

PLANNING, DESIGN AND ACCESS STATEMENT

PLANNING PERMISSION FOR IMPROVEMENT WORKS TO EXISTING CAR PARK AT WELLINGTON STREET, BARNSELY



Project Ref. 2000-003

Client: Northumberland Trading Limited

November 2020

Rev.001

Planning • Architecture • Design

www.sensusarchitecture.co.uk

Registered Address: 7 Main Road, Titchwell, Kings Lynn, PE31 8BB

Sensus Architecture Ltd. • Company no. 100056477

Directors: Martin Stuart • Kelly Grunnill • Hasviter Monkley



1.0 INTRODUCTION

- 1.1 This Planning, Design and Access Statement is prepared by Sensus Architecture Ltd. in support of a Full Planning Application for resurfacing and associated works to an existing car park at land adjacent to Pall Mall and Wellington Street in Barnsley Town Centre.
- 1.2 The content will provide an assessment of the context, relating specifically to the proposed site and its surroundings, and the detailed philosophy of the proposed scheme.
- 1.3 The following documents are submitted with this planning application:
 - Application form
 - The requisite application fee
 - Location Plan
 - Proposed Layout Plan
 - Lighting Assessment
 - Heritage Impact Assessment
 - Drainage Strategy
 - CGI images for the proposed development

2.0 SITE DESCRIPTION

2.1 The application site is located within the Borough of Barnsley, which lies at the mid point between the region’s two main cities of Leeds to the north and Sheffield to the south, and covers an area of 329 square kilometres.

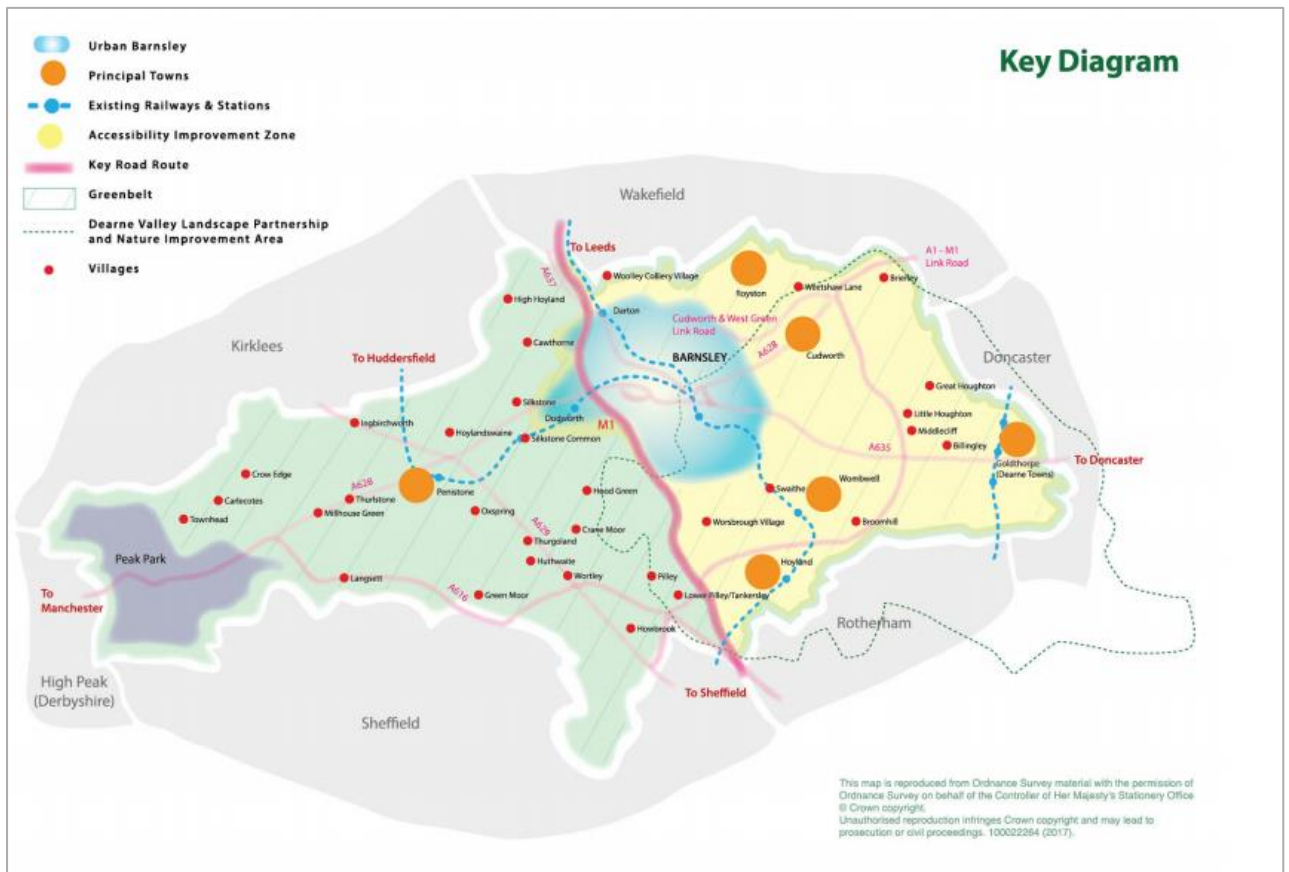


Fig.1: Wider aerial view of the site with the approximate location of the site indicated (Source: Barnsley Local Plan (BLP) Adopted January 2019, page 17)

2.2 The borough has a varied geography. The west of the borough is predominantly rural in character with open moorland, arable farmland and natural woodland. It is characterised by attractive hilly countryside part of which lies in the Peak District National Park, and is centred on the rural market town of Penistone. In the centre of the borough is Barnsley itself and the surrounding urban area which is the main shopping, administrative, business and entertainment centre.



Fig.2: Wider aerial view of the site with the approximate location of the site indicated (Source: Google)

2.3 The application site comprises an existing car park located to the north of West Way (A628), West of New Street and south of Wellington Street and Pall Mall. The site lies within the designated Barnsley Town Centre and outside of the defined Primary Shopping Area.



Fig.3: Location Plan showing the extent of the application site

2.4 The existing car park capacity is just over 50 but the area is filled with a temporary surface and as such spaces are unmarked, as can be seen from the image at Fig 4.



Fig.5: Wider aerial view of the site with the approximate location of the site indicated (Source: Google)



Fig.6: Images showing the existing car park from West Way (Source: Google)

2.5 The north west corner of the site adjoins Francis Jordan House, which has car parking at its southern side. The gable wall of this building faces into the application site and is in a poor condition following demolition of a former building without repairs being undertaken.



Fig.7: Photo showing the existing exposed, damaged and graffitied gable end which can be seen from west way, New Street and Wellington Street.



Fig.8: Photo showing the site from Wellington Street, opposite 2no Grade II listed buildings. The temporary hoarding and damaged gable end substantially detract from the character of the area and undermine the setting of the listed buildings.

2.6 The boundary treatment to the site is varied and generally of poor quality and character.

- The south boundary to West Way (A628) is formed by a buff brick wall and follows though to part of the boundary at the corner of New Street. Beyond this is a small, grassed verge.
- The boundary to New Street is defined by temporary hoardings, approximately 2 metres high, with some areas of the hoarding having being removed requiring temporary metal fencing to be erected. Adjacent to this is a public footpath with includes a blue painted metal bench.
- The northern boundary to Pall Mall is defined by temporary hoarding of approximately 2 metres in height. Beyond this is a footpath with spaced out black painted bollards and then the principal elevations and shopfronts of three storey development at Wellington Street.

Photos of existing boundary features are provided below:



Fig.9: Photo showing the existing boundary to Wellington Street (taken within the site)



Fig.10: Images showing the existing boundary to Wellington Street on the corner of New Street which has since been replaced by temporary metal security fencing.



Fig.11: View of existing boundary looking from New Street towards West Way. The poor condition and extent of hoarding can be seen, as well as areas that have been removed showing views of the parked vehicles beyond (Source: Google)



Fig.12: View of existing site looking from New Street



Fig.13: Buff Brick boundary Wall on the corner of West Way and New Street (Source: Google)



Fig.14: Buff Brick boundary wall to West Way (Source: Google)



Fig.15: Existing boundary treatment at New Street, looking from West Way. This is the present approach for pedestrians walking into the Town Centre via New Street or Market Street. (Source: Google)



Fig.16: View of the existing site from Market Street looking south towards the site (Source: Google)

- 2.7 The site sits toward the edge of the retail centre of Barnsley but is very much enclosed by existing poor-quality boundary treatments which undermine its appearance. The site is therefore very much self-contained, and views towards it are heavily constrained and characterised by poor quality and overbearing boundary treatments.
- 2.8 Vehicular and pedestrian access is to the west onto Pall Mall. There is presently no designated pedestrian access to the site from New Street and therefore poor pedestrian connectivity and ease of movement into the Town Centre.

Recent Relevant Planning History

- 2.9 Prior to its destruction by fire in 2016, the site had been occupied by the former Barnsley British Cooperative Store, built in 1886 and designated as a Grade II listed building (List Entry No. 1192019) which at that time had been converted to use as a night club venue and restaurant (Chicago Rock café). In 2017 planning permission was granted for use of the site as a car park under application ref: 2017/1507. In the Officer assessment of this application, the principle of a car park in the Town Centre was concluded to be acceptable. The key issue relating to the proposal raised by the Conservation Officer and summarised by the Case Officer was as follows:

The Council's Conservation Officer does not raise any objections to the granting of a temporary permission; however, it is noted that making the permission permanent in the future would raise a number of pertinent questions. The main issue, if the car park became permanent, relates to what effect any hard surfacing would have for the archaeology that exists under this building. The site has known important archaeology within it and is believed to include burials and human remains. As such, any significant groundworks have the potential to disturb this. Any proposals for future hard surfacing would need to be discussed with South

Yorkshire Archaeology Service so that disturbance is kept to a minimum and mitigation measures can be put in place.

- 2.10 In approving the application, weight was given the temporary nature of the surfacing which would not involve any excavations and hence limited potential to disturb archaeology. For any significant hard surfacing works the officer indicated that further consideration would be required so that impact on archaeology and any mitigation required could be assessed further.
- 2.11 The applicant contacted the LPA in January 2020 and was advised that the principal of re-surfacing and regenerating this car park was acceptable under the current Barnsley Local Plan 2019, subject to the previous Heritage matters being appropriately addressed.
- 2.12 The applicant has engaged early with South Yorkshire Archaeology Service to understand the significance of the site, and has met the previous Officer requirement though the submission of Heritage Impact Assessment (HIA) , whilst adopting design and construction techniques that take this assessment into account.
- 2.13 The HIA is a thorough and robust document that has gathered evidence from previous archaeological work and reports (also via the HER record), alongside cartographic evidence and other documentary evidence as set out in the HIA. The HIA provides a full assessment of areas where disturbance has taken place, to what degree and the likely impact this may have on any significance. The conclusion of the report is that *the archaeological potential of the site does not present an impediment to the development*, taking into account the nature of the proposals and construction techniques.

3.0 PLANNING POLICY AND LEGISLATIVE CONTEXT

- 3.1 The planning policy set out below is considered relevant to the site and surrounding area:

Legislation

- 3.2 Legislation relating to the Built Historic Environment is primarily set out within the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3.3 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:
- ‘In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving **the building or its setting or any features of special architectural or historic interest which it possesses**’*
- 3.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that “where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise”.

Development Plan

- 3.5 The Development Plan for Barnsley Metropolitan Borough Council comprises the Barnsley Local Plan, adopted January 2019.
- 3.6 The following LP Planning Policies apply to this site and to the objectives of the development: -
- **Policy GD1: General Development** – Sets out the broad approach to development management in decision making, specifically in relation to achieving sustainable development. It sets out a number of factors that will be considered in determining whether or not a proposal will be acceptable including impact upon residential amenity, compatibility with adjoining land uses, whether the development

would adversely affect the development of a wider parcel of land, incorporation of landscaping, impact on the environment, access and drainage.

- **Policy LG2: The Location of Growth** – Sets out a hierarchy for growth, which includes Urban Barnsley. The supporting text (para 7.2) sets out that Barnsley Town Centre will be the main focus for growth.
- **Policy D1: High Quality Design and Place Making** – Sets out that development is expected to be of high quality design and will be expected to respect, take advantage of and reinforce the distinctive local character and features of Barnsley. This includes, inter alia, views and vistas to key buildings, landmarks, skylines and gateways, and heritage and townscape character including the scale, layout, building styles and materials of the built form in the locality.
- **Policy HE1: The Historic Environment** – This policy states that the Council will positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley’s historic environment, especially for those assets which are at risk. Particularly relevant to this site are the following criteria:
 - b. By ensuring that proposals affecting a designated heritage asset (or an archaeological site of national importance such as a Scheduled Ancient Monument) conserve those elements which contribute to its significance. Harm to such elements will be permitted only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in exceptional circumstances where there is a clearly defined public benefit
 - d. By ensuring that proposals affecting an archaeological site of less than national importance or sites with no statutory protection conserve those elements which contribute to its significance in line with the importance of the remains. In those cases where development affecting such sites is acceptable in principle, mitigation of damage will be ensured through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, an understanding of the evidence to be lost must be gained in line with the provisions of Policy HE6.
 - f. By supporting proposals which will help to secure a sustainable future for Barnsley’s heritage assets, especially those identified as being at greatest risk of loss or decay.
- **Policy HE2: Heritage Statements and General Application Procedures** - Proposals that are likely to affect known heritage assets or sites where it comes to light there is potential for the discovery of unrecorded heritage assets will be expected to include a description of the heritage significance of the site and its setting.
- **Policy HE6: Policy HE6 Archaeology** - Applications for development on sites where archaeological remains may be present must be accompanied by an appropriate archaeological assessment (including a field evaluation if necessary) that must include the following:
 - Information identifying the likely location, extent and nature of the remains;
 - An assessment of the significance of the remains; and
 - Consideration of how the remains would be affected by the proposed development.
- **Policy TC1: Town Centres** – Sets out a retail hierarchy and that support will be given to maintaining and enhancing the vitality and viability of centres, which includes Barnsley Town Centre as the dominant town centre in the borough. To ensure it continues to fulfil its sub regional role the majority of new retail and town centre development will be directed to Barnsley Town Centre, setting out that it will be the prime focus for growth of retail and town centre uses. A Town Centre policy framework is set out in section 16.

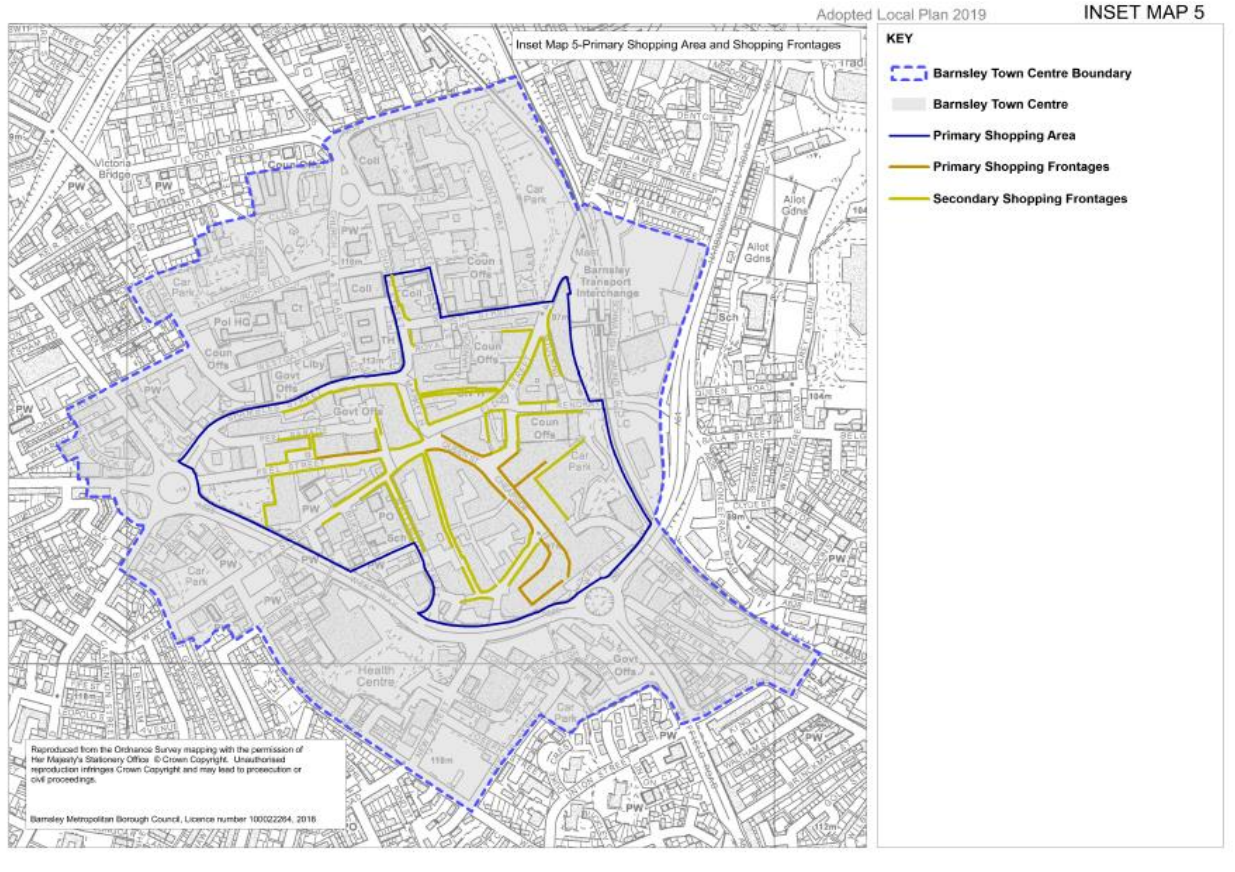


Fig.16: Inset Map 5 from the Barnsley Local Plan Adopted January 2019

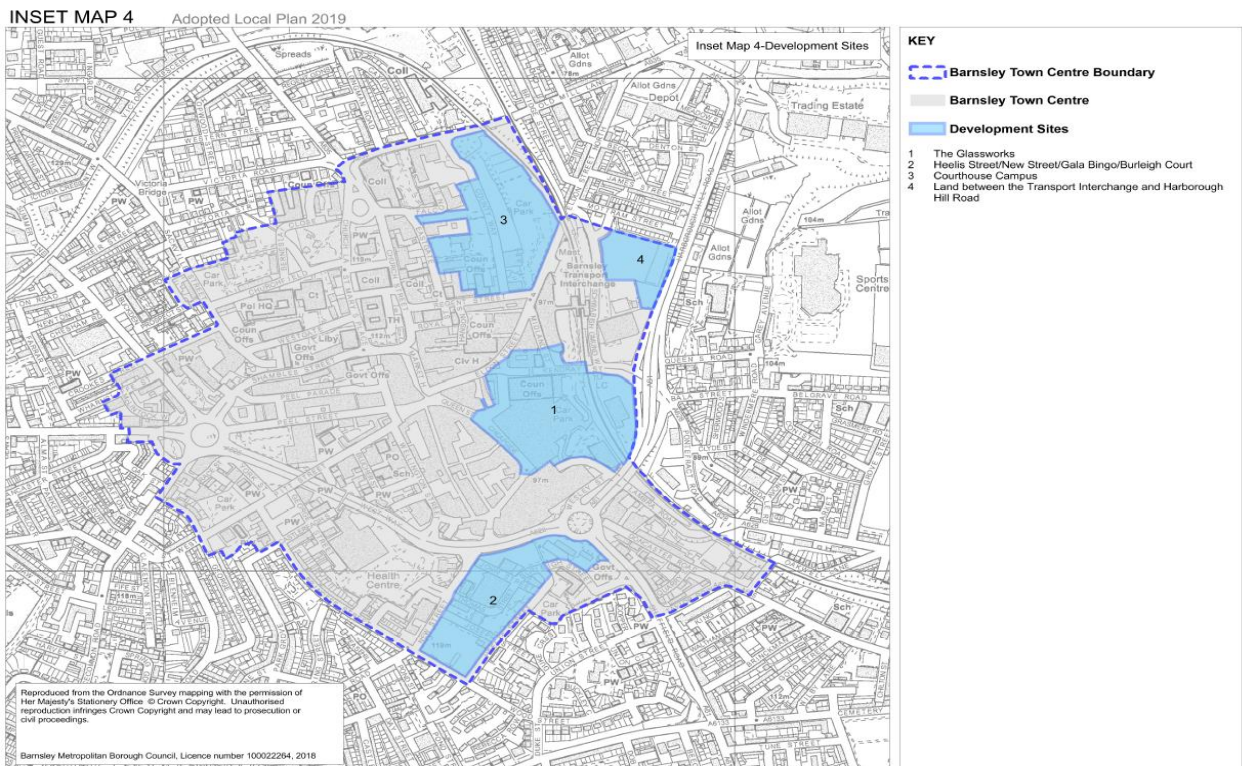


Fig.17: Inset Map 4 from the Barnsley Local Plan Adopted January 2019

- Policy BTC7 Gateways** – Requires that development on or next to gateway sites identified on Inset Map 2 create a strong distinctive visual gateway, use high quality materials, are designed to welcome people into the town, include good pedestrian links into the Town and create linkages to the town centre.

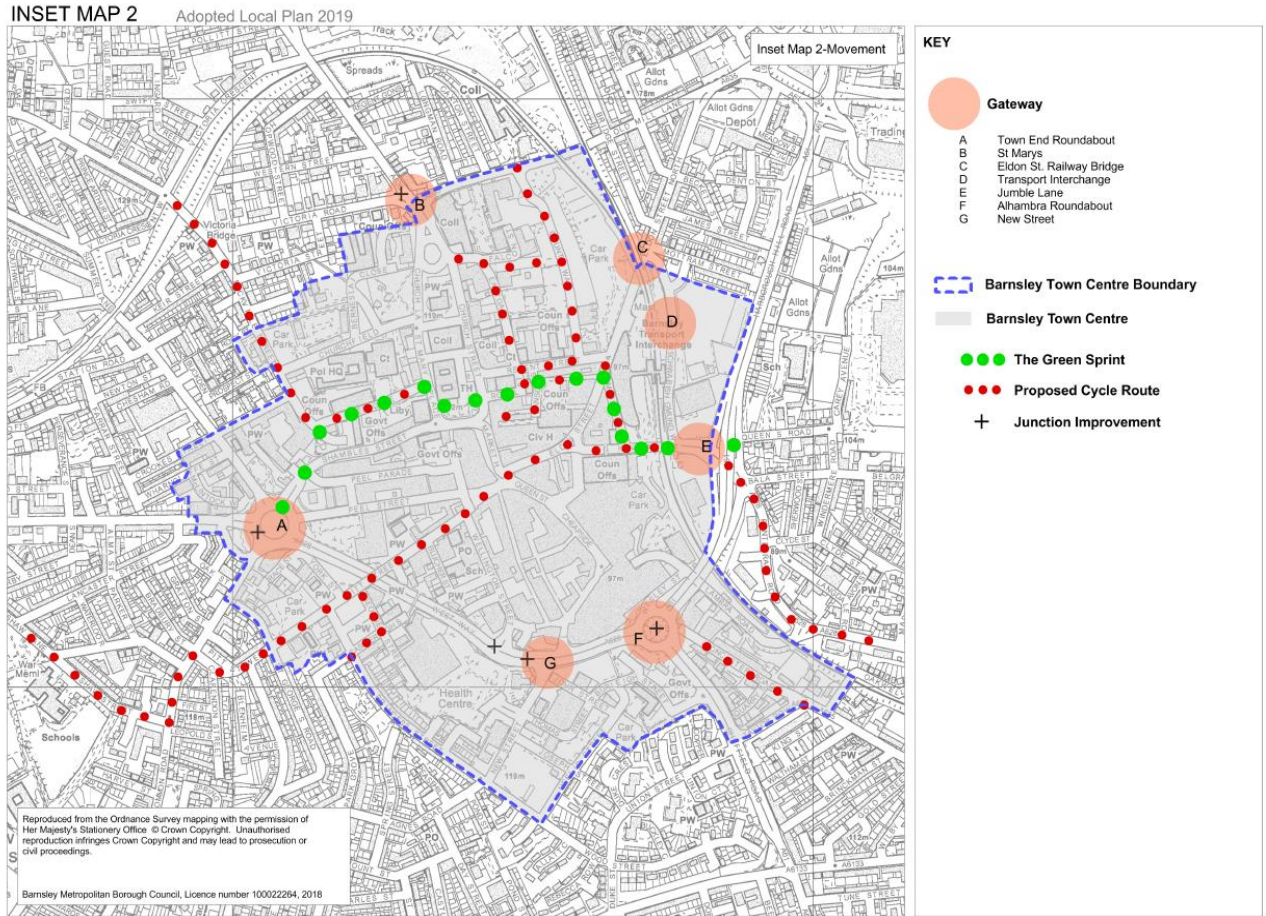


Fig.17: Inset Map 2 from the Barnsley Local Plan Adopted January 2019

- **Policy BTC11 Car Parks** - states that Town centre car parks will be managed to allow short stay car parking and restrict long stay car parking. Long stay car parks will be located on the edge of the town centre. Short stay car parks will be located within the town centre.

The supporting text states as follows:

16.65 The purpose of this policy is to increase short stay parking for shoppers and visitors to the town centre and to reduce long stay commuter car parking. It is intended that the overall number of car parking spaces will remain unaltered. Around the edge of the town centre, new residents-only parking schemes will be introduced to make sure that these areas are not affected by overspill from the town centre. Parking for people with mobility issues will be provided in new developments.

- **Policy BTC17: Southgate District** – The application site lies within the Southgate District. This policy sets out that the council will promote appropriate opportunities to support and extend the town centre in the Southgate District to include offices, residential development, assembly and leisure uses, hotel, food and drink uses and car parking.

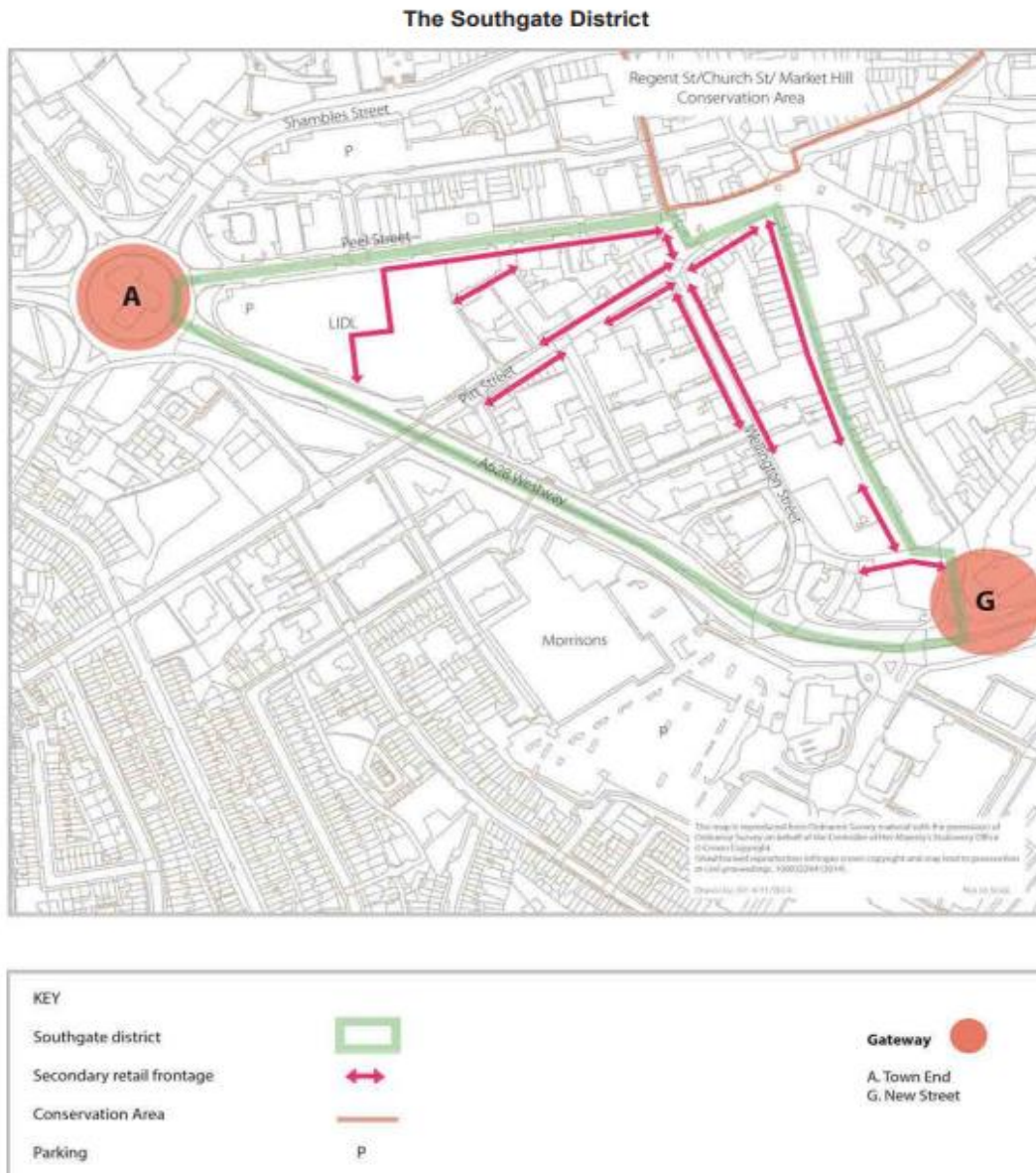


Fig.18: Inset Map for the designated Southgate District as shown in the Barnsley Local Plan Adopted January 2019

- **Policy CC1: Climate Change** – seeks to reduce the causes of and adapt to the future impacts of climate change by, inter alia, giving preference to development of previously developed land in sustainable locations.
- **Policy CC3 Flood Risk** – Requires the extent and impact of flooding to be reduced by, relevant to this application, expecting all development proposals on brownfield sites to reduce surface water run-off by at least 30% and development on greenfield sites to maintain or reduce existing run-off rates requiring development proposals to use Sustainable Drainage Systems (SuDS) in accordance with policy CC4;

Other material considerations

3.7 The Jobs and Business Plan 2014-17 was agreed by Barnsley MBC in May 2014 and was refreshed in 2017

This is a three year business plan which sets the direction for a strong and stable economic future for Barnsley. It states that Barnsley’s economy is too small for the size of the borough; that the town is unable to maintain enough jobs and businesses to support its working population. Therefore, it recommends that

significant intervention in the local economy is needed. The Jobs and Business Plan sets out the business goals for Barnsley to close the economic performance gap and steps to achieve this:

The five key steps as part of our action plan are:-

- Invest in infrastructure;
- Attract inward investment;
- Improve the town centre;
- Grow existing businesses; and
- Encourage higher productivity start-ups.

4.0 THE PROPOSAL

4.1 This application seeks full planning permission for re-surfacing of the existing car park and includes the following works in summary:

- Re-surface in permeable tarmac, including areas of soft landscaping incorporating silver birch trees with black guards. Paved areas would also be provided to denote pedestrian zones and also to visually enhance the appearance of the site and the wider public realm.



Fig.19: Proposed Layout Plan for car park improvement works

- Reinstatement of the east gable end of Francis Jordan House, which would be repaired, rendered and painted in a colour to match the existing brick.
- A low-level wall with railings above to the perimeter to provide a secure site and improve its current appearance by removing poor quality boundary treatments and providing a consistent high-quality enclosure. The specific locations have been marked on drawing no. 20001-003-A.



Fig.20: CGI Image showing how the proposed seating area may look from Wellington Street

- Seating area at the corner of Wellington Street and New Street to offer enhancement to the public realm.



Fig.21: CGI Image showing the new pedestrian walkway into the site including the benches

- Repair to existing buff brick boundary walls shown to be retained, including removal of graffiti
- Lighting (see drawing no: 41257/PJ/A by Knightfisher Lighting)



Fig.22: CGI Aerial image showing how the upgraded car park would sit at West way, New Street and Wellington Street



Fig.23: CGI Aerial image showing how the upgraded car park would sit at West way, New Street and Wellington Street

- 4.2 The existing car park will continue to support local business and visitors in the Town Centre. The site's current use as a car park will remain unchanged as a result of this application. The proposals indicate a layout which show parking space numbers similar to the existing parking numbers that can be achieved on the site.

- 4.3 The upgraded car park incorporates feature areas of paving to provide focal points, including at the pedestrian link to New Street. Silver birch trees with grilles and cages to match the wider re-development scheme in the Town Centre and Metropolitan Centre have also been selected to provide some architectural landscape continuity to the regenerated townscape.
- 4.4 A wall with railings is also proposed to the perimeter of the site to provide an aesthetic connection to local venacular materials whilst also opening up views by removing the existing oppressive boundary enclosure. The repair to the gable end of Francis Jordan House will also vastly improve the appearance of the site.
- 4.5 Access to the site will be via the existing vehicular access, with a new pedestrian link being incorporated onto New Street to improve the permeability and accessibility of the site to all users and provide a more integrated relationship with the Town Centre.

5.0 PRINCIPLE OF THE DEVELOPMENT

- 5.1 The application relates to an existing car park, granted planning permission in 2017 under application number: 2017/1507. The application seeks to retain the use of the site as a car park and provide a comprehensive regeneration to improve its current appearance so that it sits positively in the townscape.

National Planning Policy Framework

- 5.2 The National Planning Policy Framework (NPPF) is clear that the Government is committed to securing economic growth, and that the planning system must do everything it can to support sustainable economic growth.

- 5.3 To build a strong and competitive economy the NPPF states at paragraph 80:

“Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.”

- 5.4 To ensure the vitality of Towns the NPPF states at Paragraph 85:

“Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.”

- 5.5 Paragraph 38, considering Development Management confirms also that local planning authorities should *approach decision-taking in a positive way to foster the delivery of sustainable development, looking for solutions rather than problems so that applications can be approved where possible.*

- 5.6 It is clear therefore, that National guidance encourages LPAs to work positively to facilitate growth and therefore there can be support from the NPPF for the principle of the proposals to retain and surface this existing town centre car park.

Barnsley Local Plan (Adopted 2019)

- 5.7 The BLP sets out that its economy is too small and needs to grow significantly if it is to fulfil its potential, benefit local people and maximise its contribution to the Leeds and Sheffield City Region economies. Policies in the BLP have therefore been designed to meet this requirement.

- 5.8 Barnsley is also preparing a Destination Management Plan which aims to improve the economic prosperity and vitality of Barnsley and to improve the health and social well-being of the residents and communities of Barnsley. This includes supporting a wider range of cultural activities and facilities that contribute to the local economy, provide a rich and vibrant mix of uses

- 5.9 The application site lies within the defined town centre of Barnsley as shown on Inset Map 2 of the BLP. The text to the policy states this area will be the prime focus for growth of retail and town centre uses. Furthermore, that it has an important role to play in serving the needs of local residents and in a Regional context.
- 5.10 Inset Map 2 identifies the northern frontage of the site as a secondary shopping frontage, which includes the Francis Jordan House. The existing use of the site is as a car park and at present and therefore it does not directly support the current retail offer in the Town Centre so there will be no retail reduction as part of this application. The application site very much lies on the outskirts of the Town Centre where it is well placed to provide parking to support visitation into the Town without undermining retail uses in core shopping area.
- 5.11 Town Centres have undergone recognised changes over the past 3-5 years as a result of massive changes in shopping habits, global trends and what attracts people to town centres. The responses required for managing change are necessarily complex and will need to be different depending on the size and location of a place. National policy evidence suggests a shift away from a narrow focus of retail in one street and Town Centre success recognises the benefit of rebalancing the function of the town and considering a multitude of other vibrant uses that attract visitors as well as ancillary uses which support this experience, such as well-placed car parking.
- 5.12 BTC11 (Car Parks) is a policy that is strongly in favour of the current proposal for the retention of and improvement works to the existing car park at Wellington Street. A car park is also a land use that is consistent with the range of uses that are permissible in the Southgate District. *The site's location, particularly since it is located on the inside of West Way, is ideally placed in terms of this policy to serve the retail centre of Barnsley.* Whilst the aspiration of BTC11 may be to encourage car parking that is incorporated within or under a building, the archaeological sensitivity of this site is such that a surfaced car park would be more beneficial in heritage terms. In addition, the principle of an open surface car park at this site has been established previously under the 2017 approval.
- 5.13 The approach to parking at this site would have a positive impact on the present availability of short stay car parking, in respect of quality, quantity, cost and convenience which are all important factors that affect visitors' access to town centre shops and services. The new technology incorporated into the proposed pay machines provided at this site also offers opportunities to provide seamless parking as part of improved journeys into town by providing cashless payment (card, online via a parking application or phone) and flexible durations of stay. The applicant also uses technology to monitor parking space usage to ensure availability of spaces and reduce congestion.
- 5.14 Policy BTC17 (Southgate District) is an enabling Policy to encourage the Barnsley Town Centre to evolve and provide uses to support its vitality and viability. It sets out to support the enhancement of existing sites, and to enhance the public realm, including car parks. The supporting text to BTC17 states that one of its purposes is to *increase short stay parking for shoppers and visitors to the town centre and to reduce long stay commuter car parking.*
- 5.15 The improvement proposals put forward as part of this application would greatly assist in meeting the Policy BTC17 objective to enhance the public realm and improve the experience of living in, and using, the Barnsley Town Centre. The proposals would therefore extend the viability of commercial activities by providing high quality short stay parking to support visitors into the Town Centre and in turn the vitality of Barnsley as a place to visit.
- 5.16 The proposed works such as the new boundary treatments, lighting and resurfacing will also vastly improve the appearance of this existing car park which aligns with the Policy LG2 (Location of Growth) objective to stimulate renewed interest in the Barnsley Town Centre as a place that all business may want to locate to, as well as attracting a greater number of visitors.
- 5.17 Given the location of the site, within central Barnsley and in such close proximity to the primary shopping frontage for the town, it is considered that the enhancement of this car park will result in a positive benefit to the Town Centre. The site has good pedestrian access to the town centre and the main shopping streets

surrounding the development site which in turn promotes positive and sustainable interaction between the existing retail and service offer and visitors.

- 5.18 In summary, it is considered that this well placed car park providing a high-quality surface and boundary treatment, coupled with soft landscaping would provide a significant contribution to the Barnsley Town Centre, support wider town centre regeneration initiatives and the economic offer of the Borough. The principle of the development is therefore concluded to be acceptable and in accordance with National Guidance set out in the NPPF and policies BTC11 and BTC17 of the BLP.

6.0 CHARACTER OF THE DEVELOPMENT

- 6.1 This proposal relates to an existing car park which has not been well maintained, resulting in gradual deterioration in its appearance, characterised by poor quality boundary treatments which collectively are a negative feature in the Town Centre at an important approach from West Way and Gateway area.
- 6.2 In accordance with Policy GD1 (General Development Criteria) and Policy D1 (High Quality Design and Place Making) this development will help to transform the character of a site that has become physically run down and lacking in distinctiveness; it is of a high quality and will contribute to place making; provide an accessible and inclusive environment for the users of surrounding spaces; provide clear and obvious connections to the surrounding street and pedestrian network; display architectural quality and though design and quality of external materials and provide a high quality car park which is part of the wider public realm.
- 6.3 Materials chosen for the car park surfacing and boundary treatment are robust and sustainable. The colour palette comprises subtle neutral and natural colours, such as mixes of buff and anthracite grey. The use of durable and neutral materials helps assimilate this development into its surroundings.
- 6.4 Furthermore, the car park's spacing, pedestrian links and placement of trees have been designed to sit comfortably within the sites boundaries, contributing to place making and maintaining the character of the surrounding environment. The proposed development will create a strong, well designed space that is safe, inclusive and accessible to all. In light of this, the proposal is compliant with Policies GD1 (General Development Criteria) and Policy D1 (High Quality Design and Place Making)
- 6.5 Policy BTC7 (Gateways) relates to sites identified in gateway locations. The application site is adjacent a Gateway as identified on Inset Map 2, as well as on the Southgate District Inset Map where Policy BTC17 applies. Collectively these policies seek high quality development that create a strong distinctive visual gateway, use high quality materials, are designed to welcome people into the town, including good pedestrian links into the Town and create linkages to the town centre.
- 6.6 The existing car park is therefore located adjacent to an important visual gateway into the town centre, and but for the temporary hoardings would currently fail to either adequately constrain or positively exploit views toward the town centre along West Way and New Street. The proposals would achieve the BTC7 (Gateways) objective by opening up views across the site into the town, whilst providing high quality boundary treatments to the Public Realm including a seating area incorporated into the stone wall at the corner of Wellington Street and New Street. The proposals are seeking to welcome visitors into the town and offering more than a place to park.
- 6.7 It is considered that the submitted proposals meet all of Policy BTC7 and BT17 criteria and are a substantial improvement on the existing sites connectivity and appearance. The development is therefore found to be compliant with Policies BTC7 (Gateways) and BTC17 (Southgate District).
- 6.8 The gable wall of Francis Jordan House would also be repaired, addressing what is presently is a significant eyesore and prominent in long views from New Street and West Way, including from the gateway location.

The graffiti to the existing buff brick wall that forms the boundary to West Way and New Street would also be removed. These are considered to be additional positive benefits relating to the application proposals.

- 6.9 The site is also located to the north of an allocated regeneration development site at West Way, identified on Inset Map 4 of the BLP. The proposed upgraded car park works at the application site will only serve to support this wider regeneration objective and further enhance the character and appearance of the wider Town Centre.
- 6.10 The site has an excellent relationship to surrounding land uses and through providing improved parking facilities, as stated above, will only serve to support existing business, and increase visitor usage. The proposal respects the site context, setting and surroundings and therefore complies with criteria of Policy GD1, Policy D1 and Policy BTC7 of the BLP.

7.0 HISTORIC ENVIRONMENT

- 7.1 Barnsley has many important heritage assets that reflect its long and complex history including a legacy of buildings, structures, places and archaeology. These assets are particularly associated with (but not limited to) its medieval past, its Georgian designed landscapes and its industrial past that relate to coal mining, metalworking, textile production, brick making, and glass manufacture.
- 7.2 The site is not located within a Conservation Area or Archaeological Priority Area. The site is within the immediate proximity of two grade II listed buildings which front Wellington Street and are located to the north of the site:
1. Grade II listed - The Coop Jewellers Premises at 45 Wellington Street (List Entry No. 1315040)
 2. Grade II Listed – Premises Co-operative Store (List Entry No.1191770)
- 7.3 The site also has archaeological importance as set out in the Heritage Impact Assessment (HIA) undertaken by Border Archaeology.

Listed Buildings

- 7.4 A Heritage Statement (HS) has been submitted in support of the application which assess the above heritage assets, in accordance with the requirement of Policy HE2 (Heritage Statements and General Application Procedures).
- 7.5 Policy HE1 (The Historic Environment) states that the LPA positively encourages developments that help in the management and conservation of Barnsley's historic environment. This can be achieved in a number of ways including (at criteria f) *by supporting proposals which will help to secure a sustainable future for Barnsley's heritage assets, especially those identified as being at greatest risk of loss or decay*
- 7.6 The car park at Wellington Street presently undermines the appearance of the area and setting of the Grade II listed buildings opposite. The temporary parking surface, poor quality temporary and deteriorating boundary treatments which have been subject to graffiti, coupled with the exposed east gable wall of Francis Jordan House, collectively damage the visual appearance of the site. There is therefore a real opportunity to significantly improve the appearance of this existing car park through the proposed upgrade works.
- 7.7 The proposals to re-surface the car park, provide a quality and consistent surface treatment and replacement of the poor-quality boundary treatments will enhance the appearance of the existing car park, the character and appearance Town Centre and setting of listed buildings.

- 7.8 The listed buildings are situated to the north of the application site, on the north side of Wellington Street., with their principal elevations facing onto the site. Their historic significance and setting are on the whole experienced from a wider area including from West Way, Market Street and New Street. The current appearance of the site coupled with the quality and nature of boundary treatments significantly undermine the setting of the listed buildings.
- 7.9 The proposals would cause no harm to the historic environment and indeed would offer a significant enhancement, providing a quality of development that respects the setting of the adjacent listed buildings. The proposals are assessed to comply with the Statutory test under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, National Guidance contained in the NPPF and Policy HE1 (The Historic Environment) of the BLP.

Archaeology

- 7.10 Policy HE6 (Archaeology) states that applications for development on sites where archaeological remains may be present must be accompanied by an appropriate archaeological assessment. This application is accompanied by a HIA undertaken by Border Archaeology and therefore complies with this policy requirement.
- 7.11 The results of the HIA are briefly summarised below:

Prehistoric and Romano-British: The potential to encounter archaeological remains of prehistoric or Romano-British date in the vicinity of the site is considered to be **Low**, reflecting the complete lack of recorded features and finds from this period in the archaeological record for this area.

Medieval: The potential to encounter evidence of medieval occupation in the vicinity of the site has been assessed as **Low**. Based on the available evidence, it appears that the site lay within a tract of sparsely settled common land on the southern fringes of the medieval urban settlement of Barnsley until the late 18th century and thus the likelihood of encountering significant evidence of medieval occupation would appear to be limited.

Post-Medieval: The potential for encountering evidence of archaeological remains of post-medieval date has been assessed as **High**. The site of the Methodist New Connexion Chapel (New Street Chapel) founded in 1804, closed in 1874 and demolished in 1886 lies within the northeastern corner of the car park site. There appears to have been a small burial ground, including vaults, associated with the chapel and some burials were preserved within the cellars of the Barnsley British Cooperative store premises which were erected on the former chapel site in 1886 and destroyed by fire in 2016. Other burials appear to have been disturbed by the construction of the store premises, as evidenced by the results of archaeological investigations in 2001 where the disarticulated remains of three individuals were identified, apparently beneath the northwest corner of the former chapel building.

Based on the available evidence, it appears likely that there were only a relatively small number of interments and that most, if not all of these lay beneath the floor of the chapel (occupying the northeast corner of the site), although the possibility that the yard to the immediate west of the chapel may have been used for burials cannot be discounted. The results of previous investigations suggest that disarticulated human remains may be encountered in places at a very shallow depth below existing ground level (possibly between 0.08-0.45m, based on the results of the 2001 investigations), although in other places there could potentially be a greater depth of demolition debris/made ground, particularly where cellars exist.

- 7.12 The HIA therefore recommends that: *“The overall potential of the site in archaeological terms has been assessed as High, with particular reference to encountering evidence of post-medieval remains associated with the site of the early 19th century New Street Chapel, which may include buried human remains. The potential for prehistoric, Romano-British and medieval remains has been assessed as Low. However, it is BA’s*

considered opinion that, prima facie, based on the available information, the archaeological potential of the site does not present an impediment to the development.”

- 7.13 It is therefore concluded that the site can be developed without causing harm or disturbance to any potential archaeology.

8.0 RESIDENTIAL AMENITY

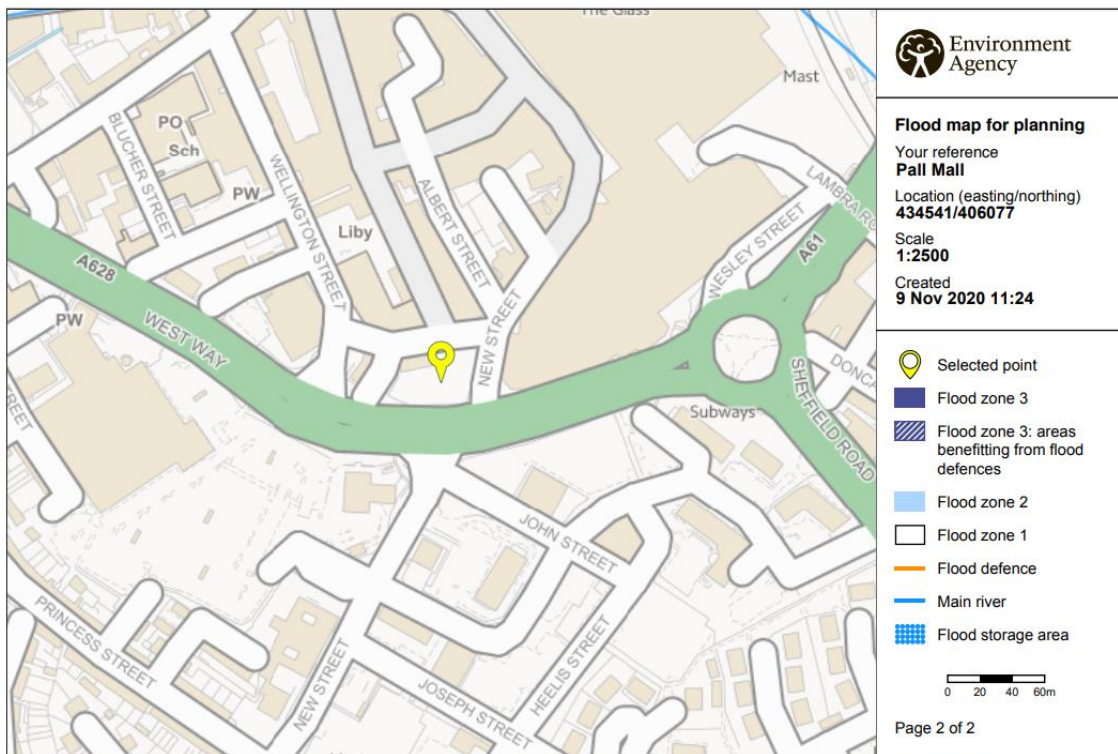
- 8.1 The site is situated in a largely mixed use area; the position of the site within the town centre which lies adjacent to the the main shopping area of Barnsley is such that residential uses are largely concentrated to upper floors. In terms of residential amenity, the site is located within a busy and vibrant Town Centre where residents in this location will expect a level of noise and activity typically associated with urban location.
- 8.2 *The site's current use is as car parking, and this will remain unchanged as a result of this application*
- 8.3 The proposals improve natural surveillance at the site through installation of lighting and the removal of the hard landscape boundaries. Overall this will result in a marked improvement to the safety and security of residents who may live near the site and who may cross through the car park to access their properties or the Town Centre.
- 8.4 For the above reasons it can be concluded that the proposal complies policy GD1 of the BLP.

9.0 LIGHTING

- 9.1 The application is supported by a lighting scheme as detailed on drawing number: 41257/PJ/A by Knightfisher Lighting.
- 9.2 The car park lighting has been designed to achieve an average illumination no less than 10 Lux with a uniformity no less than .25 to comply with BS5489.
- 9.3 The details of the heights, positions and intensity of the scheme have been carefully selected to ensure appropriate illumination is achieved, to ensure the safety of users of the car park and to provide a scheme that will assimilate into this historic town centre location.
- 9.4 The lighting scheme has been designed using luminaires that utilise reflector technology that helps to minimise glare; we have also positioned the luminaires on the edge of the car park facing away from nearby residential dwellings to minimise any light intrusion into the dwellings.
- 9.5 The proposed hours of usage are usually decided using a time clock, however if the Council consider it to be appropriate, they can be designed to incorporate dusk till dawn photocells.

10.0 FLOOD RISK AND DRAINAGE

- 10.1 The applicant has commissioned an Outline Drainage Strategy which sets out how surface water will be managed at this site.
- 10.2 All of the built-up area of Barnsley, including the proposal site, falls within Flood Zone 1 (an area with a low probability of flooding) in the Environment Agency Flood Maps.



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Fig. 24: Environment Agency Flood Maps for the application site

- 10.3 The car park upgrade proposals recommend a permeable tarmac solution for the site. This Drainage Strategy has been carefully designed taking into account existing and previous uses, as well as the high value of archaeology on site which makes any underground attenuation potentially harmful to the historic environment.
- 10.4 Given the scale of the proposals, that this is an existing car park and the high potential of archaeology at shallow depths, this is considered to be an acceptable solution for disposal of surface water at this site.

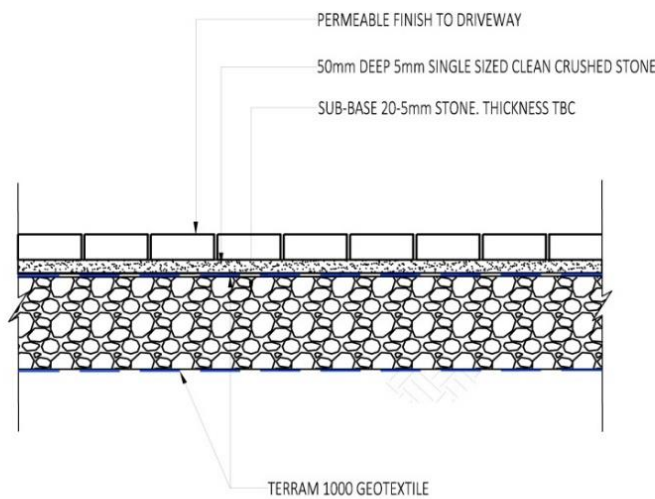


Fig.25: Section showing how the surface would be constructed and the proposed drainage scheme

- 10.5 The proposed drainage strategy accords with Policy CC3 (Flood Risk) of the BLP by reducing surface water run off by 30%.

11.0 CONCLUSIONS

- 11.1 *The site's current use is as car parking, and this will remain unchanged as a result of this application.*
- 11.2 Policy BTC11 is strongly in favour of car park proposals to support the town centre, as is the policy BTC17 relating to the sites location in the Southgate District, which sets out parking as a permissive land use. The site's location, located on the inside of West Way, is ideally placed in terms of these policies to serve the retail centre of Barnsley
- 11.3 The proposed car park improvement works such as the new boundary treatments, lighting and resurfacing will vastly improve the appearance of this existing car park which aligns with Para 80 and 85 of the NPPF regarding supporting the economy and the Town Centre as well as BLP Policy BTC17 objectives to stimulate renewed interest in the Barnsley Town Centre as a place that all business may want to be part of as well as attracting a greater number of visitors. It would also vastly improve the appearance of this site as an important Gateway into the Town Centre.
- 11.4 The existing site has not been well maintained since the demolition of the Co-operative building in 2016, resulting in gradual deterioration in its appearance to its current condition where it is a negative feature in the Town Centre. The development will only serve to regenerate the use of the site and enhance the character and appearance of the wider Town Centre.
- 11.5 As has been shown in the accompanying Heritage Statement, it can also be concluded that the proposals would overall enhance the appearance of this site and have a significant positive impact on the historic significance of the area and settling of the listed buildings.
- 11.6 A Heritage Impact Assessment has been submitted to thoroughly address the archaeological potential of the site and the recommendation of the HIA is that the archaeology found, whilst being of a high value, is not an impediment to the development. It is considered that the proposals, which have been designed on the basis of minimal excavation, offer the least intrusive and harmful way to develop this site without any disturbance to archaeology and this is also an added benefit to the development .
- 11.7 The car park will continue to support the Town Centre and provide accessible and high-quality parking for customers/visitors to the Town Centre.
- 11.8 The use of the site for car parking will not change and the operation of the site and lighting proposed will respect neighbouring uses. Lighting has been carefully designed to illuminate the desired space without spilling out beyond the boundary reducing likelihood of overnight light pollution.
- 11.9 The proposals to improve natural surveillance at the site through installation of lighting and a boundary treatment that retains views across the car park, thus will offer a marked improvement for the safety and security of residents who live near the site and who may pass the car park to access their properties, business, place of work or the Town Centre.
- 11.10 The proposal falls within the 'Less Vulnerable' flood classification. The proposed development does not result in any significant change to flood risk from that present with the existing land use, of parking, which will continue unchanged.
- 11.11 The proposals overall offer a positive enhancement to the site and Barnsley Town Centre have been shown to accord with guidance contained in the NPPF and policies of the Barnsley Local Plan Adopted January 2019.

Date: November 2020

V1.00