalf). In terms of future retail provision, the report states that the scale of additional floorspace that could be supported for convenience goods in North Lincolnshire would be up to 3,670m² in 2010 rising to 3,670m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 11,400m² rising to 28,600m² in 2015.

- 1.30 Having specific regard to Barton upon Humber, the report states that the scale of additional floorspace that could be supported for convenience goods would be up to 175m² in 2010 rising to 335m² in 2015. Having regard to comparison goods, the floorspace capacity in 2010 is up to 588m², rising to 1,105m² in 2015.
- 1.31 In respect of shopping patterns, the study indicates that main food shopping provisions in Scunthorpe attract trade from all parts of North Lincolnshire. In addition the study states that smaller food stores in Brigg, Barton, Epworth and Kirton have a relatively small trade draw, limited to the immediate surrounding population. Scunthorpe town centre is also the most dominant centre for non-food shopping across the district, whilst catchment areas for non-food shopping activities in Barton, Brigg and Ashby are considered to be localised.
- 1.32 The study also identifies significant convenience and comparison goods expenditure leakage from stores in Barton to stores in Scunthorpe and Grimsby. Main foodstores (Morrisons, Tesco, Asda) in Scunthorpe have the largest market share (57%) within the study area. In relation to comparison goods leakage, the study identifies that Barton, Epworth/Crowle areas have a leakage rate of 60% to stores in Doncaster and Grimsby.
- 1.33 Whilst the North Lincolnshire Retail Study is a very thorough document, it only assesses the capacity for new floorspace on the basis of existing market shares being carried forward. It makes no allowance for centres such as Barton to increase their market share and clawback expenditure leakage and given that it is acknowledged that large proportions of Barton upon Humber's residents shop in locations outside their PCA's, it makes no allowance for this trade to be drawn back into the area in the way demonstrated by our assessment.